Strategies to Combat Opioid Use in Rural Communities

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Strategies to Combat Opioid Use in Rural Communities

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Topics to Be Covered

• Key take away messages
• Opioid use across rural settings
• What is different about rural areas?
• Drivers of rural opioid use
• Burden of opioid use in rural communities
• Evidence-based prevention, treatment, and recovery strategies to address rural opioid use

Key Take Away Messages

• It takes a village - Community engagement and involvement are central to addressing opioid use
• Opioid use is common in rural areas and driven by a complex mix of socioeconomic issues
• Rural area suffer disproportionately from these issues
• Travel barriers and isolation exacerbate these problems
• Significant gaps exist in substance use prevention, treatment, and recovery in rural communities
• Models must be adapted to the geographic, resource, and cultural realities of rural areas
### Opioid Use – A Complex Problem

**The good:**
- A class of prescription medications providing significant benefits to patients with acute severe pain

**The bad:**
- Undue influence of pharmaceutical companies
- Early failure to acknowledge the risks of prescription opioids
- Slow adoption of evidence-based prescribing guidelines
- Growing patient demand for opioids

**Complications:**
- Direct linkage between prescription opioid and heroin use
- Multiple, interrelated pathways to opioid addiction

### Rural Opioid Issues

**Opioid use is the primary cause of unintentional drug overdose deaths**

**Several rural states are experiencing the highest rates of overdose deaths** - WV, NM, NH, and KY

**Misuse of pain relievers is higher among rural youth, women who are pregnant or experiencing partner violence, persons with co-occurring disorders, and felony probationers**

**Heroin use has begun to migrate away from urban communities and now more typically occurs in small urban or non-urban areas**

**Prescription opioid and heroin use are strongly linked**
Rural Persons Who Used Opioids in the Past Year Are More Likely to Have Socio-Demographic Vulnerabilities Than Urban Persons

Data: National Survey of Drug Use and Health, 2008-13. Residence differences significant at p<.001

Rural Heroin Users Were Less Likely Than Urban to Perceive Risk in Trying Heroin 1-2 Times

Data: National Survey of Drug Use and Health, 2008-14. Residence differences significant at p ≤ .05.
Factors Associated with Rural Opioid Use

• Controlling for: residence, age, sex, race/ethnicity, health, education, marital status, employment, health insurance & income, rural persons:
  – Were 20% less likely to have past year opioid use than urban
  – Ages 12-19 were 70% more likely to use opioids than 30-49
  – Under 30 had higher odds of opioid use than 30 and over
  – Who were married had 40% reduced odds of use compared to rural persons who were not married
  – Males were 30% more likely than females to use opioids
  – In poor health, with limited education, and no health insurance had higher odds of opioid use
  – Who were uninsured had 58% higher odds of opioid use compared to those with private coverage.

Socioeconomic Drivers of Rural Opioid Use
Role of Rural Place as a Driver of Opioid Use

- Rural places suffer from a variety of health and socio-economic disparities
  - Greater sense of stigma
  - Higher sense of isolation and hopelessness
  - Lower education rates
  - Higher rates of poverty
  - Fewer opportunities for employment
  - Higher rates of chronic illnesses
- Influence of cultural, ethnic, religious differences

Risk Factors for OU

- Family history of substance abuse
- Personal history of substance abuse
- Young age
- History of criminal activity and/or legal problems
- Regular contact with high-risk people or environments
- Mental disorders
- Risk taking or thrill seeking behavior.
- Heavy tobacco use.
- History of severe depression or anxiety.
- Psychosocial stressors.
- Prior drug and/or alcohol rehabilitation
Interaction between Opioid Use and Risk Factors

- Opioid use is driven by socioeconomic factors
- It also contributes to a self-perpetuating cycle that is difficult to break
- Individuals with opioid use disorders have lower levels of academic achievement, arrest records, greater rates of poverty, etc.
- Intergenerational substance use
- Intergenerational trauma
- Stigma plays a crucial role

Other Rural Issues

- Long standing issue in rural communities
- Non-medical use of prescription opiates in rural areas
- Heroin as a substitute for prescription opioids by those without health insurance – Maine
- Major initiatives– Vermont, Ohio, other rural states
- Heroin is cheap, accessible, and stronger
- Limited treatment & law enforcement resources
- Substantial variations in opioid prescribing rates
Policy Implications

