



Los Angeles County Prescription Drug Abuse Strategic Plan

*Working together to reduce
Prescription drug abuse & overdose deaths*





www.SafeMedLA.org

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INTRODUCTION

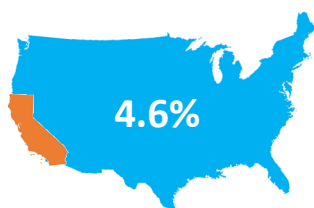
Prescription drug abuse has become one of the fastest growing public health concerns in the United States. Prescription drugs include a variety of different classes of medications, such as prescription opioids for moderate-to-severe pain, and sedative-hypnotic medications (such as benzodiazepines) for anxiety and sleep disorders. When used appropriately, these medications can be immensely helpful. However, in recent years there has been a dramatic increase in the misuse of these prescription medications, resulting in an epidemic of addiction, poor outcomes, and overdose deaths.

Drug overdose deaths have more than doubled in the past 14 years, according to a joint report by the Trust for America's Health and the Robert Wood Johnson Foundation. Half of these deaths (approximately 22,000 per year) are related to prescription drugs¹. The same report indicates that drug overdoses have surpassed motor vehicle accidents as the leading cause of injury deaths in the United States.

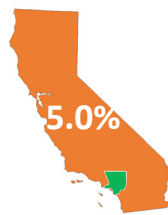
Given the findings that 20% of individuals started their illicit substance use with prescription drugs², and that 80% of heroin users have previously misused prescription drugs³, addressing prescription drug abuse may serve as an upstream intervention to prevent downstream complications. Furthermore, the prescription drug epidemic is actionable, as it has largely been an iatrogenic problem that can be prevented and addressed with effective interventions.

In response, the County of Los Angeles Department of Public Health (DPH), Substance Abuse Prevention and Control (SAPC) has developed a five-year strategic plan that utilizes a multifaceted approach through the **Los Angeles County Prescription Drug Abuse Coalition**, also known as **Safe Med LA**, to address prescription drug abuse, focusing on six priority areas and ten key objectives.

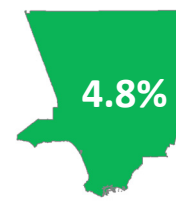
Prescription opioid use⁴



United States



California



Los Angeles County

Priority I: Education and Training

Objective 1: Provide community education to increase public awareness of the risks of prescription drug abuse, safe use/storage/disposal, and available resources for help.

Objective 2: Educate and train health care professionals (e.g., physicians and pharmacists) on best practice guidelines for safe prescribing and identifying prescription drug misuse through screenings.

Objective 3: Provide training and education to help the criminal justice community (e.g., law enforcement, court, lawyers, etc.) better understand prescription drug abuse and navigate the interface between public health and law enforcement.

Priority II: Treatment and Overdose Prevention

Objective 4: Expand access to medication-assisted treatment for individuals addicted to prescription drugs.

Objective 5: Expand access to naloxone for overdose prevention.

Priority III: Tracking, Monitoring, and Data Exchange

Objective 6: Promote increased utilization of the statewide Prescription Drug Monitor Program (PDMP) in California, known as the Controlled Substance Utilization Review and Evaluation System (CURES), in order to decrease misuse and diversion of prescription drugs.

Objective 7: Increase data collection and information sharing across agencies and organizations to enhance safe practices and reduce poor outcomes related to prescription drug abuse.

Priority IV: Safe Drug Disposal

Objective 8: Support convenient, safe, and environmentally responsible prescription drug disposal programs in Los Angeles County that are free to the public to help decrease the supply of unused prescription drugs in homes and the community.

Priority V: Enforcement

Objective 9: Collaborate with law enforcement to identify and address improper practices that threaten public health, such as indiscriminate prescribing by “pill mills” and inappropriate “doctor shopping” in order to secure prescription drugs.

Priority VI: Community Trends and Policy

Objective 10: Seize opportunities to positively influence policy, at the local as well as State and Federal levels, by identifying and communicating community factors that are contributing to prescription drug abuse.

