Addressing Substance Use Disorder in Montana

# Strategic Plan: Interim Draft Report

This interim report has been prepared by



2017-2019

# Introduction

Substance use is a growing concern in the state of Montana, affecting individuals and families across the lifespan. This plan outlines strategic actions that our state can take to collectively address the issue of substance use from a public health perspective.

More than 100 people die every year from drug overdose in Montana. and almost 22,000 hospital or ER visits annually are attributable to alcohol and drug use. The impacts of substance use span every generation and cut across socioeconomic lines, from children in our foster care system to seniors prescribed opioids for chronic pain.

In a rural state like Montana, access to robust, evidence-based systems to prevent, treat and manage substance use disorders are limited. And yet, with tens of thousands of individuals in our state impacted by this issue, we must work collectively to develop solutions for our communities.

This plan outlines a series of targeted strategies in five key areas that Montanans can implement to lessen the impact of substance use in our state.

- Partnerships
- Prevention and Education
- Enforcement
- Monitoring
- Treatment
- Family and Community Resources

### Data Driven Prevention Initiative

Montana Injury Prevention Program dphhs.mt.gov



Healthy People. Healthy Communities. Department of Public Health & Human Services



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# Letter from the Governor

### We are in the midst of a significant public health crisis.

Drug overdose deaths have been on the rise nationally, and although alcohol abuse is more prevalent in Montana, opioid and methamphetamine use are a significant cause for concern as well. Drug overdoses are the third leading cause of injury-related death in Montana accounting for 1,334 deaths between 2003 and 2014.

This challenge strains our families, our hospitals and health care providers, our health, and our public safety. Montana mirrors the national average for opiate overdose deaths: 5.4 per 100,000 compared to the national rate of 5.5 per 100,000 in 2013-2014. More than 15% of Montana high school students report misusing a prescription opioid, and the number of arrests involving heroin has more than tripled since 2014. As a father and as governor, I'm committed to implementing the best tools to tackle this challenge — giving Montanans the treatment they need, while looking out for the most vulnerable among us.

Prior to Medicaid expansion, Montana did not have a significant role in covering and paying for the treatment of substance use disorders: treatment was only covered for those under the age of 21. The HELP Act provided us with a new and powerful tool to treat alcohol and drug use. Without Medicaid expansion, low-income people across Montana, many of whom are the working poor, would be left without access to care, with no pathway to affordable health coverage.

In addition to improving access to treatment, to help meet this challenge, the Montana Department of Public Health and Human Services formed a task force of more than 114 people representing 82 organizations ranging from medical professionals, law enforcement, public health and education, state agencies, and non-profit workers. Together, they have created a unified, state-wide strategic plan to combat substance misuse and abuse in Montana. This plan is a living document which will grow and be adapted as new partners and new evidence becomes available.

The plan developed by our multi-agency team focuses not only on preventing deaths, but finding treatment and support for those struggling with substance use disorders so that our communities may heal. Thank you for your continued work and collaboration.

### Sincerely,

GOVERNOR STEVE BULLOCK

# Developing this plan

#### This plan was developed through a collaborative process with partners statewide.

In the summer of 2016, the Montana Department of Public Health and Human Services (DPHHS) received three years of funding under the Data-Driven Prevention Initiative cooperative agreement from the Centers for Disease Control and Prevention. The primary objectives for the grant include:



- Improving data collection and analysis around opioid misuse, abuse, and overdose; Developing strategies that impact behaviors driving prescription opioid dependence and abuse; and
- Working with communities to develop more comprehensive opioid overdose prevention programs.

Utilizing this funding, DPHHS brought together state and external partners working on the issue of substance use to create a comprehensive prescription drug overdose and abuse prevention state plan. From November 2016 to August 2017, the Opioid Abuse Strategic Task Force met for five full day, in-person meetings to develop this plan utilizing a facilitated, participatory process. In all, a total of 114 individuals representing 82 agencies statewide participated in at least one of these meetings, As the meetings progressed, it became clear to Task Force partners that the group should develop a statewide plan to address all substance use disorders, incorporating strategies to address opioid misuse and abuse while acknowledging that many strategies are cross cutting and can be utilized to address substance use more broadly. The task force was renamed the Montana Substance Use Strategic Task Force to reflect this change.