- Despite social vulnerabilities, rural opioid users have slightly lower prevalence rates than urban opioid users
  - Social ties, support, and other buffers may protect rural residents from even higher prevalence rates
- Prevention efforts have not effectively reached rural residents – especially young people and men – who do not perceive risks from heroin use
- Harm reduction and syringe exchange programs are also important, though far less common, in rural areas
- Significant efforts to manage opioid prescribing rates are needed

A Public Health Model for OU

- Systematic data collection on scope, characteristics, and consequences of substance misuse
- Identify risk and protective factors for OU and factors that could be modified through interventions
- Collaborative efforts to address social, environmental, or economic drivers of OU
- Effective prevention and treatment interventions and recovery supports in a wide range of settings
- Monitor the impact of interventions on OU, related problems, and risk and protective factors
- Community leadership that mobilizes community organizations and resources to address OU
Community Strategies

- Key to addressing the problem at the local level
- Important components
  - Broad-based support and engagement
  - Stigma reduction
  - Prevention
  - Harm reduction – naloxone and needle exchanges
  - Engaged law enforcement that avoids criminalizing users
  - Engaged providers using evidence-based prescribing guidelines and offering medication assisted therapy
  - Access to evidence-based treatment services, integrated with mainstream health care
  - Peer support and recovery services

Engaging Hospitals and Primary Care Providers

- Problems are not limited to opioid use only, but include many other health and safety problems
- Hospitals, emergency departments, and primary care contribute to the opioid problem through prescribing practices
- Tax-exempt and publicly owned hospitals have an obligation to address unmet community needs
- Rural hospitals and primary care providers can play an effective role in addressing opioid use by filling gaps in specialty care system
- It provides an opportunity for collaborative action by hospitals, medical, and community stakeholders
Barriers to Treatment Access in Rural Areas

- Fewer facilities
- Lower treatment access in rural areas
- Less anonymity
- Geographic barriers
- Limited public transportation
- Stigmatization and criminalization
- Fewer treatment professionals

Barriers to OU Treatment

- Poor coverage for MAT services – OTPs are cash only services in some states
- Services are often clustered around urban centers – requiring long travel distances for rural residents
- Many buprenorphine providers operate below capacity
- MAT services are not enough – substance use, mental health, care coordination are needed
- Greater attention is needed on what happens after treatment – peer support and recovery services are needed to reduce likelihood of relapse
Prevention Strategies

Important Strategy Area # 1 - Prevention

• Opioid harms not restricted solely to those using heroin or misusing prescription medications
• Discourage/delay onset of OU
• Minimize related high risk behaviors
• Focus on children, adolescents, and young adults
• Community focused strategies
  – Community organizing and education
• Provider focused strategies
  – Reducing supply of opioids prescribed
  – Use of prescription drug monitoring programs
  – Offer alternative pain-management strategies
  – Provide opportunities to dispose of unneeded medications
Prevention

- A primary component of a health-centered system to address OU use
- Evidence-based (EB) prevention programs effectively prevent initiation, harmful use, and related problems
- Prevention is cost-effective at different stages of life
- Must be adapted to the unique context of each community with fidelity to the intervention on which the evidence is based
- Communities are an organizing force to bring effective prevention programs to scale
- Key: Cross sector community coalitions to assess local risk and protective factors, OU problems, and implement interventions to match local priorities

Activities to Engage Communities

- Community Organization and Engagement
- Prescriber education and behavior
- Supply reduction and diversion control
- Pain patient services and drug safety
- Drug treatment and demand reduction
- Harm reduction
- Community-based prevention education
Key elements of effective community coalitions

- Understanding the community’s needs and resources
- Widely shared and comprehensive vision
- Clear and focused strategic plan
- Diverse membership: key community leaders, local government officials, and volunteers
- Strong leadership and committed partners
- Diversified funding
- Well-managed structure: organized administration, effective communication among participants, and a comprehensive evaluation plan

Evidence-based community organizing models

- Project Lazarus -
  - In all North Carolina Counties
  - In rural communities across the country - Project Bald Eagle, Williamsport, PA. Winnebago County Heroin Task Force in Wisconsin, Clark County Collaborative in Ohio, and Washtenaw Health Initiative Opioid Project in Michigan
- Project Vision, Rutland, VT
  - Uses a Drug Market Intervention model and community collaboration/engagement to reduce the supply of opioids
- SAMHSA’S Recovery Oriented Systems of Care
- Communities That Care
Project Lazarus – Hub Activities