These areas of focus align with the Prescription Drug Abuse Prevention Plan⁵ developed by the Office of National Drug Control Policy (ONDCP), as well as the U.S. Department of Health and Human Services (HHS) initiative⁶ aimed at reducing prescription opioid misuse and overdose.

GOALS

The overall goal of the Prescription Drug Abuse Strategic Plan is to reduce prescription drug abuse deaths by 20% over the five-year course of the plan. This will be achieved through an organized, coordinated, and multifaceted countywide effort.

The implementation of the Strategic Plan will utilize the *Collective Impact Framework*, which focuses on the following elements to solve complex and multifaceted problems: Common Agenda, Common Progress Measures, Mutually Reinforcing Activities, Communications, and Backbone Organization.

Reflective of this framework, Action Teams will identify and implement at least two **SMART (Specific, Measurable, Actionable, Relevant, and Time-bound) goals** for each key objective.

Progress will be evaluated on an annual basis and goals will be revised, as needed, in order to ensure that they are appropriately ambitious and achievable.

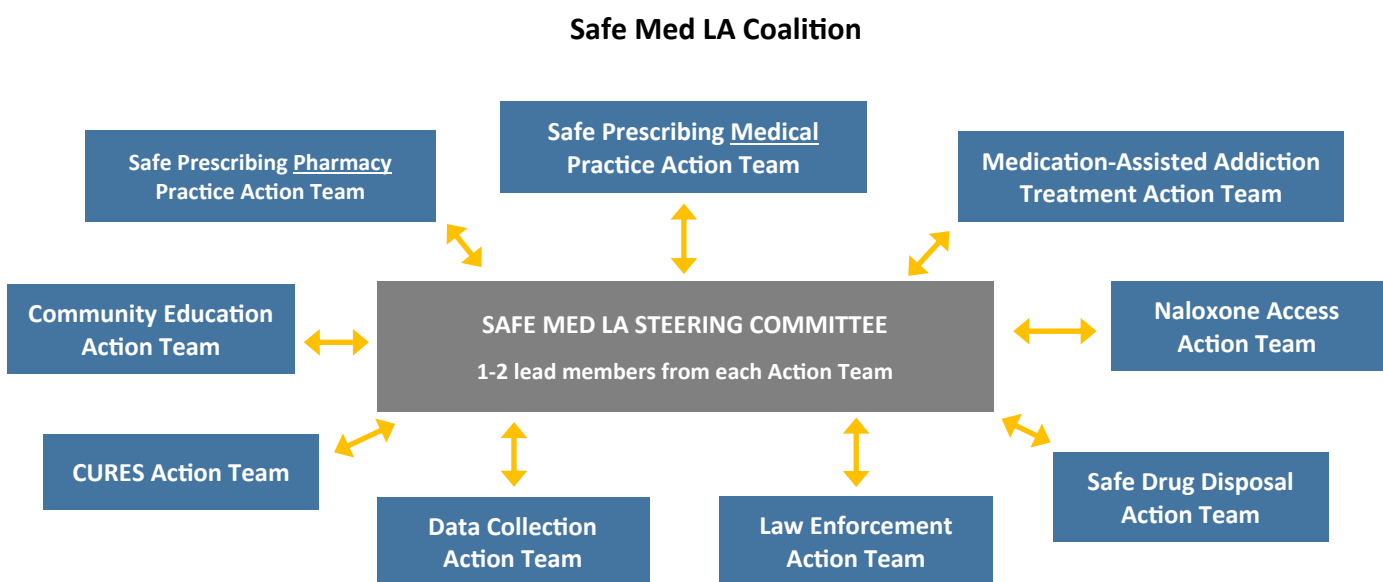


ORGANIZATIONAL STRUCTURE

Given that the factors contributing to the prescription drug epidemic are multifactorial and involve a number of different entities, the solution to this problem will need to be similarly comprehensive and involve a broad coalition of active participants. As such, a key goal of this strategic plan is to effectively coordinate countywide efforts in order to effectively address prescription drug abuse in Los Angeles County.

