

# Finding Solutions to the Prescription Opioid and Heroin Crisis: A Road Map for States

Governor's Prescription Drug Abuse Prevention Summit

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# National Governors Association

- Founded in 1908
- Chair Gov. McAuliffe (D-VA) and Vice-Chair Gov. Sandoval (R-NV)
- Through NGA, governors share best practices and develop innovative solutions to improve state government.
- NGA Center for Best Practices: a think tank/consultancy -- works to surface evidence-based practices and works directly with governors.

# Solutions

**Evidence Based**

**Coordinated**

**Impactful**

**Roadmap**

- **Ways to organize**
- **Best approaches**
- **State examples**

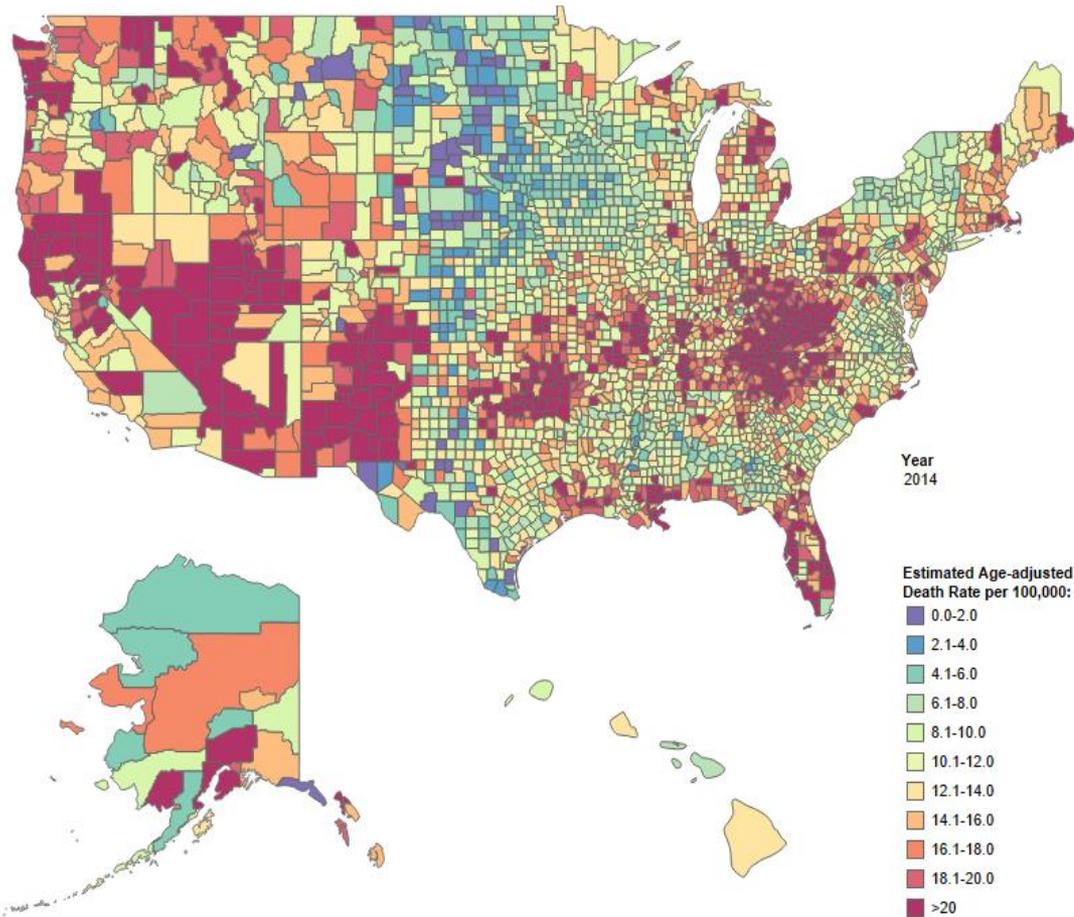
***Law Enforcement and Health working together***

# Realities of the Opioid Crisis

- **This crisis is impacting**  
**EVERYONE**
  - Urban and rural
  - All ages
  - All income levels and socioeconomic status
- **The solutions are complex:**
  - Strategies may be slow to show results
  - Several factors are compounding states' progress
    - *Greater availability of heroin*
    - *Spread of illicit fentanyl*
    - *Data lag*
  - Lack of evidence for effective strategies