- Hub activities are central components supporting all other activities and reflect a community-based, bottom-up public health approach
  - Build public awareness of substance use through broad-based educational efforts and the use of local data to drive awareness
  - Coalition building and action to engage a broad range of community providers, agencies, and organizations
  - Identify data needs for planning and evaluation to build awareness, tailor programs to local needs, track progress, and sustain support and funding

Project Lazarus – Spoke Activities

- Spoke activities are optional areas of evidence-based prevention initiatives that communities can select and reflect a medical and law enforcement-based, top-down public health approach
  - Community education
  - Provider education
  - Hospital emergency department policies
  - Diversion control
  - Pain patient support
  - Addressing the consequences of use
  - Addiction treatment
Project Vision – Addressing Supply Issues

• Project Vision, Rutland, VT
  – Goals: empower communities, strengthen neighborhoods, help people, change the future
  – Committees: Crime/Safety, Substance Abuse, Community/Neighborhoods/Housing
  – Use a Drug Market Intervention model and community collaboration/engagement to reduce the supply of opioids (heroin and illicitly distributed prescription opioids) in rural Rutland VT
Prescriber Education and Behaviour

- One-on-one prescriber education on pain management
- Continuing medical education on pain management
- Licensing actions against criminal prescribing
- Implement and monitor evidence-based prescribing guidelines among all providers
  - CDC guidelines, state programs such as Washington state
- **Strongly** encourage use of prescription drug monitoring programs
- Think about an “oxy free” emergency department
- Harm Reduction - Naloxone and Opioid user education on overdose prevention and response

Hospital Prevention Strategies

- Participate in community-based prevention programs as part of hospital’s community benefit and/or community/population health initiatives
- Quality improvement: Focus on supply reduction
  - Prescribing guidelines
  - Encourage greater use of prescription drug monitoring programs
  - Use Project ECHO to support prescribing and pain management capacity of local providers
  - Implement an “oxy-free” emergency department
  - Engage in harm reduction strategies
Midcoast Maine Prescription Opioid Reduction Program

- Implemented opioid prescribing guidelines for dental pain in two rural EDs in Maine
- Driven by ED chairman with input from physician group
- ED patients who request refills of controlled prescriptions, have multiple controlled substance prescriptions, or have multiple previous ED visits for painful conditions
- Guidelines recommend the use of analgesic alternatives such as nerve blocks and immobilization
- Results after 12 months - reductions in rates of opioid prescriptions and visits for dental pain

Oxy-Free Emergency Departments (EDs)

- EDs are a significant source of opioid prescriptions and a frequent target for those seeking opioids
- ED prescribing developed by the Washington State Department of Health, the WA College of Emergency Physicians and the WA Hospital Association
- Included limitations on the prescription of opioids in EDs and the concept of an “oxy-free zone”
- Lower rates of ED visits by “frequent users” with low acuity diagnoses seeking opioids
- WA Medicaid estimated $33.6 million in ED savings
- Hospitals are pleased with the strategy but some experienced early reductions in patient satisfaction scores related to pain management
“Oxy-Free” EDs – McKenzie Health System

• In February 2013, McKenzie Health System’s ED discontinued dispensing narcotic and sedative medications for complaints of chronic pain

• Results – 60% reduction in opioid prescription abuse within a 12 month period and reduced utilization of unnecessary and costly diagnostic work-ups

• Staff met with community mental health officials, county health officials, local primary care providers, law enforcement, pharmacies to explain the initiative

• Engaged in patient education

“Oxy-Free” EDs – McKenzie Health System (con’t)

• Process:
  – Thorough medical exam to rule out medical emergencies
  – Review of patient’s complete file, including internal health records, outside health records, drug screening tests
  – If patient presents with a chronic pain condition or suspected narcotics abuses, physician will inform patient of the dangers of narcotic drug abuse and may not prescribe a narcotic pain medication
  – May receive a non-narcotic pain medication and information about O/SU programs and /or pain management specialists
  – If a narcotic pain medication is prescribed after careful review by the physician, it is only for a very limited amount of pills, until the patient can be seen by his or her physician
Reducing Opioid Prescribing by Providing Pain Management Services

• Due to the limited availability of pain management services in rural communities, many providers rely on prescription opioids as a primary treatment modality
• Rural primary care providers often have limited experience with the management of chronic pain
• Strategies
  – Expand access to pain management services through contracts and/or telehealth
  – Improve the capacity of local providers to manage pain through use of program such as Project ECHO