After developing key areas for action and strategies over the course of the first four meetings, Substance Use Strategic Task Force members provided final comments on the draft plan at an in-person meeting in Helena on August 28th, 2017. The plan was finalized and published by DPHHS in November 2017. This interim strategic plan is a living document that will be updated to include additional metrics and strategies over time in response to new data, evidence and emerging trends.



# Acknowledgements

### The following individuals and organizations contributed to the development of this plan.

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# Acknowledgements continued

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	•		

# Substance Use in Montana

An estimated 64,000

#### Montanans have a substance use **Methamphetamine** disorder of all open Child and Family Alcohol Services placements have meth indicated<sup>2</sup> of Montanans aged 12+ were dependent on or increase in meth abusing alcohol in the violations from last year.5 2010-2015.3 of Montana adults report binge drinking in the last Marijuana year, compared to 16% of of high school adults in the US.8 students report marijuana use in of all traffic fatalities in the last month.4 Montana are attributable to alcohol.9 of Montana youth perceive smoking alcohol attributable marijuana regularly as deaths annually<sup>10</sup> harmful<sup>4</sup> **Illicit drugs** Estimated number of ○ / of Montanans aged 12+ (18,000 people) are Montanans aged 12+ 122 o dependent on or abusing illicit drugs<sup>5</sup> using marijuana in the last year.5 heroin arrests in Montana in 2015, up from 4 in 2005.10 of all drug violations are for marijuana.6 of young adults aged 18-25 report using cocaine in the last year.5 90% of Montanans with Substance Use Disorder are

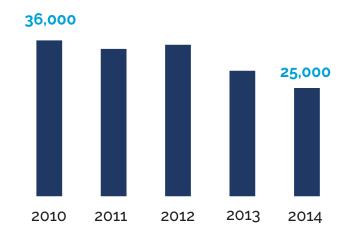
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not receiving treatment.<sup>16</sup>

**Opioid Use in Montana** 

Opioid use is the primary driver of drug overdose deaths in the state of Montana. Forty-four percent of all drug overdose deaths are attributable to opioids.<sup>11</sup> Montana has made progress in recent years addressing prescription opioid misuse and abuse and reducing overdose deaths, though much more can be done to ensure that opiods are prescribed, taken and disposed of safely and that patients being transitioned off of high dose prescription opiates do not transition to illicit narcotics such as heroin.

Montana has 70 opioid prescriptions for every 100 residents.<sup>12</sup> The number of Montana adults reporting non-medical use of pain relievers in the last year is decreasing<sup>1</sup>



The rate of opioid overdose deaths in Montana peaked in 2008-2009 and has decreased significantly since then, bucking national trends. Montana opioid overdose rate was 5.4 per 100,000 residents in 2013-2014.<sup>13</sup>

One in seven high school students has taken prescription drugs without a doctor's prescription.<sup>14</sup> Since the year 2000, more than 700 Montanans have died from opioid overdose.<sup>15</sup>

# **Plan Format**



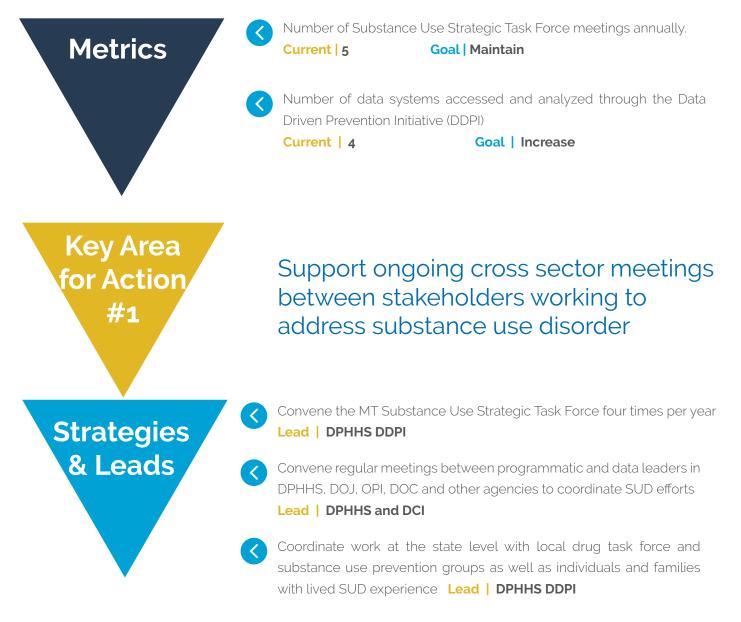
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# Partnerships

