

Concurrent Session 2: Naloxone Distribution

Moderator: Alison Proctor, RTI International

- Lucas County, Ohio, Corrections Center Naloxone Vending Machine Project
 - Speakers: Mahjida Berryman, Lucas County, Ohio
- Post-fatal Incident: How Coroners Can Play a Role in Overdose Prevention
 - Speakers: Allison Bilton and Talia Wahl, Berkeley County, South Carolina

Naloxone Distribution

2024 National Forum on Overdose Fatality Review
March 5, 2024

Disclaimer

This project was supported by Grant No. 15PBJA-23-GK-02250-COAP awarded by the Bureau of Justice Assistance, Office of Justice Programs, U.S. Department of Justice. Points of view or opinions in this document are those of the author and do not necessarily represent the official position or policies of the U.S. Department of Justice.

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Naloxone Distribution

Overview

- Evidence-based strategy in reducing opioid fatalities
- Importance of low-barrier access to naloxone

Targeted Naloxone Distribution

- Focus on high-risk individuals, areas, and critical touchpoints
- Using data from OFR programs to identify high-risk areas for opioid overdoses and potential gaps in naloxone accessibility

Benefits

- Impact of wide distribution of naloxone on reducing opioid fatalities

Integrating Naloxone Distribution Into Overdose Fatality Reviews (OFRs)

Strategies for Effective Integration

- Developing protocols for naloxone distribution with participating agencies as part of OFR program recommendations
- Training OFR team members and local first responders in naloxone administration
- Establishing partnerships with Overdose Education and Naloxone Distribution (OEND) program partners



Naloxone Vending Machines Learning Community

Community-based Distribution Models

- Integration of community-based naloxone distribution with vending machines in justice settings and community locations to enhance accessibility
- Using data-driven strategies to better engage with community
- Exploration of innovative distribution solutions and accessibility

Lucas County Corrections Center (LCCC) Naloxone Vending Machine Project



Mahjida Berryman
Supervisor of Injury Prevention
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OFR National Forum
March 5, 2024

Toledo–Lucas County



Lucas County has a population of ~426,643

Toledo, the county's largest city, has a population of ~266,301

In 2022, there were 231 opioid-related fatalities reviewed by the Lucas County Coroner occurring in Lucas County

Approximately 83% of fatal opioid overdoses occurred in the city of Toledo

Overdose Fatality Review Committee

- Began in 2018 as a result of an Ohio Department of Health grant, which ended in 2023
- Facilitator and data analyses are completed by the Toledo–Lucas County Health Department (TLCHD)
- Quarterly meetings
- Data sources used include coroner’s reports, criminal records, EMS reports, and Quick Response Team (QRT) follow-up
 - Data limitations exist due to inconsistent investigation reports

Coalition Representation	
Health Department	Mental Health Board
Local Fire Departments	Local Police (VICE Unit)
Treatment Agencies–Medications for Opioid Use Disorder (MOUD)	QRT/Drug Abuse Response (DART) Team
Coroner (available, not present)	Members of the Community
Homelessness Board	Local Hospital

Establishing a Trend

Time Between Leaving Incarceration and Fatality	2020	2021	2022
1 Week Post-incarceration	5	5	3
1 Month Post-incarceration	2	4	
1 Year Post-incarceration	4	1	1
General History of Incarceration With No Time Frame Provided		11	20
Total:	11	21	24

Lucas County Corrections Center

- Full-service detention facility located in downtown Toledo
- Houses a capacity of 403 individuals in incarceration
- Booking area can hold a maximum of 65 individuals and averages 15,430 a year
- Lucas County Corrections Center (LCCC) offers:
 - Counseling services
 - Religious services
 - Drug and alcohol treatment
 - Medical services
- Began partnering with local health department in 2018 for naloxone distribution to individuals incarcerated
 - One event per month
 - Two trainings per visit (male and female units)
 - Limitations:
 - Not all individuals entering the facility had the opportunity to receive this training/resource (only about 40/month)
 - There was no way to ensure naloxone was placed with belongings

Establishing a Trend

Time Between Leaving Incarceration and Fatality	2020	2021	2022
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1 Year Post-incarceration	4	1	1
General History of Incarceration With No Time Frame Provided		11	20
Total:	11	21	24



March 2020:

Because of the COVID-19 pandemic, health department staff were no longer allowed to enter LCCC for naloxone trainings.

Pandemic Response

Problem: Health department staff are no longer able to distribute naloxone to individuals in incarceration.

- Solutions Explored:

- Reaching individuals through alternative screening processes for opioid use disorder (OUD)
- Telehealth trainings
- Train the Trainer Model with LCCC staff

- Limitations/Challenges:

- Competing priorities
- Low staffing due to pandemic
- Short timeline, individuals were being released very quickly because of COVID-19 protocols

HEALing Communities Study

Lucas County was a Wave 1 HEALing Communities Study (HCS) county beginning in June 2020

- Three Required Evidence-based Practices for HCS
 - Opioid Overdose Prevention Education and Naloxone Distribution (OEND) in high-risk populations
 - Have had a prior opioid overdose
 - Have reduced opioid tolerance (e.g., completing medically supervised or socially managed withdrawal or release from institutional settings such as jail, residential treatment, or hospital)
 - Use other substances (e.g., alcohol, benzodiazepines, cocaine, amphetamine-like substances)
 - Have concomitant major mental illness (e.g., major depression, bipolar disorder, schizophrenia, anxiety disorders)
 - Have concomitant major medical illness (e.g., cirrhosis, chronic renal insufficiency, chronic obstructive pulmonary disease (COPD), asthma, sleep apnea, congestive heart failure; infections related to drug use)
 - Inject drugs

HEALing Communities Study

Targeted OEND Strategy: Provide OEND to individuals in or leaving incarceration from LCCC and participating in Adult Drug Court