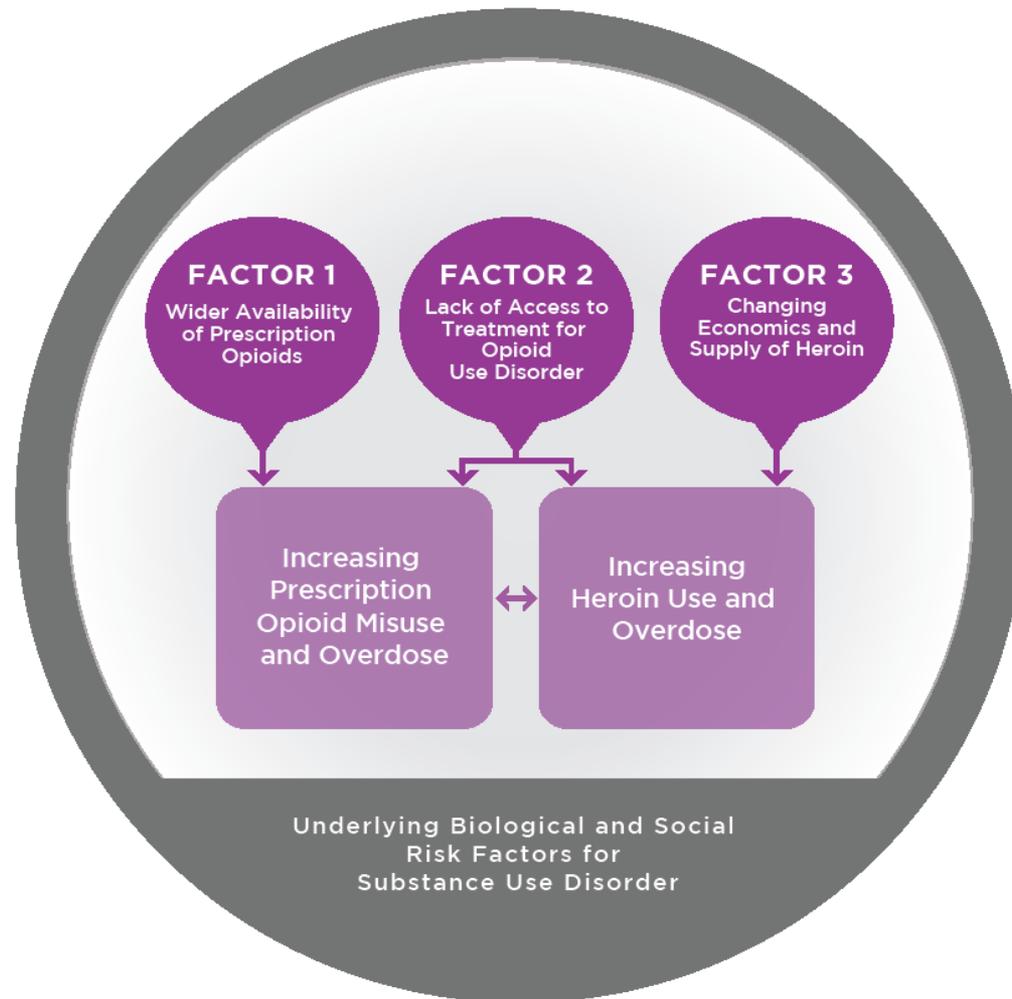
# Spread of the Opioid Crisis

## 2014 RAPID INCREASE IN DRUG OVERDOSE DEATH RATES



Source: Centers for Disease Control and Prevention

# Opioid Road Map Highlights: How We Got Here



# Overview of the Opioid Crisis

*In 2014, **28,647** people died of an opioid overdose.*

- Over **1,000** people will be treated today in an ER for an overdose.
- **78** people will die today of an overdose.

# Overview of the Opioid Crisis

- The Drug Enforcement Administration (DEA) expects overdose rates to increase in the next year.
- Human cost and negative impact on state budgets.
  - *Inpatient charges for hospitalizations related to opioid abuse/dependence tripled in 2012 (\$14.85 billion).*
  - **Medicaid funds about 50% of hospitalizations.**

# Timeline of NGA Activities

*Joint effort between Health and Homeland Security and Public Safety*

- **2012 – 2015:** NGA convened prescription drug abuse policy academies with 13 states -- including Nevada
- **February 2016:** Governors agreed that collective action is needed to end the opioid crisis

# Timeline of NGA Activities

- **Summer – Fall 2016:**

- 46 governors sign *Governors Compact to Fight Opioid Addiction*
- NGA releases *Finding Solutions to the Prescription Opioid and Heroin Crisis: A Road Map for States*
- Learning Labs:
  - Launches Learning Lab for Improving Information Sharing and Data Analysis Between Law Enforcement and Public Health (Summer 2016)
  - Launches Learning Lab: State Strategies for Combatting Heroin and Illicit Fentanyl (Fall 2016)

- **Publications:**

- *Six Strategies for Reducing Prescription Drug Abuse.* (September 2012)
- *Reducing Prescription Drug Abuse: Lessons Learned from an NGA Policy Academy* (February 2014)
- ***Finding Solutions to the Prescription Opioid and Heroin Crisis: A Road Map for States.* (July 2016)**

# Finding Solutions to the Prescription Opioid and Heroin Crisis: A Road Map for States

## Finding Solutions to the Prescription Opioid and Heroin Crisis: A Road Map for States

National Governors Association

### National Governors Association Opioid Road Map Executive Summary

**THE PROBLEM**  
Inappropriate opioid prescribing has fueled one of the deadliest drug epidemics in U.S. history. Though most opioid-related overdoses involve prescription opioids, an increasing number are linked to illicit opioids such as heroin and fentanyl.