The priorities and objectives of this strategic plan will be accomplished through the work of the **Safe Med LA Coalition** (www.SafeMedLA.org), which is comprised of a lead Steering Committee and various priority-specific Action Teams. Participants will include DPH-SAPC staff, other County health agencies (e.g., Department of Health Services, Department of Mental Health), health plans, physicians, pharmacists, substance use providers, law enforcement, medical associations, hospitals, community clinics, prevention coalitions, educators, law enforcement, and other stakeholders.

The Safe Med LA Steering Committee will lead the coalition and collaborative implementation of this plan through the various identified Action Teams, and the Steering Committee will be comprised of a multidisciplinary team of experts from each Action Team who are dedicated to reducing the toll of prescription drug misuse and abuse. Action Teams comprised of relevant coalition members will focus on specific action items within the key objectives of the strategic plan. A Data Collection Action Team will assist all other Action Teams with data sharing/collection to help provide performance feedback on their efforts. Additionally, separate Action Teams for physician and pharmacist education will enable these healthcare professionals to focus on their different areas of expertise while still working toward the common goal of implementing screening and safe prescribing practices.



The Safe Med LA Steering Committee will be comprised of 1-2 lead members from each Action Team, who will be responsible for disseminating information back to their respective Action Team. The frequency and focus of Action Team meetings will be variable and dependent on its leadership and needs of the group.

The Steering Committee will guide coalition efforts to ensure that they are coordinated and that synergies between Action Team activities are being leveraged. The Safe Med LA Steering Committee will meet on a quarterly basis, and all member of the coalition will convene at least annually to assess progress.

The coalition involved in the Prescription Drug Abuse Strategic Plan represents broad, cross-sector partners that include:

- County health departments
- Health plans
- Community clinics
- Hospitals
- Pharmacies
- Emergency physician groups
- Medical Associations
- Medical groups and Independent Physician Associations
- Law enforcement and corrections
- Medical examiner
- Urgent care or retail clinics
- Addiction treatment providers
- Others impacted by the opioid epidemic (schools, educators, etc.)



PRIORITY AREAS AND KEY OBJECTIVES

PRIORITY AREA I: EDUCATION AND TRAINING

Key Objective 1:

Provide community education to increase public awareness of the risks of prescription drug abuse, safe use/storage/disposal, and available resources for help.

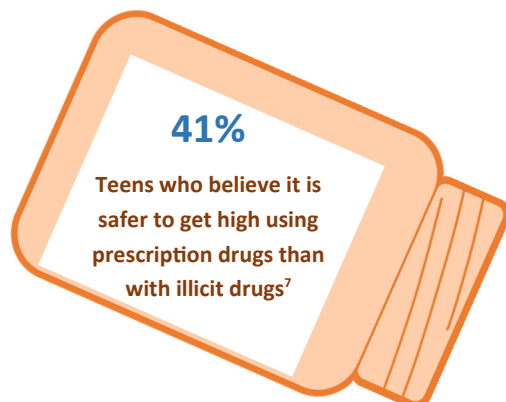
Many people are not aware that the misuse or abuse of prescription drugs are as dangerous as illegal drugs, and can lead to unintended injury, addiction, and death. Recent data indicates that 41% of teens believe that it is safer to get high using a prescription drug than it is with an illicit drug⁷, oftentimes due to the belief that prescription drugs are prescribed by doctors and thus must be safe. As a result, a critical first step in addressing the opioid epidemic is to raise awareness and educate the general public about the dangers of prescription drug misuse.

The Community Education Action Team will:

- Engage the community via both traditional and social media, websites, newsletters, brochures, and briefs in order to increase public awareness of prescription drug abuse, its safe use/storage/disposal, and how to access available treatment and overdose prevention interventions. Target audiences may include the general public, schools and other educational institutions, local coalitions, substance abuse prevention and treatment providers, and other stakeholders.