- Team
 - HCS
 - Lucas County Sheriff's Office Drug Abuse Response Team (DART)
 - TLCHD/Project DAWN
 - Lucas County Adult Drug Court/TASC of NW Ohio
- Implementation Plan
 - Provide OEND to individuals being released from the jail. DART officers will provide naloxone education and training through the use of specialized iPads and submit electronic intake forms to TLCHD per protocol
 - Provide OEND to all participants in the Adult Drug Court, not just participants in active drug treatment. Naloxone training will be provided to participants in drug court by use of court-provided cell phones. Naloxone will be provided to participants by TASC of NW Ohio via TLCHD or directly to participants' residences by a DART officer
 - Both programs are offered as an "opt out" process, ensuring that access barriers are removed and all inmates have access to naloxone

Lucas County Sheriff's Drug Abuse Response Team

About DART:

Officers assigned to DART meet in the community with overdose victims and their families, building strong relationships of trust. These officers transport individuals battling substance use disorder to effective local treatments that are available. Providing encouragement, the officers monitor and engage the individuals as they progress through their treatment and recovery process.

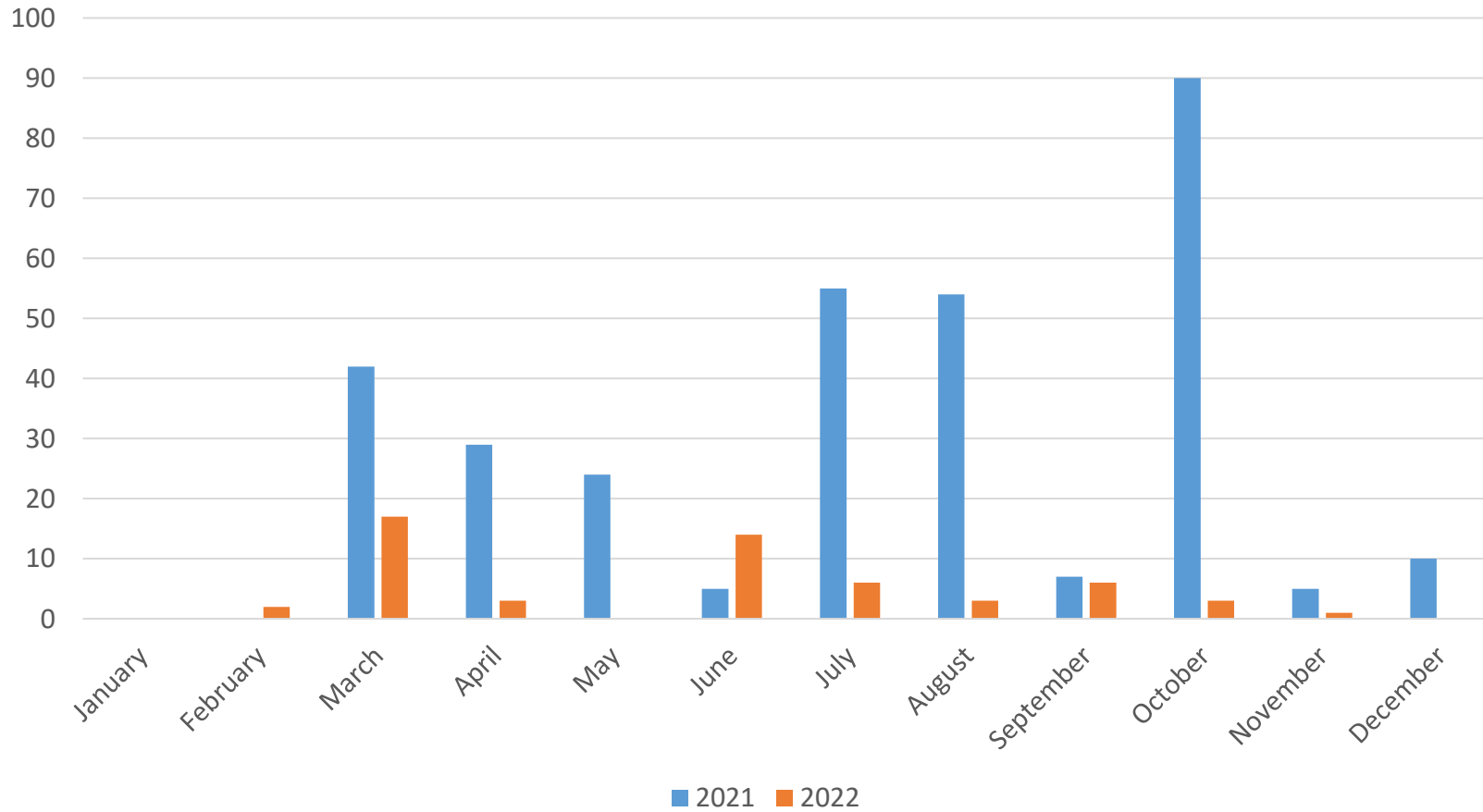


Implementation

- Direct Service Purchase Needs
 - Purchase two iPads – Completed and implemented for use
- TLCHD to pilot virtual naloxone training for Adult Drug Court probation officers
 - Optional training, not well attended
 - No clear path to obtaining naloxone was established
- Train DART Officers to provide OEND
 - No challenges
- Establish a model for DART to provide OEND in LCCC
 - Began OEND in March 2021

Results of HCS Strategy

Naloxone Distribution by Strategy 2021-2022



*Naloxone distribution began in March 2021

Results of HCS Strategy

- Challenges with naloxone distribution
 - Staff limitations and competing priorities
 - Gaps in data collection
 - Turnover in Adult Drug Court
- Success story
 - A quote from Lieutenant Steve Rogers, Lucas County Sheriff's Office DART

"We don't generally receive feedback that is straight from our mission statement. Our mission reads: 'to stop the profound number of deaths caused by overdoses while helping victims to overcome their addictions, and to educate and support family and friends of these victims of overdose.' One of the most successful ways that we can achieve our mission and decrease the number of deaths by overdose is through the distribution of naloxone. According to the Ohio Department of Health, over 500,000 overdoses have been reversed with naloxone in Ohio since 2014. Without this important medication, countless lives would have been lost not only in Ohio, but across the country. That's why we're thankful for the partnership with Toledo-Lucas County Health Department that allows us to continue to distribute naloxone to members of our community."