**THE ROLE OF STATES**  
Governors are taking action to end the opioid epidemic with a range of public health and public safety strategies across the continuum from prevention and early identification to treatment and recovery.

**THE ROAD MAP**  
The road map is a tool to help states respond to the opioid crisis with effective health care and public safety strategies.

**KEY STATISTICS**

- Every day, 78 people die from an overdose related to prescription opioids and heroin.
- In 2012, health care providers wrote enough opioid prescriptions for every American adult to have a bottle of pills.
- 4 out of 5 heroin users reported missing prescription opioids before turning to heroin.
- Heroin is the most common payer of opioid overdose hospitalizations, the cost of which quadrupled between 2007 - 2012.
- Heroin injuries by U.S. law enforcement rose 20% between 2010 - 2014.
- 80% of people with an opioid use disorder are not receiving treatment.

**STEP 1 Assess the Situation**

IDENTIFY POLICY AND FINANCIAL LEVERS, AND CONDUCT HIGH-LEVEL DATA SCAN → IDENTIFY OR DEBATE PRESCRIPTION OPIOID AND HEROIN TASK FORCE → ENSURE KEY DECISION MAKERS ARE INVOLVED → CONNECT WITH PEER STATES/REGIONS AND SET VISION → KEY OUTCOMES: Overarching vision and goals; Comprehensive understanding of the state levers to reduce opioid misuse and overdose.

**STEP 2 Develop and Select Policies**

**PREVENTING OPIOID MISUSE AND OVERDOSE**

**HEALTH CARE STRATEGIES FOR PREVENTION AND EARLY IDENTIFICATION**

- Develop and update guidelines for all opioid prescribers.
- Limit new opioid prescriptions for acute pain, with exceptions for certain patients.
- Adopt a comprehensive opioid management program in Medicaid and other state-run health programs.
- Remove methadone for managing pain from Medicaid preferred drug lists.
- Expand access to non-opioid painkillers for pain management.
- Ensure medication therapy management for all chronic pain patients.
- Maximize the use and effectiveness of state prescription drug monitoring programs.
- Use public health and law enforcement data to monitor trends and strengthen diversion efforts that increase oversight of pain management clinics to reduce pill mill activities.
- Raise public awareness about the dangers of prescription opioids and heroin.

**RESPONDING TO OPIOID MISUSE AND OVERDOSE**

**HEALTH CARE STRATEGIES FOR TREATMENT AND RECOVERY**

- Change payment policies to expand access to evidence-based MAT and recovery services.
- Expand and strengthen the workforce and infrastructure for providing evidence-based MAT and recovery services.
- Create new strategies to evidence-based MAT and recovery services.
- Consider authorizing and providing support to syringe service programs.
- Reduce stigma by changing the public's understanding of substance use disorder.

**PUBLIC SAFETY STRATEGIES FOR REDUCING ILLEGAL SUPPLY**

- Establish a collaborative information sharing environment across state agencies.
- Leverage assets from partner entities to improve data collection and intelligence sharing.
- Expand regulatory tools for prosecuting major distributors.
- Expand law enforcement partnerships and data access to better target high-prescribers.
- Improve best practices and ensure intergovernmental cooperation in narcotic investigations.
- Establish and enhance stakeholder coalitions.

**PUBLIC SAFETY STRATEGIES FOR RESPONSE**

- Empower, educate, and equip law enforcement personnel to prevent overdose deaths and facilitate access to treatment.
- Restrict use of state proceeds in drug treatment courts.
- Ensure access to MAT in correctional facilities and upon reentry.
- Strengthen naloxone distribution programs to other individuals the opportunity to enter into substance use treatment.
- Ensure compliance with Good Samaritan laws.

**STEP 3 Finalize Policies, Implement & Evaluate**

DEVELOP WORK PLAN BASED ON POLICY PRIORITIES → IMPLEMENT POLICIES → CONTINUOUSLY MONITOR AND EVALUATE

Develop a work plan to identify an existing vehicle, such as an annual health care plan, through which actionable work can be developed to achieve defined objectives.

Implement policies designed to reduce opioid misuse and overdose.

Implement real-time performance monitoring, reporting and quality improvement strategies.

Make programmatic adjustments based on evaluation.