Example resources include:

- The Medicine Abuse Project's educator resources
<http://medicineabuseproject.org/resources/educators>
- Teen Prescription (Rx) Drug Abuse School Tool Kit
<http://www.smartmovessmartchoices.org/school-tool-kit>
- National Institute on Drug Abuse (NIDA) PEERx Partner Toolkit
<http://teens.drugabuse.gov/our-projects/peerx/peerx-partner-toolkit>



Key Objective 2:

Educate and train health care professionals, including physicians and pharmacists, on best practice guidelines for safe prescribing and identifying prescription drug misuse through screenings.

In addition to educating the community, education and training for health care professionals is also critical given their pivotal role in limiting prescription drug abuse by following safe prescribing practices and better recognizing misuse and addiction.

The Safe Prescribing Pharmacy Practice Action Team and the Safe Prescribing Medical Practice Action Team will:

- Engage key providers and organizations in order to expand the adoption of safe prescribing practices for controlled medications, such as limiting the inappropriate prescribing of long-acting opioid painkillers, limiting opioid prescriptions to a three-day supply, and prohibiting refills for lost/stolen prescriptions.
- Ensure that pharmacy and physician providers have the training and tools to detect prescription drug misuse.

Key stakeholder groups may include emergency departments, urgent care clinics, community clinics, health plans, and County health agencies, among others.

Example resources include:

- Centers for Disease Control: Safe Prescribing Tools for Health Care Providers
<http://www.cdc.gov/drugoverdose/prescribing/tools.html>
- National Institute on Drug Abuse- Chart of Evidence-Based Screening Tools for Adults and Adolescents
<http://www.drugabuse.gov/nidamed-medical-health-professionals/tool-resources-your-practice/screening-assessment-drug-testing-resources/chart-evidence-based-screening-tools-adults>

Key Objective 3:

Provide training and education aimed at helping the criminal justice community (e.g., law enforcement, court, lawyers, etc.) better understand prescription drug abuse and better navigate the interface between public health and law enforcement.

The criminal justice community plays an important role in the prescription drug epidemic, ensuring public safety both from a law enforcement perspective, as well as from a health perspective. As a result, knowledge about prescription drug abuse and its causes, effects, treatments, and interfaces between public health and law enforcement can help make the criminal justice community more effective at accomplishing their goals.

The Law Enforcement Action Team will work with various other pertinent action teams to:

- Determine law enforcement and criminal justice needs and conduct corresponding educational trainings and seminars on controlled substances, CURES, appropriate versus suspected inappropriate prescribing practices, the role of medication-assisted addiction treatment and naloxone, as well as other aspects of prescription drug abuse.
- Explore and seize opportunities to better link the criminal justice and substance use disorder system of care in order to expand the interface between public health and law enforcement.

Example resources include:

- Prescription Drug Monitoring Program Administrators Guide for Training Law Enforcement http://www.pdmpassist.org/pdf/LE_USE_OF_PDMP_CURRICULUM_Final.pdf
- Office of National Drug Control Policy- Prevention Resource for Law Enforcement <https://www.whitehouse.gov/ondcp/law-enforcement-resource-portal>

PRIORITY AREA II: TREATMENT AND OVERDOSE PREVENTION



Key Objective 4:

Expand access to medication-assisted treatments for individuals addicted to prescription drugs.

The use of psychosocial interventions in conjunction with medications approved by the Food and Drug Administration (FDA) for the treatment of addictions is an evidence-based intervention in cases of prescription drug abuse. However, the availability of these medication-assisted treatments (MAT) is limited due to a shortage of qualified prescribers, among other challenges.

The Medication-Assisted Addiction Treatment Action Team will:

- Engage various provider groups, including but not limited to primary care physicians and psychiatrists, in order to increase the number of prescribers who are certified and competent in prescribing MAT. A particular area of focus will be increasing the number of prescribers with expertise in using naltrexone and buprenorphine for substance use disorders.
- Conduct buprenorphine training events, workshops, webinars, mentorship opportunities, and other methods of effectively influencing clinical practice. Targeting organizations/agencies committed to expanding MAT will facilitate continued sustainability of these efforts.