Vending Machine Strategy

Funding:

The National Center for State Court and the Bureau of Justice Assistance (BJA) through the Regional Judicial Opioid Initiative (RJOI)

- Purchased 20 vending machines to be distributed and placed within correctional facilities in seven states, including:
 - Michigan
 - Indiana
 - Ohio
 - North Carolina
 - West Virginia
 - Kentucky
 - Tennessee
- Lucas County was one of two Ohio counties that accepted a vending machine through this initiative



Implementation

- TLCHD determined a need for both naloxone and condoms to be placed in the jail lobby for the public entering the jail and individuals leaving incarceration and consulted with other state partners who have implemented similar vending models
 - Safe-sex supplies were added due to a syphilis outbreak in Lucas County
- TLCHD staff worked through DART to build connections with the sheriff and his team at LCCC
 - Coordinated delivery and placement of vending machine
 - Enthusiastic support for naloxone
 - Some pushback for safe-sex supplies
- TLCHD staff followed the Ohio Board of Pharmacy guidance to develop protocols for the automated naloxone dispensing machine
 - Education to be displayed on the outside of the vending machine to include:
 - How to identify an opioid overdose and instructions to call 9-1-1
 - How to use naloxone
 - Proper storage of naloxone

Results of Vending Machine Strategy

Challenges/Limitations With Vending Machines

- Basic vending machine, little to no data collection
- Location may be prohibitive to some who need to access naloxone

Successes

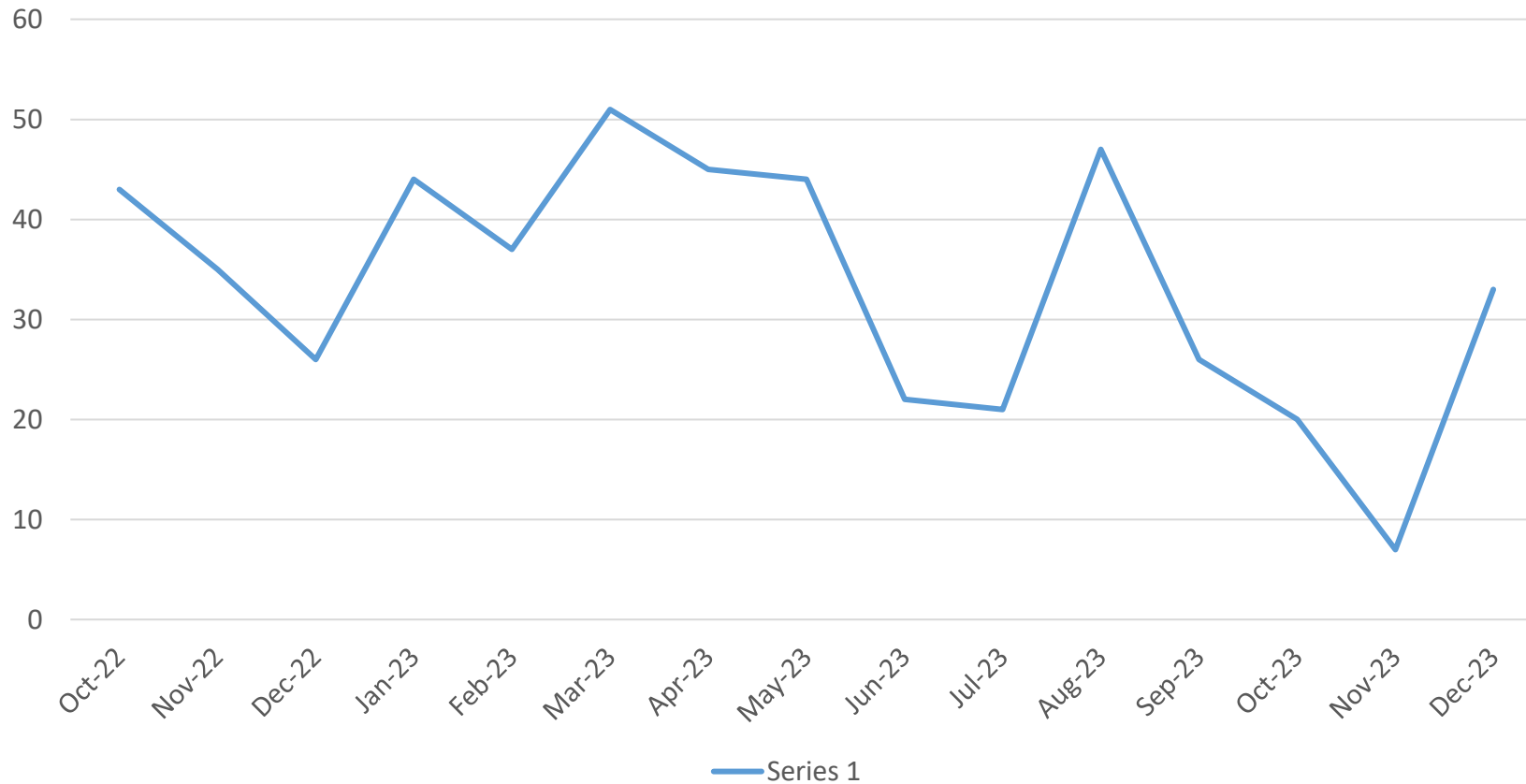
- Reports of an increase in sheriff's office employees accessing naloxone
- Stigma reduction
- Total of 501 naloxone kits distributed between implementation and December 2023
- Total of 243 safe-sex kits distributed between implementation and December 2023



Results of Vending Machine Strategy

The LCCC Vending Machine Strategy launched in October 2022.