**Focus Area One** 

# **Overall Goal**

Increase coordination and data sharing across sectors to more effectively address substance abuse and misuse and reduce overdose deaths



Key Area for Action #2

# Enhance cross sector surveillance of substance use and overdose

Strategies & Leads Develop a prescription drug burden document that includes analysis of all major sources of available public health and justice system data related to SUD Lead | DPHHS DDPI

Publish regular surveillance reports on opioid and drug use among specific populations, and overdose prevention
Lead | DPHHS DDPI

Establish data sharing agreements with the Board of Pharmacy to enhance public health surveillance. Lead | DPHHS DDPI

Establish data sharing agreements with the Montana Board of Crime Control to understand trends in arrests and drug seizures Lead | DPHHS DDPI

Establish data sharing agreements with the Department of Corrections to track SUD among populations in correctional facilities

Lead | DPHHS DDPI

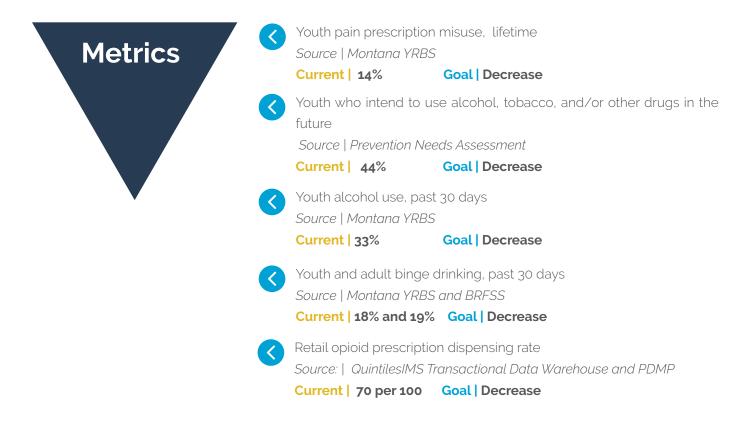
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# **Prevention and Education**

### **Focus Area Two**

### **Overall Goal**

Increase prevention efforts to reduce the misuse and abuse of opioids and other substances in all Montana communities



Key Area for Action #1

**Strategies** 

& Leads

Support the development of evidence-based substance abuse and misuse prevention activities in Montana communities

Support robust, well-funded community coalitions implementing evidence-based prevention activities under SAMHSA's strategic prevention framework in all Montana communities Lead | Prevention Specialists, Montana DPHHS



Support prevention specialists in Montana communities to implement evidence based SUD prevention activities

Lead | Coalition fiscal agents and DDPI funded mini-grants



Support evidence-based SUD prevention work in schools
Lead | Office of Public Instruction

Key Area for Action #2 Strategies & Leads Increase public awareness about the dangers of prescription misuse and the importance of proper storage and disposal of unused medications

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Implement a statewide public education campaign that includes harm reduction, storage and disposal messaging, targeting at-risk groups Lead | DPHHS DDPI and the Prevention Resource Center

 Increase awareness of prescription drop boxes and disposal bags statewide Lead | Prevention Specialists, Law Enforcement and Pharmacies

Promote law enforcement prescription drug take-back events Lead | Prevention Resource Center, Prevention Specialists and community coalitions