Example resources include:

- Providers' Clinical Support System for Medication-Assisted Treatment
<http://pcssmat.org/>
- Substance Abuse and Mental Health Services Administration- Division of Pharmacologic Therapies
<http://dpt.samhsa.gov/>

Key Objective 5:

Expand access to naloxone for overdose prevention.

Naloxone is an opioid antagonist medication that can be a life-saving intervention by reversing opioid overdoses within a matter of minutes. Naloxone kits should be accessible to clients, family members, emergency responders, treatment providers, and others who may come into contact with individuals who have overdosed. However, in order for this intervention to work, it needs to be recognized as an important tool in combating opioid overdoses and must be made available to people when they need it.

The Naloxone Access Action Team will:

- Ensure the wide distribution of naloxone kits across Los Angeles County. Particularly high yield groups to engage are those who serve high overdose risk populations such as methadone clinics, substance users and their family, jail settings, emergency responders, retail pharmacies, etc.
- Conduct trainings and consultations with relevant individuals and providers to ensure that they are comfortable using naloxone kits, when necessary.

Example resources include:

- Los Angeles Overdose Prevention Task Force
<http://www.odptf.org/index.htm>
- Project Lazarus
<http://www.projectlazarus.org/>

PRIORITY AREA III: TRACKING, MONITORING, AND DATA EXCHANGE

Key Objective 6:

Promote increased utilization of the statewide Prescription Drug Monitor Program (PDMP) in California, known as the Controlled Substance Utilization Review and Evaluation System (CURES), in order to decrease misuse and diversion of prescription drugs.

Prescription Drug Monitoring Programs (PDMP) are secure statewide electronic databases that allow health care providers to access a patient's controlled substance history at the point of patient care. The Controlled Substance Utilization Review and Evaluation System (CURES) in California is designed to identify and deter drug abuse and fraud without affecting legitimate medical practice and patient care. Through CURES, health care providers can identify possible patterns of controlled substance abuse (e.g., doctor shopping) and enhance their prescribing decisions in combating prescription drug abuse.

While CURES registration will be mandatory starting in 2016, actual utilization of the CURES is not required and will depend on provider discretion. As such, the CURES Action Team will work with the Data Collection Action Team to:

- Identify high prescribers and engage them in trainings and discussions around the potential benefits of CURES, as well as safe prescribing guidelines.
- Explore opportunities to increase system-wide CURES utilization in County health departments, health plans, and other large provider groups.
- Explore opportunities to facilitate sharing of data related to prescription drug abuse, such as through an Emergency Department Information Exchange (EDIE), in order to effectively coordinate care and interventions to reduce overprescribing, misuse, and diversion.

Example resources include:

- State of California Department of Justice- Prescription Drug Monitoring Program
<https://oag.ca.gov/cures-pdmp>
- Emergency Department Information Exchange
<http://collectivemedicaltech.com/what-we-do-2/edie-option-2/>

Only about 20% of licensed prescribers and pharmacists are currently registered with CURES/PDMP⁸



Key Objective 7:

Increase data collection and information sharing across agencies and organizations to enhance safe practices and reduce poor outcomes related to prescription drug abuse.

Data is critical in order to define the prescription drug abuse problem and evaluate the effectiveness of prescribed programs and interventions. In order to inform strategy, policy, and action, this information must be shared within and across systems, agencies, and groups. Despite the widely recognized importance of evidence-based and data-driven decision-making, the exchange of data between community partners remains challenging.

The Data Collection Action Team will work across the various action teams to:

- Assist action teams with the development of performance measures that are SMART (Specific, Measurable, Actionable, Relevant, and Time-bound) to facilitate data-driven interventions.
- Facilitate sharing of data related to prescription drug abuse both within and across systems, agencies, and groups, in order to effectively coordinate care and interventions to reduce overprescribing, misuse, and diversion of prescription drugs, while also encouraging treatment.