Naloxone Distribution by Strategy, Oct 2022-Dec 2023

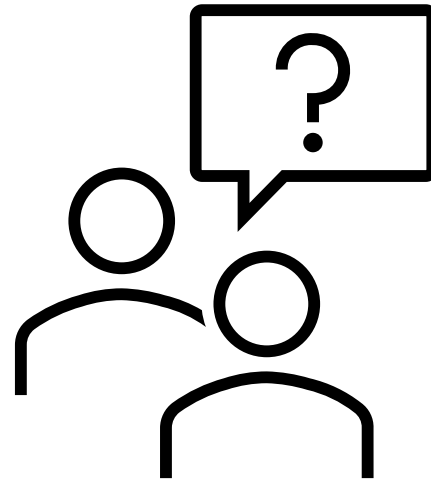


Additional Ways to Reach Population

Local Reentry Programs

- “Going Home to Stay” Reentry Resource Program
 - The Reentry Coalition of Northwest Ohio is a group of service agencies and individuals with the mission to reduce recidivism and promote public safety by creating partnerships and shared accountability for successful community reentry of persons from prisons and/or jail
 - Connects “restored” citizens (persons released from incarceration), family members, and/or significant others with services such as medical resources, banking, housing, legal assistance, and driver’s licenses
- TLCHD began naloxone distribution at this event in April 2023
 - To date, has:
 - Distributed 448 naloxone kits
 - Trained 199 individuals on OEND
 - Over half (53%) identify as Black/African American

Questions & Answers





Post-fatal Incident: How Coroners Can Play a Role in Overdose Prevention



Allison Bilton
Berkeley County Coroner's Office
Community Outreach Coordinator
B.C. OFR Facilitator



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Talia Wahl
Ernest E. Kennedy Center
PFS Project Coordinator
B.C. OFR Data Manager



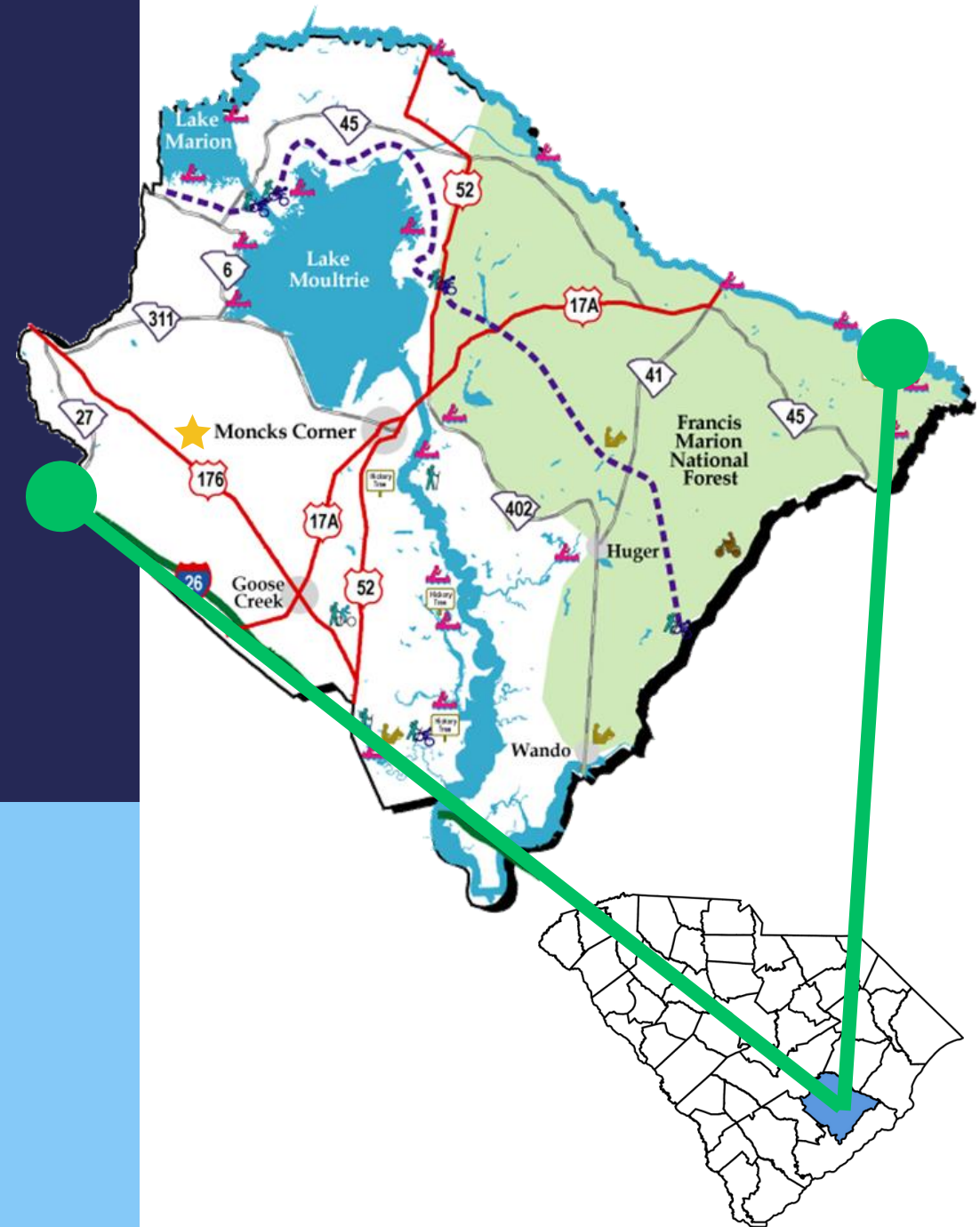
SITE INFO

Moncks Corner, South Carolina (SC) Berkeley County

Berkeley County OFR does **not receive any direct funds**.