Expanding Local Pain Management Services: Salem Township Hospital

• Salem Township recruited a pain specialist to travel an hour from Marion, Ill., twice a month to treat patients.
  – Considering expansion to three to four times a month.
• Patients are seen in one hour increments
• Provides trigger-point injections for long-term pain and promotes physical therapy and alternative treatments
• Patients continuing with opioids must agree to regular drug tests and not ask for early refills
• Over 3 to 4 months, only 3 out of 56 patients have chosen to stick with opioids
• Minimal investment - $25,000 for capital equipment
Telehealth-Based Pain Management Program: Martha’s Vineyard Hospital (MVH)

- Due to its island location off Cape Cod, MVH worked with Massachusetts General Hospital’s Center for Pain Management to offer a pain service via telehealth
- MGH providers see patients in a telepain clinic 3 days per month and conduct on-site visits twice per month
- Services include initial consults and follow-up visits
- Vital signs/patients notes are recorded in a shared EHR
- An RN, trained in physical examination of pain and medical management, performs patient exams under direct physician supervision via live videoconference and also verbally announced all findings

Telehealth-Based Pain Management Program: Martha’s Vineyard Hospital (con’t)

- Physical examinations are repeated by the physician during on-site visits prior to patient intervention
- Laboratory data and imaging studies are reviewed in the shared HER
- Over 13 months, 49 patients participated in 238 telepain video clinics and 121 on-site interventions
- Patients report reduced travel costs, improved access to care, and general satisfaction with the service
- Patients rated their satisfaction with care received by telepain lower than in-person visits and thought it harder to develop a relationship with the doctor
- This highlights the challenge of building a patient-physician relationship remotely
Important Strategy Area # 2 - Treatment

• Implement consistent OU screening for all patients
• Develop referral relationships with SU/MH providers
• Explore local treatment opportunities
  – Medication assisted treatment – buprenorphine
  – Integrated behavioral health/SU/primary care services
  – Specialty substance use services
• Collaborative treatment programs – hub and spoke
• Explore use of technology to expand access to care
• Overdose reversal programs
• Alternative pain management programs
• Work with law enforcement to provide a treatment alternative to incarceration
Provider Strategies and Treatment Services

• Rural residents deserve the same level of access to the full range of substance use treatment services as urban residents

• Substance use is a chronic, relapsing disease
  – Requires ongoing level of services
  – Reflects a primary care-based system of care framework
  – Conserves resources by matching services to patient needs using a level of care criteria
  – Professionally-directed, post-discharge care can enhance recovery, but relatively few receive such care
  – Distance to services is correlated with treatment completion (longer travel distances are associated with lower rates of completion)

Definition of a System of Care

• An integrated spectrum of effective, community-based services and supports for rural people and their families at risk for or struggling with OU challenges
  – Organized into a coordinated network
  – Builds meaningful partnerships with individuals and their families
  – Addresses their cultural and linguistic needs, to help them function better at home, in school, in the community, and throughout life.
Structure of Treatment Services

- Use of a regional orientation/model
- Reflects the realities of rural resource limitations
  - Uses technology (e.g., telehealth, mobile phones, etc.) to address distance barriers and maldistribution of resources across urban and rural areas
- Integration across services systems:
  - Substance use,
  - Mental health, and
  - Primary care

Principals for Treatment

- Treatment must be available, accessible, attractive, and appropriate for needs
- Ethical standards must be observed
- Requires effective coordination between the criminal justice system and health and social services
- OUDs should be viewed as a health problem rather than criminal behavior: users should be treated in the health care rather than the criminal justice system when possible
Principals for Treatment (cont’d)

- Based on scientific evidence and respond to specific needs of individuals with OUDs
- Should respond to the needs of special subgroups and conditions
- Should ensure good clinical governance of treatment services and programs for OUDs
- Integrated treatment policies, services, procedures, approaches and linkages must be constantly monitored and evaluated

Opioid Screening Tools

- Can be used across different health care settings
  - Screener and Opioid Assessment for Patients in Pain Revised (SOAPP-R)
  - Current Opioid Misuse Measure (COMM)
  - Opioid Risk Tool (ORT)
  - Diagnosis, Intractability, Risk, and Efficacy (DIRE)
  - Screening Instrument for Substance Abuse Potential (SISAP)
  - (vi) The Pain Assessment and Documentation Tool (PADT)
Bridgton Hospital Buprenorphine Clinic