Example resources include:

- Medicare Part D Opioid Drug Mapping Tool
<https://www.cms.gov/Research-Statistics-Data-and-Systems/Statistics-Trends-and-Reports/Medicare-Provider-Charge-Data/OpioidMap.html>



PRIORITY AREA IV: SAFE DRUG DISPOSAL



Key Objective 8:

Support convenient, safe, and environmentally responsible prescription drug disposal programs in Los Angeles County that are free to the public to help decrease the supply of unused prescription drugs in homes and the community.

Nearly 70% of people who have used prescription drugs for nonmedical purposes reported obtaining them from family, relatives, or friends⁹. The safe disposal of these unused prescription drugs can be challenging due to limited disposal options. However, it is important to safely remove unused prescription drugs from communities in order to reduce the likelihood of misuse and diversion.

Nationally, the Drug Enforcement Administration (DEA) sponsors “Drug Take-Back” events in an effort to remove potentially dangerous drugs from the community, thereby decreasing access for either diversion and/or inappropriate use. Events are coordinated locally, with police stations and other community organizations serving as drop-off points. In Los Angeles County, the Sheriff’s Department also collaborates with the Departments of Public Works and Public Health to oversee the Safe Drug Drop-Off Program. This program allows residents to safely and anonymously drop off unused or expired prescription drugs and other controlled substances at approximately 21 drug drop-off boxes that are located at sheriff stations. Additionally, the Department of Public Works oversees the Household Hazardous Waste (HHW) Program, which includes permanent collection centers and mobile events across the County, whereby residents are able to dispose of HHW, including unused/ expired non-controlled substances.

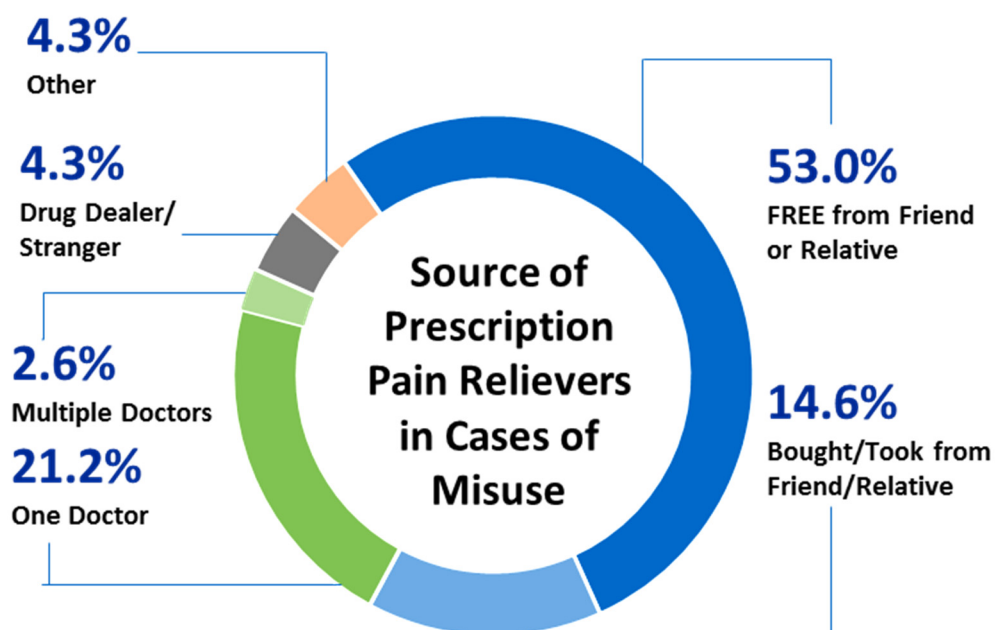
In spite of these efforts, it is clear that the available options for safely disposing of prescription drugs is insufficient to meet community needs.