Currently, recommendations are assisted through various partner grants and funding streams.

- SAMHSA Partnership For Success (PFS) Grant
- S.C. Department of Alcohol and Other Drug Abuse Services (DAODAS)
- S.C. Opioid Recovery Funds



Started
OFR

Overdose deaths
per year

Estimated
population

June 2023

80+

245,117

(U.S. Census Bureau, July 2022)

RECOMMENDATION

- By November 2023, we will facilitate connections for households affected by recent fatal overdoses that are at high risk for a subsequent overdose
- We will do this by empowering the Berkeley County Coroner's Office to distribute free naloxone, fentanyl test strips, and treatment resources with written endorsements from local agencies (e.g., the Kennedy Center)
- This will include on-scene distribution of informational pamphlets and the presence of a substance use disorder (SUD) peer recovery support specialist to encourage counseling services for additional household members dealing with SUD/opioid use disorder (OUD)

01

Recommendation Identified

June 2023
(first meeting)

02

Received Letter of Notification

July 2023

03

Received Subgrant Agreement

October 2023

04

Received Naloxone and Started Distribution

November 2023



HOW DID WE GET HERE?

Whether it was a call to police, emergency medical services (EMS), fire, or the coroners . . .

Each agency found itself coming to the same households and neighborhoods.

POLICE

“In 2023, we noticed that there were at least 6 different residencies that had experienced multiple ODs within months of each other. There was also one hotel that had 3 separate ODs within the year.”

- Danielle, Goose Creek PD

EMS

“There would be a call to a certain address and in my mind, I already knew the house we would be going to was for an overdose.”

- Stuart, Berkeley County EMS

FIRE

“We’ve had to use our [naloxone] 5 times at the same household.”

- Lee, Berkeley County Fire Chief

CORONERS

“I’ve been on post-fatal scenes and noticed other individuals in the household appeared to be under the influence of something—and could be possibly also using.”

- April, Berkeley County Coroners

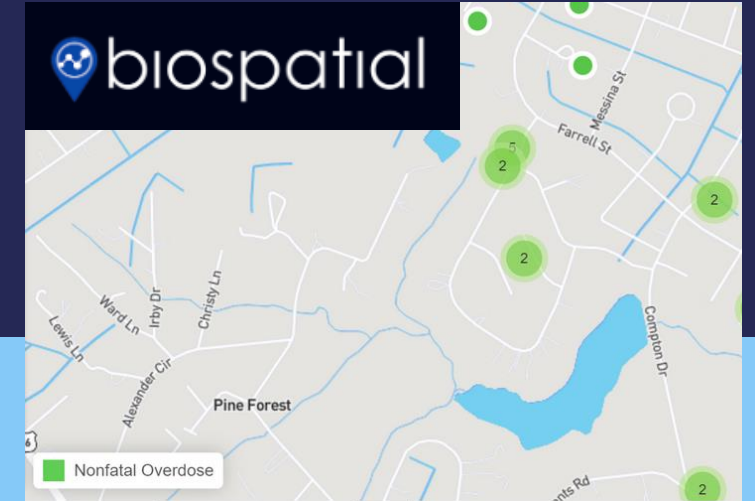
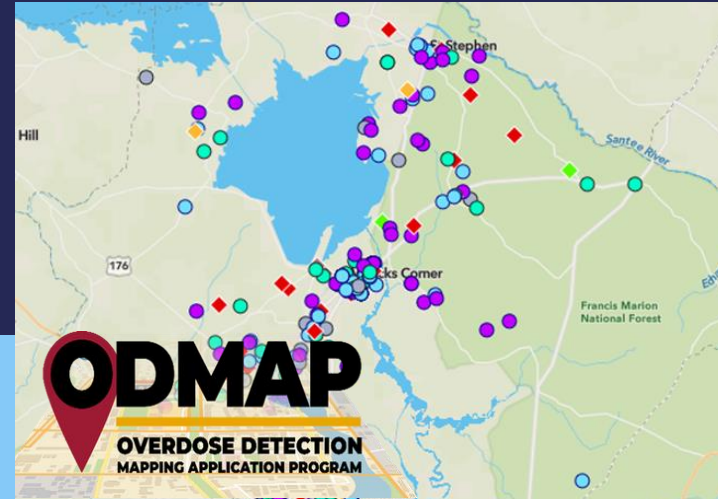

AGGREGATE AND CASE-LEVEL DATA

REPORTING & ASSIGNMENT:
Officers Assigned Cassett, C.H. OC
Reported By Cooley, Earle C.
Address 9369 Nightingale Drive, L.A.

DECEDENT:
Decedent's Name Hubbard, LaFayette R
Address Star Route, Creston, OH SSN 268-09-9422

INVESTIGATION:
Place of Death Emmanuel Camp Date 1-24-86 Time 2000 hrs.
Did Physician Pronounce Death? Yes If Yes, Who? Dr. Denk
Regular Physician Dr. Gene Franklin Denk N5502264 Telephone (213)467-5200
Date Decedent Last Seen by Any Physician _____
Date Decedent Last Seen by Regular Physician 1-24-86 0800 hrs.
Known Illness and/or Medication of Decedent _____
Stroke

Was Medication Seized? No Was a Will Located? Yes Was the Decedent's Residence Sealed or Released to Next of Kin? _____
Mortuary Making Removal Reis Funeral, San Luis Obispo
Was Mortuary Directed to Obtain Samples of Blood and Urine? No
Decedent's Property Left at scene