Decrease overprescribing of opioids through the promotion of the CDC's "Guidelines for Prescribing Opioids"

Increase the number of providers receiving education from the Know Your Dose website

#### Lead | Montana Medical Association

Support policies and programs to increase provider education on opioid prescribing guidelines and the use of other effective therapies/ treatments for pain

Lead | DPHHS DDPI



Support policies to promote prescribing according to the CDC guidelines Lead | DPHHS DDPI

Analyze Medicaid and private insurer claims data and workman's compensation data to evaluate provider opiate prescribing practices in Montana and provide feedback to providers **Lead | DPHHS** 



Support policies requiring pharmacists to check identification before dispensing narcotics **Lead** | **DPHHS** 

# Enforcement

**Focus Area Three** 

## **Overall Goal**

Reduce the illegal distribution of drugs and strengthen partnerships between the justice system and treatment providers



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# Monitoring

### **Focus Area Four**

### **Overall Goal**

Increase the use of monitoring to target interventions and reduce prescription drug misuse

Metrics	Number of providers registered with the Montana Prescription DrugRegistry (MPDR) Source   Montana Board of PharmacyCurrent   3,898-September 2017Goal   Increase		
	Number of monthly searches entered Source   Montana Board of Pharmacy Current   26,274-August 2017	into the MPDR Goal   Increase	
	Number and capacity of academic de Source   Montana DDPI		
	Current   2	Goal   Increase	
Key Area for Action #1	Increase MPDR function	, ,	
Strategies <	Support administrative and legislative policies mandating MPDR use Lead   DPHHS		
& Leads	Encourage internal healthcare facility peer-to-peer review of MPDR use. Lead   Montana Board of Pharmacy Support efforts to integrate MPDR information into provider software for EHRs and pharmacy operating systems Lead   Montana Board of Pharmacy and Veterans Affairs		

**Strategies** & Leads continued

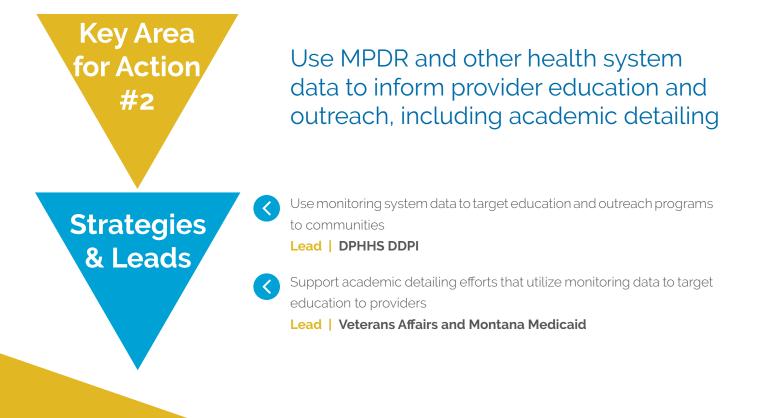
Increase physician, health professional and pharmacist education on the proper prescribing guidelines and the use of the MPDR Lead | Montana Medical Association, EMS, AAP, AFP, Pharmacies, Montana Healthcare Foundation



Facilitate access to de-identified MPDR data for analysis Lead | Montana Board of Pharmacy

Create partnerships with stakeholders by providing de-identified PDR reports to to help partners better address substance misuse and abuse issues

Lead | DPHHS DDPI



# Treatment

### **Focus Area Five**

### **Overall Goal**

Expanded access to evidence-based, recovery oriented, culturally appropriate treatment for all Montanans



Strategies & Leads

**Key Area** 

for Action

#2

**Strategies** 

& Leads

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Increase number of state approved SUD providers who can access Medicaid reimbursement, including supporting tribally operated clinics and Urban Indian Health Clinics to become state approved Lead | DPHHS Chemical Dependency and Quality Assurance Bureaus

Increase capacity of existing state approved and other providers to serve a greater number of Montanans across the continuum of care using evidence based practices