- Coordinated efforts between Bridgton Hospital, North Bridgton Family Practice, Crooked River Counseling
  - Program has enrolled 200 patients in a rural Maine community
  - Started in 2009
  - Four physicians and two nurse practitioners prescribe buprenorphine in their primary care practice (North Bridgton)
  - Crooked River Counseling provides intensive outpatient counseling and group therapy for the patients
  - Bridgton Hospital provides comprehensive maternity care to women with OUD during their pregnancy
  - Services are interconnected and coordinated across providers
  - Key is the collaborative approach and communication

Bridgton Hospital Buprenorphine Clinic

- Benefits
  - Lower regulatory/licensure barriers than methadone programs
  - SAMHSA prescribing waiver is comparatively easy to obtain
  - Can be integrated into primary care system
  - Gold standard of treatment for opioids
- Challenges
  - Buprenorphine alone is not sufficient to meet all patient needs
  - Can be difficult to incorporate into a busy practice without additional support
  - Linkages with bigger systems of care are needed
Supporting MAT and OUD Services - Vermont

- Vermont’s Hub and Spoke model supports the use of buprenorphine by primary care and community providers
  - Comprehensive care management
  - Care coordination and referral to local resources
  - Care transitions
  - Individual and family supports
  - Health promotion
  - Expands use of buprenorphine in primary care
  - Recognizes importance of mental health and traditional substance use services in treating opioid problems
  - Efficient use of scarce resources
  - Provides care in less stigmatizing settings

Vermont Hub and Spoke (cont’d)

- Regional specialty treatment centers serve as the hubs
  - Coordinate care of individuals with complex OUDs and co-occurring SU and MH disorders
  - Provide full range of OUD care and support community providers by providing consultative support to primary care and other providers prescribing buprenorphine
- Physicians prescribing buprenorphine and collaborating health and addictions professionals serve as the spokes
  - Dispense buprenorphine, monitor adherence to treatment, coordinate access to recovery supports, and provide counseling, contingency mgt, and case mgt services
- Funded through Medicaid waiver
Recovery Strategies

Important Strategy Area # 3 - Recovery

• The third and often overlooked strategy to address OU disorders
• Provide support through programs or a structured milieu to support sobriety and substance free living
• Ideally, recovery begins before treatment
• Addresses social, rehabilitation, and vocational issues
• Provides a community to reinforce sobriety
Recovery

• “Recovery is a process of change through which an individual achieves abstinence and improved health, wellness and quality of life.” SAMHSA

• Four dimensions that define a healthy life in recovery:
  – Health - Managing one’s disease(s) or symptoms; making informed choices that support physical/emotional wellbeing
  – Home – Having a safe and stable place to live
  – Purpose – Participating in meaningful daily activities and having the independence, income ,resources to participate in society
  – Community – Engaging in relationships and social networks that provide support, friendship, love, and hope

• Hospitals can coordinate with local recovery programs

Recovery – Community Programs

• Does community create a supportive environment for recovery?
  – Stigma reduction – opportunities for a new start
  – Employment opportunities
  – Educational opportunities
  – Social, recreational outlets
  – Connection to cultural heritage
  – Twelve step programs
  – Peer support
Evidence-Based Recovery Programs

- Department of Veteran’s Affairs – Peer Recovery
  - Recruit veterans in recovery to support those going through the process
- Australian mental health peer support
  - Goal – avoidance of unnecessary hospitalizations
- Turning Point Center, Rutland, VT
  - Part of the Vermont Recovery Network
- Supporting Peer Recovery: The RECOVER Project, Franklin County, MA
- Project Angels, Gloucester, MA
  - Provides treatment as an alternative to incarceration

Challenges to Developing Rural Programs

- Programs “imported” from outside the local area are often viewed with suspicion
- Community-based programs are important to create locally developed, culturally appropriate interventions
  - Must be sensitive to local cultural, religious, and ethnic issues (cultural humility) and engage local leaders
  - Limited opportunities after treatment, stigma, restricted social supports frequently leads to relapse – must support sober living
- Continuum of prevention, treatment, and recovery services must be developed simultaneously to address the needs of rural residents “where they are”
Recommendations

- The Community is key!!
- Support the development and implementation of community coalitions - Project Lazarus or Project Vision
- Engage providers, businesses, schools, residents, law enforcement
- Conduct broad-based education on the dangers of opioids
- Build a local system of care that integrates prevention, treatment, and recovery and engages mental health, and substance use providers
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