**IN THE APPENDIX:** • State Examples • State Approaches to Establishing Opioid Prescription Limits • Medication Assisted Treatment Overview • Sample Key Data Source • Addressed Resource List • More Information About Evaluation

Introduction and Background	Major Factors Driving the Epidemic	Steps to Address Prescription Opioid Misuse and Heroin	Strategies for States	Appendices
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## Overview: Steps to Address Prescription Opioid Misuse and Heroin

**STEP 1**  
Assess the Situation

**STEP 2**  
Develop and Select Policies

**STEP 3**  
Finalize Policies, Implement & Evaluate

National Governors Association

# Opioid Road Map Highlights: Comprehensive Policy Framework

## Overarching Prescription Opioid Misuse and Heroin Policy Framework

### Health Care and Public Safety

Preventing Opioid Misuse  
and Overdose

Health Care  
Strategies for  
Prevention and  
Early Identification

Public Safety  
Strategies for  
Reducing Illicit  
Supply

Responding to Opioid  
Misuse and Overdose

Health Care  
Strategies for  
Treatment and  
Recovery

Public Safety  
Strategies  
for Response

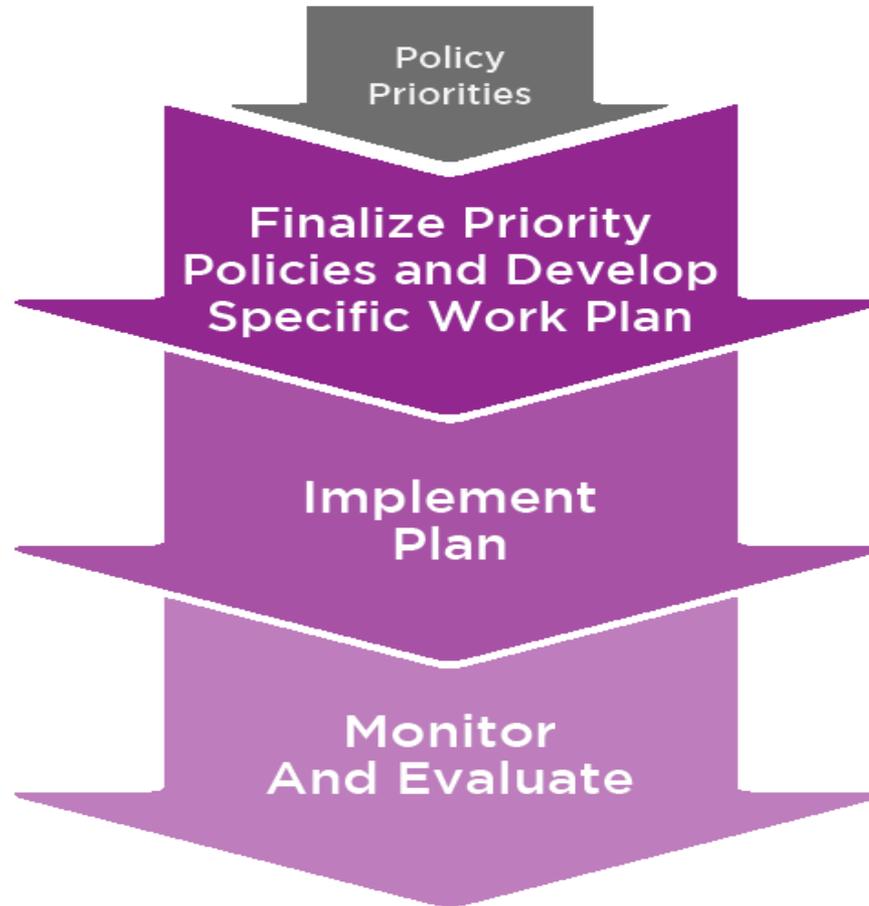
# Opioid Road Map Highlights: Select Health Care Strategies

- **Prevention:**
  - **Guidelines** for all opioid prescribers
  - **Limit** new opioid prescriptions for acute pain, with exceptions
  - Develop and adopt a comprehensive opioid **management** program
  - Remove **methadone** for managing pain from Medicaid preferred drug list
- **Treatment and Recovery:**
  - Change **payment** policies
  - Increase access to **naloxone**
  - Provide evidence-based MAT and recovery services

# Opioid Road Map Highlights: Select Public Safety Strategies

- **Reducing Illicit Supply and Demand for Opioids:**
  - **Establish** a collaborative information sharing environment
  - **Expand** statutory tools for prosecuting
  - **Expand** partnerships and data access
- **Responding to the Crisis:**
  - **Empower**, educate and equip law enforcement personnel to prevent overdose deaths and facilitate access to treatment
  - **Reinforce** use of best practices in drug treatment courts
  - **Ensure** access to MAT in correctional facilities and upon reentry
  - **Strengthen** pre-trial drug diversion programs

# Opioid Road Map Highlights: Finalize, Implement and Evaluate



# Staff Resources

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