Lead | DPHHS Chemical Dependency Bureau

Increase number of primary care practices that offer SUD and co-occurring services in an integrated setting

Support healthcare providers to integrate primary care, substance use and mental health services in one clinical location to best assess and serve patients with SUD and co-occurring mental health concerns. Lead | Montana Healthcare Foundation

Increase the number of providers implementing SBIRT (Screening, Brief Intervention and Referral to Treatment)

Lead | Montana Healthcare Foundation and Montana Primary Care Association



# Family and Community Resources

### **Focus Area Four**

### **Overall Goal**

Expand access to supportive resources for individuals and families affected by SUD, including those in recovery





### Increase access to and training on naloxone

Provide blended online/in-person "train the trainer" and provider trainings on the recognition of opioid overdose and naloxone use to EMS, fire, law enforcement, school nurses and other sectors in all

### Lead | DPHHS DDPI and STR Grant

Distribute naloxone to trained first responder groups Lead | DPHHS STR Grant

Encourage co-prescribing of naloxone at the time of a high dose

#### Lead | DPHHS DDPI and STR Grant

Track naloxone use statewide

Develop standing order for naloxone in Montana Lead | DPHHS DDPI

# Increase access to peer mentors, housing and other evidence based recovery supports

Finalize process for credentialing peer mentors in Montana and provide reimbursement for peer mentors through the Substance Use Prevention and Treatment Block Grant

### Lead | Department of Labor and Industry

Increase the number of certified peer supporters

Lead DPHHS Chemical Dependency Bureau, Montana Peer Support Network, Rocky Mountain Tribal Leaders Council

Develop multidisciplinary teams to address child safety and substance use in child protection service cases

Lead | DPHHS Child and Family Services Division

Strategies & Leads Increase the number of SUD programs with peer supporters on staff
Lead | DPHHS Chemical Dependency Bureau, local providers

Support peer mentoring organizations as they develop and seek to recruit and appropriately match peers with individuals in recovery **Lead | DPHHS** 

Support development of additional housing supports for individuals in recovery and leaving protective custody
Lead | DPHHS and DOC

Key Area for Action #3

# Increase access to needle exchange programs and other harm reduction initiatives

Strategies & Leads Support the development of additional needle exchange and other harm reduction initiatives in Montana communities

### Lead | Open Aid Alliance

Provide on-going, statewide capacity building and technical assistance for harm reduction programs utilizing resources from the National Harm Reduction Coalition

### Lead | Open Aid Alliance

Develop a Montana Harm Reduction Summit Lead | Open Aid Alliance

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**Strategies** 

& Leads

Reduce the stigma associated with SUD and mental health and increase input from people with lived SUD experience into state programs and planning processes

Invite peer mentors and drug courts graduates to future task force meetings

Lead | DPHHS DPPI, active users and affected family members

Support mental health, substance use, harm reduction and trauma informed training for justice system staff and first responders
Lead | CIT Montana and ChildWise Institute

Support a Safe Harbor Policy for women to access prenatal and SUD services without fear of criminal repercussions
Lead | DPHHS

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Add language to paraphernalia amendment to increase needle disposal and increase access to sharps disposal boxes to protect users and the public

Lead | Open Aid Alliance



Support messaging across sectors that SUD is a treatable, chronic disease

Lead | Substance Use Strategic Planning Task Force

# References

- 1. National Survey of Drug Use and Health. 2014.
- 2. Montana Child and Family Services administrative data, 2016.
- Montana Board of Crime of Crime Control. http://mbcc.mt.gov/Portals/130/Data/CIM/CIM2015. pdf
- 4. Behavioral Risk Factor Surveillance System, 2015.
- 5. National Survey on Drug Use and Health. 2010-2014.
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- 7. Behavioral Risk Factor Surveillance System, 2015.
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- 14. Youth Risk Behavior Survey (YRBS). Montana, 2017.
- 15. Prescription Opioid Poisoning Deaths in Montana, 2000-2015. August 2016. Office of Epidemiology and Scientific Support. Montana DPHHS. https://dphhs.mt.gov/Portals/85/publichealth/ documents/Epidemiology/VSU/VSAU\_RX\_OPIOIDS\_2000-2015.pdf
- 16. Data review for AMDD. Brandn Green. January 2017.