CORONERS

Decedent Demographics and Case Narratives



ODMAP

Nonfatal Overdoses and Geospatial Location



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EMS

Overdose Contacts and Naloxone Administrations



CASE #22-0515

Incident Date:

• April 10, 2022

Incident Type:

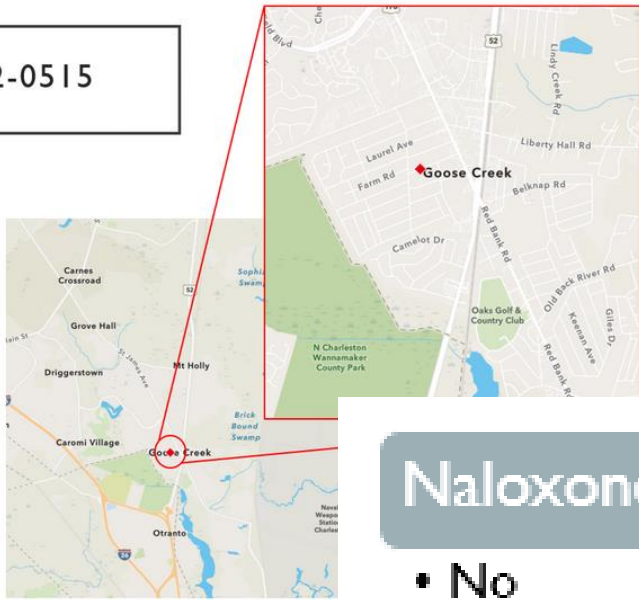
• Fatal w/ No Naloxone

Hour of Day:

• 12:45 am

Day of Week:

• Sunday



Naloxone Left By Law Enforcement?

• No

Naloxone Left By EMS?

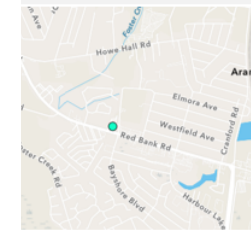
• No

Naloxone Left By Bystander?

• No

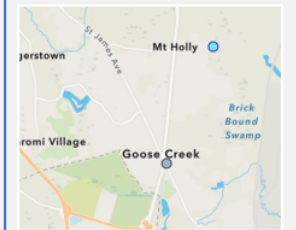
-DAY PERIOD

04/11/2022



Goose Creek –
Red Bank Rd.
Single-dose naloxone
(Opioid)

04/12/2022



Goose Creek –
Red Bank Rd.
Naloxone unknown
(Heroin)

No naloxone
(Heroin)

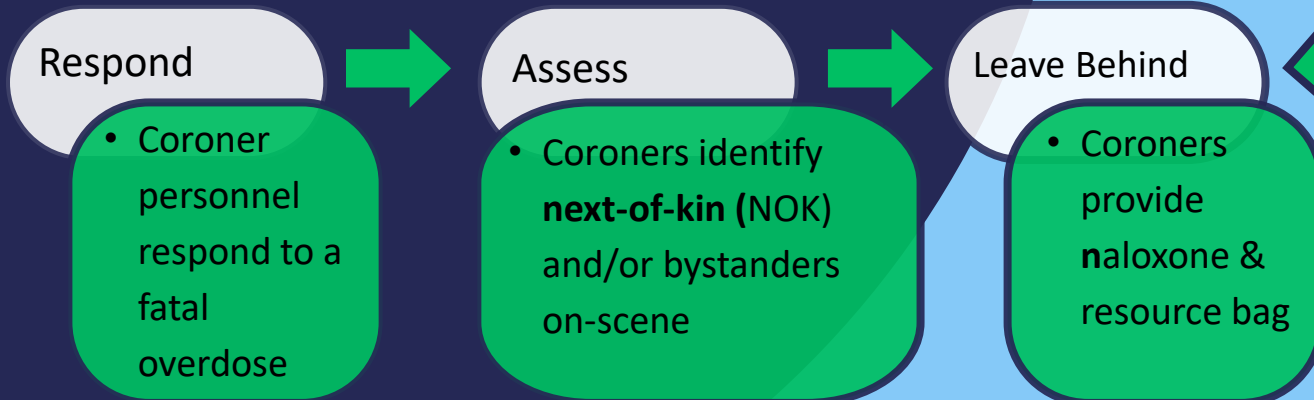
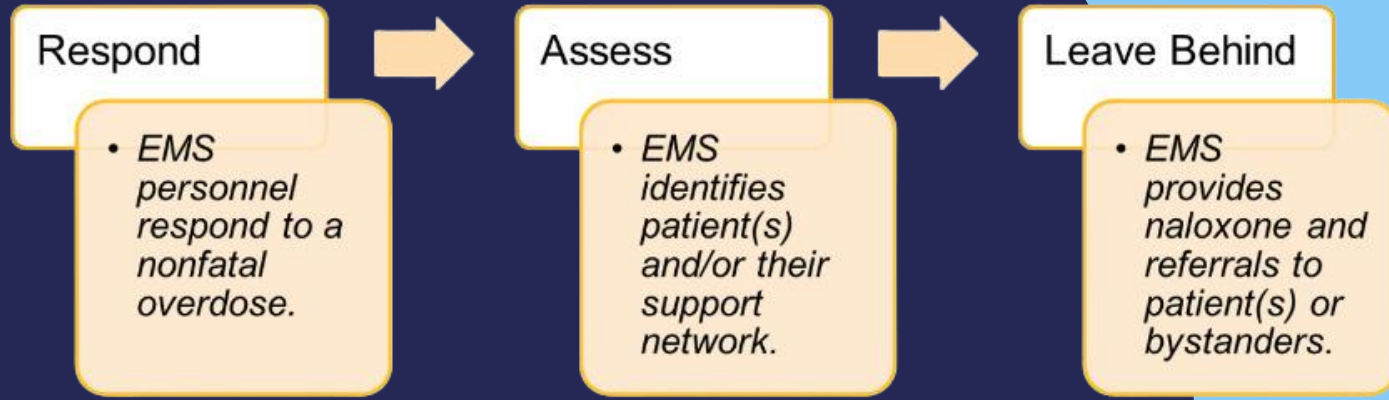
Goose Creek –
Caromi Village
Naloxone unknown
(Fentanyl & Xylazine)