The Safe Drug Disposal Action Team will:

- Support the efforts of the Extended Producer Responsibility (EPR) Working Group in the development and implementation of an EPR ordinance in which pharmaceutical manufacturers and producers would develop and fund take-back programs for their products that are reasonably convenient and adequately meet the needs of the population being served. These efforts include increasing awareness of that Working Group, providing relevant data, and encouraging participation in the development of the ordinance from cities, community groups, and other stakeholders.
- Engage strategic partners, such as pharmacies and pharmaceutical manufacturers, in discussions around implementing safe, convenient, and environmentally responsible drug disposal programs.
- Explore opportunities to promote and expand the number of drug drop-off locations in Los Angeles communities.

Example resources include:

- Los Angeles County Pharmaceutical Take-Back Resources
 - <http://publichealth.lacounty.gov/pharma.htm>
 - <http://cleanla.com>
 - <http://www.nodrugsdowndrain.org/>
- California Product Stewardship Council
<http://calpsc.org>
- Product Stewardship Institute
<http://www.productstewardship.us/>



PRIORITY AREA V: ENFORCEMENT

Key Objective 9:

Collaborate with law enforcement to identify and address improper practices that threaten public health, such as indiscriminate prescribing by “pill mills” and inappropriate “doctor shopping” in order to secure prescription drugs.

Prescription drug abuse poses a significant threat to public health. In addition to educating health care professionals on safe prescribing practices, there are also subsets of practitioners that abuse their prescribing privileges through illegitimate practices, and a subset of patients who attempt to secure controlled substances by visiting different prescribers in different locations. In these instances, law enforcement plays an integral role in controlling prescription drug abuse.

The Law Enforcement Action Team will work with pertinent action teams, including the Data Collection Action Team, to:

- Increase information-sharing in order to help identify problematic prescribers and instances of “doctor shopping.”
- Continue aggressive enforcement actions against clinics and practitioners who are not engaging in legitimate prescribing and not prescribing within the usual course of practice.
- Encourage best practices by identifying individuals engaging in “doctor shopping” and notifying their prescribers, pharmacies, and insurance providers.

PRIORITY AREA VI: COMMUNITY TRENDS AND POLICY

Key Objective 10:

Seize opportunities to positively influence policy, at the local as well as State/Federal levels, by identifying and communicating community factors that are contributing to prescription drug abuse.

Prescription drug abuse is an extensive, community-based problem that requires a similarly comprehensive solution. Given its community impact, policy development and legislative changes have the potential to significantly influence public health and safety. Specifically, states and communities around the country have passed laws or changed regulations related to a wide range of issues related to prescription drug abuse, such as creating and strengthening prescription drug monitoring programs, medication disposal programs, reducing inappropriate prescribing, and expanding access to naloxone and substance abuse treatment.

To this end, the Community Education Action Team will work with other pertinent action teams to:

- Engage legislators and community leaders in discussions about community trends related to prescription drug abuse, emphasizing why this topic is essential for public health and safety.
- Identify opportunities to positively influence policy, for example related to the safe disposal of medications and enhancing the CURES prescription drug monitoring program.

SUMMARY

Prescription drug misuse and abuse is a major public health and safety issue, and Los Angeles County is committed to utilizing proven strategies to reduce the burden of this epidemic. This five-year Prescription Drug Abuse Strategic Plan outlines an organized and multifaceted countywide approach to address this dilemma, with the goal of reducing prescription drug abuse deaths by 20% over the five-year course of the plan.

To achieve this objective, the Safe Med LA Coalition will utilize a *Collective Impact Framework*. This coalition will be led by a lead Steering Committee, which will oversee the work of the nine, priority-specific action teams focused on various key aspects of prescription drug abuse. The plan will also be refined and developed further through a continual evaluation of community needs, and systematic analysis of interagency data and resources.

Given the complexities of prescription drug abuse, no one agency, system, or profession is solely responsible for addressing this problem, and a solution will require a broad and coordinated coalition. To this end, the Safe Med LA Coalition will take a multifaceted approach in addressing the prescription drug epidemic to ensure the health, welfare, and safety of our communities.

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Electronic copies of the Los Angeles County
Prescription Drug Abuse Strategic Plan may be downloaded at
<http://publichealth.lacounty.gov/sapc/Plan/DrugAbuseStrategicPlan.pdf>