# Acknowledgements

Photography by Ray Bieber. Used by Permission. Report prepared by Katie Loveland MPH, MSW of Loveland Consulting LLC.



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# **References for Metrics**

## Page 9 || Substance Use in Montana

Montana Office of Public Instruction. (2017). Montana Youth Risk Behavior Survey High School Results. Retrieved from: http://opi.mt.gov/Portals/182/Page%20Files/YRBS/17MT\_YRBS\_FullReport.pdf

- 2% of high school students report lifetime meth use
- 35% of high school students have ever tried marijuana
- 6% of high school students used inhalants in the last year

The Substance Abuse and Mental Health Services Administration. (2014) National Surveys on Drug Use and Health: Model-Based Estimation Totals (in Thousands) (50 States and the District of Columbia). Retrieved from: https://www.samhsa.gov/data/sites/default/files/NSDUHsaeTotals2014.pdf

• 122K estimated number of Montanans aged 12+ using marijuana in the last year

The Substance Abuse and Mental Health Services Administration. (2015). National Survey on Drug Use and Health: Model-Based Prevalence Estimates (50 States and the District of Columbia). Retrieved from: https://www.samhsa.gov/data/sites/default/files/NSDUHsaePercents2015.pdf

- 23% of young adults aged 18-25 used marijuana in the last month
- 3% of Montanans aged 12+ (18,000 people) are dependent on or abusing illicit drugs
- 5% of young adults aged 18-25 report using cocaine in the last year. Less than 1% report heroin use
- 7% of Montanans aged 12+ had an alcohol use disorder in the last year

Substance Abuse and Mental Health Services Administration. (2014). State Estimates of Substance Use and Mental Disorders from the 2012-2014 National Surveys on Drug Use and Health.

• An estimated 64,000 Montanans have a substance use disorder

Manatt Health. (2017). Medicaid's Role in the Delivery and Payment of Substance Use Disorder Services in Montana. Retrieved from: http://mthcf.org/wp-content/uploads/2017/03/Medicaid-Rolein-Substance-Use-Disorder-Services-in-Montana\_Final.pdf

- 90% of Montanans with Substance Use Disorder are not receiving treatment
- Montana youth and adults are more likely to binge drink or drink chronically than people in the US as a whole
- 390 alcohol attributable deaths in Montana annually

Montana Highway Patrol. (2015). 2015 Annual Report. Retrieved from: https://media.dojmt.gov/wp-content/uploads/mhp-report.pdf

- 83% of all traffic fatalities in Montana are attributable to alcohol
- Montana Board of Crime Control. (2017). Montana Incident-Based Reporting System
- 427% increase in meth violations from 2010-2015
- 57% of all drug violations are for marijuana

# **References for Metrics**

## Page 10 || Opioid Use in Montana

Montana Office of Vital Statistics

- 44% of all drug overdose deaths are attributable to opioids
- The rate of overdose deaths in Montana peaked in 2008-2009
- Montana opioid overdose rate was 4.2 per 100,000 residents in 2014-2015
- Since the year 2000, more than 700 Montanans have died from opioid overdose

Centers for Disease Control and Prevention. (2016). Opioid Overdose U.S. Prescribing Rate Maps.

• Montana has 70 opioid prescriptions for every 100 residents

Retrieved from: https://www.cdc.gov/drugoverdose/maps/rxstate2016.html

The Substance Abuse and Mental Health Services Administration. (2011-2014) National Surveys on Drug Use and Health: Model-Based Estimation Totals (in Thousands) (50 States and the District of Columbia).

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https://www.samhsa.gov/data/sites/default/files/NSDUHStateEst2011-2012/StateTabs/Web/ NSDUHsaeStateTabs2012.htm

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https://www.samhsa.gov/data/sites/default/files/NSDUHsaeTotals2014.pdf

The Substance Abuse and Mental Health Services Administration (SAMHSA). (2010). State Estimates and Substance Use and Mental Disorders from the 2009-2010 National Surveys on Drug Use and Health.