Goose Creek –
Old Back River Rd.
Single-dose naloxone
(Fentanyl)

Goose Creek –
Montague Plantation
Rd.
No naloxone
(Unknown)

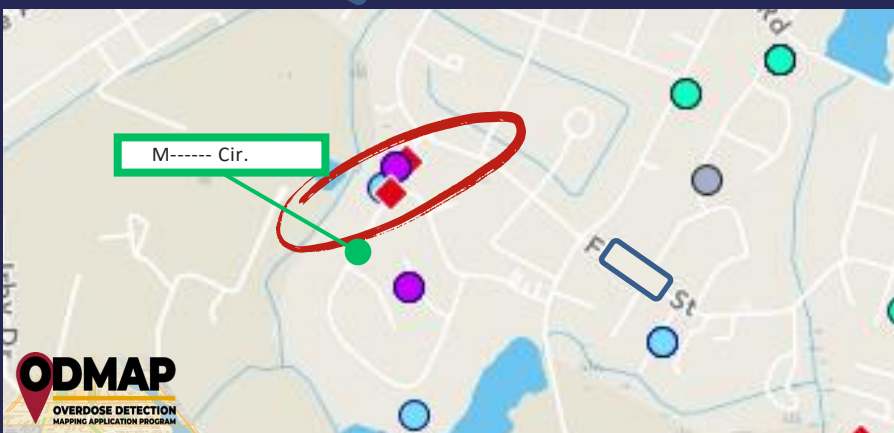


A “Leave Behind” Program ...



Engage

- Coroners connect to the Kennedy Center's **Certified Peer Support Specialist (CPSS)**
- Provide the contact info of the individual left the naloxone
- CPSS makes contact within 48–72 hours



5/21/2021

Fatal

Fentanyl

Analysis by Gas Chromatography/Mass Spectrometry (GC/MS)		
Analyte	Result	Units
Methamphetamine	3900	ng/mL
Amphetamine	480	ng/mL
Synonyms: Adderall®, metabolite of Methamphetamine, metabolite of Vyvanse®		
Phenylpropanolamine	65	ng/mL
Synonyms: Metabolite of Ephedrine/Pseudoephedrine/Amphetamine		

1/26/2022

Fatal

Fentanyl

Special Request Finding(s)	Positive		
4-ANPP	Presump Pos	ng/mL	001 - Peripheral Blood
Benzoylcegonine	540	ng/mL	001 - Peripheral Blood
Cocaine	28	ng/mL	001 - Peripheral Blood
11-Hydroxy Delta-9 THC	1.0	ng/mL	001 - Peripheral Blood
Delta-9 Carboxy THC	28	ng/mL	001 - Peripheral Blood
Delta-9 THC	1.5	ng/mL	001 - Peripheral Blood
Fentanyl	4.8	ng/mL	001 - Peripheral Blood
Norfentanyl	1.5	ng/mL	001 - Peripheral Blood
Cocaine / Metabolites	Presump Pos	ng/mL	003 - Urine
Benzodiazepines	Presump Pos	ng/mL	003 - Urine
Cannabinoids	Presump Pos	ng/mL	003 - Urine

10/18/2022

Fatal

Fentanyl

Analyte	Result	Units	Thresh
Methamphetamine	330	ng/mL	
Benzoylcegonine	47	ng/mL	
Synonyms: BE, Cocaine metabolite/hydrolysis product			
Liquid Chromatography/Tandem Mass Spectrometry (LC/MS/MS)			
Analyte	Result	Units	Thresh
Fentanyl	7.2	ng/mL	

2/19/2023

Non-Fatal

Non-Fatal

3/12/2023

Non-Fatal







WHY CORONERS?

Someone who can take that additional step in a crucial time to help someone seek treatment and receive resources

01

At-risk Populations in Timely Manner

Similar trends of generational/social substance use in a household

02

Trained to Engage

Background in NOK interviews, speaking with household residents/family members

03

Already Provide Additional Services to Community

Providing connections to grief support and other local entities

04

Dealing With the Issue

Overdoses directly impact them

05

Ready to Act on the Recommendation

WHAT IS REQUIRED



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- Collaboration with local treatment agency (i.e., the Kennedy Center)
 - Helps secure the community distributor endorsement
 - Provides informational brochures and pamphlets on prevention and treatment
 - Potential fentanyl (and xylazine) testing strips
 - Implementation of a Certified Peer Support Specialist (CPSS)



IMPORTANCE OF A CPSS

- Overdose death is a **traumatic event** for a household
- Coroner leaves behind resource bag with one person, **requests a possible contact number/email** (*if individual is comfortable sharing it*)
- Info is passed to the CPSS and attempts to make contact in 48–72 hours
- Follow-up can **create linkages to various types of support, treatment, and resources**



WHEN CORONERS ARRIVE ON A SCENE...

They do not know if the
person(s) in the
household will be a...

...but main thing in common is the crucial
moment to educate

BYSTANDER

Never had met the decedent but is
on the scene

(e.g., a person who found them in a
public area, a concerned neighbor)

GENERAL INFO ON OVERDOSE SIGNS,
NALOXONE, RESOURCES

FAMILY/FRIEND

Knows the decedent well and may
know (or not know) the drug
history

(e.g., a parent/sibling/child, NOK,
romantic partner, friend)

INFO ON GRIEF SUPPORT, TREATMENT
SERVICES, ETC.

CURRENT USER

Unknown relationship to decedent
but admits to currently using (or
was using) at the time of the
overdose

(e.g., dealer, buyer, romantic partner,
friend)

INFO ON NEVER USE ALONE #, TESTING STRIPS,
TREATMENT SERVICES

POTENTIAL USER

Unknown relationship to decedent
but could be at higher risk for
future drug use or overdose

(e.g., parent/sibling/child, romantic
partner, friend)

INFO ON ADDICTION, FAKE PILLS, FENTANYL #,
PREVENTION SERVICES

POTENTIAL BARRIERS

01

Stigma, Discomfort, Offense

Both individual coroners and those on the scene

02

Collecting Additional Data/Naloxone Use

QR Code Survey with South Carolina Department of Alcohol and Other Drug Abuse Services Naloxone

03

Follow-up and Communication

NOK is not the one on fatal scene, unable to establish or make a contact

04

Additional Partnerships or Costs

CPSS/Need for texting capabilities

LEVERAGING YOUR COUNTY CORONER

Elected Position

- Political
- Moral
- Financial

History of Prevention Work

30+ years of
collaboration with
Berkeley County
Prevention Board



IMPORTANCE OF ALL PARTNERS

During the Opioid
Epidemic



THANK YOU!



ALLISON BILTON

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REFERENCES

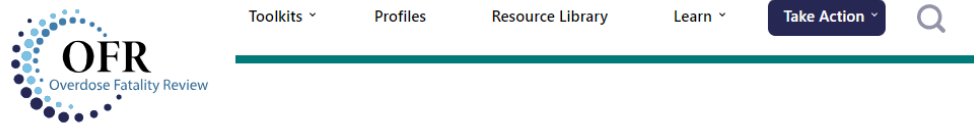
- Berkeley County Coroner's Office, 2024
- Ernest E. Kennedy Center Treatment Department, 2024
- Atlanta/Carolina HIDTA (High Intensity Drug Trafficking Areas), 2024
- HIDTA's Overdose Detection Mapping Application Program (ODMAP), 2024.
<https://odmap.hidta.org/NationalMap>
- SC Department of Health and Environmental Control - Bureau of EMS & Trauma, 2024
- Biospatial Inc, 2024. <https://www.biospatial.io/>
- Becca M. Scharf, David J. Sabat, James M. Brothers, Asa M. Margolis, & Matthew J. Levy, (2021), Best Practices for a Novel EMS-based Naloxone Leave Behind Program, Prehospital Emergency Care, 25:3, 418–426, DOI: [10.1080/10903127.2020.1771490](https://doi.org/10.1080/10903127.2020.1771490)

Additional Support Available!



OFR Email Exchange

- Great way to network with your peers!



OFR Message Exchange Sign-Up

The OFR message exchange is a platform for those involved in Overdose Fatality Reviews to engage with one another. Enrollment in this message exchange is by permission only, and the [terms of use](#) apply.

The fields marked with the * are required.

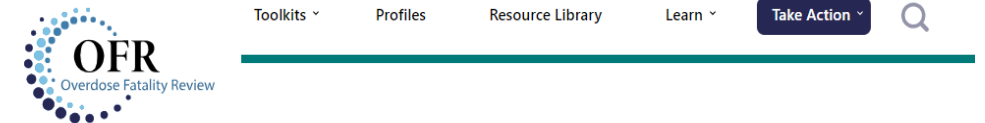
First Name*

Last Name*



Training and Technical Assistance (TTA) Request

- Expertise is available to support your OFR efforts
- We are here to help you troubleshoot day-to-day challenges as they arise



Training and Technical Assistance Request

Regardless of funding source, anyone can request OFR training and technical assistance. Expertise is available to support the expansion and development of overdose fatality review (teams) through a variety of formats, including but not limited to:

- Host one-on-one calls to troubleshoot day-to-day challenges
- Identify available resources and materials
- Connect TTA requestor to peers in the field
- Present to team or meeting attendees
- Convene professionals to address a need
- Facilitate virtual meetings and workshops



OFR Mentor Site Opportunities



- The purpose of the Overdose Fatality Review (OFR) Mentor Program is to elevate, communicate, and leverage OFR promising practices while building bridges between nascent teams and those with demonstrated success. The OFR Mentor Program provides a unique opportunity to learn the application and practice of OFR from experienced peers
- Interested sites can apply here

A flyer titled "Overdose Fatality Review Peer Mentor Site Opportunities". The flyer includes a description of the program's purpose, a list of activities in a typical OFR mentee experience, and a QR code for application. The flyer also features the OFR logo and the BJA's Comprehensive Opioid, Stimulant, and Substance Abuse Program logo.

Overdose Fatality Review

Peer Mentor Site Opportunities

The purpose of the Overdose Fatality Review (OFR) Peer Mentor Program is to elevate, communicate, and leverage OFR best promising practices, while building bridges between nascent teams and those with demonstrated success. The OFR Peer Mentor Program provides a unique opportunity to learn the application and practice of OFR from experienced peers.

OFR Peer Mentee Application

OFR peer mentor participants are matched to an experienced mentor site program that provides consultation and support through direct communication and a virtual* OFR site visit, to see first-hand how OFRs work in practice.

A typical OFR mentee experience will include:

- One-hour introductory call at least one week before the OFR virtual site visit
- Two-hour OFR observation
- One-hour post review discussion call at least one week after the OFR virtual site visit
- Facilitated discussions with one or two OFR members as requested by peer mentee
- Feedback to IIR by both mentor and mentee about their experience

(*Note: In-person virtual site visits are on hold during the COVID-19 response.)

Request a virtual site visit by completing this online form. (http://s.ilr.com/OFRSite_Visit)

OFR
Overdose Fatality Review

BJA's
Comprehensive
Opioid, Stimulant,
and Substance Abuse
Program

Questions?