Retrieved from:

https://www.samhsa.gov/data/sites/default/files/NSDUHStateEst2009-2010/FullReport/ NSDUHsaeMainReport2010.pdf

• The number of Montana adults reporting non-medical use of pain relievers in the last year is decreasing

# **References for Metrics**

Montana Office of Public Instruction. (2017). Montana Youth Risk Behavior Survey High School Results.

• One in seven high school students has taken prescription drugs without a doctor's prescription

Retrieved from: http://opi.mt.gov/Portals/182/Page%20Files/YRBS/17MT\_YRBS\_FullReport.pdf

## Page 14 || Prevention and Education

Montana Office of Public Instruction. (2017). Montana Youth Risk Behavior Survey High School Results. Retrieved from: http://opi.mt.gov/Portals/182/Page%20Files/YRBS/17MT\_YRBS\_FullReport.pdf

- Youth pain prescription misuse, lifetime
- Youth methamphetamine use, lifetime
- Youth alcohol use, lifetime

The Substance Abuse and Mental Health Services Administration. (2014) National Surveys on Drug Use and Health: Model-Based Estimation Totals (in Thousands) (50 States and the District of Columbia). Retrieved from: https://www.samhsa.gov/data/sites/default/files/NSDUHsaeTotals2014.pdf

- Non-medical pain reliever use among adults aged 18+, past year
- Centers for Disease Control and Prevention. (2016). Opioid Overdose U.S. Prescribing Rate Maps. Retrieved from: https://www.cdc.gov/drugoverdose/maps/rxstate2016.html
- Retail opioid prescription dispensing rate

## Page 17 || Enforcement

Montana Board of Crime Control. (2017). Montana Incident-Based Reporting System

- Number of narcotics related arrests
- Rate of narcotics seized
- All drug offense rate, 2016

Montana Drug Courts: An Updated Snapshot of Success and Hope. Montana Supreme Court. Office of the Court Administrator. January 2017. https://courts.mt.gov/portals/113/drugcourt/report/2017drugcourt-report.pdf

- Number and capacity of drug treatment courts in Montana
- Informal data from the Montana Board of Crime Control and the Montana Department of Corrections.
- Number and capacity of diversion programs in Montana
- Number of jails and DOC facilities offering Medication Assisted Treatment

# **References for Metrics**

### Page 19 || Monitoring

Montana Department of Labor and Industry. (2017). Montana Prescription Drug Registry (MPDR) August Statistics.

- Number of providers registered with the Montana Prescription Drug Registry
- Number of monthly searched entered into the MPDR

Informal data from Montana Medicaid and the Montana Veteran's Administration.

• Number and capacity of academic detailing programs

### Page 21 || Treatment

Substance Abuse and Mental Health Services Administration. (2014). State Estimates of Substance Use and Mental Disorders from the 2012-2014 National Surveys on Drug Use and Health.

• Number of adult and youth client admissions annually to state approved substance use treatment providers

Substance Abuse and Mental Health Services Administration. (2017). Buprenorphine Treatment Practitioner Locator. Retrieved from: https://www.samhsa.gov/medication-assisted-treatment/physician-program-data/ treatment-physician-locator?field\_bup\_physician\_us\_state\_value=MT

- Number of provider buprenorphine waivers
- Montana DPHHS Chemical Dependency Bureau.
- Number of state approved providers and DOC run or contracted facilities that offer MAT Montana Board of Behavioral Health.
- Number of Licensed Addiction Counselors

Montana Medicaid and private payer billing data.

• Number of SBIRT screenings

## Page 24 || Family and Community Resources

Montana Board of Behavioral Health.

• Number of licensed peer mentors

Programmatic data from the DPHHS Child and Family Services Division, April 2016.

• Percent of CFSD out-of-home placement with parental OUD/SUD indicated

Evaluation data from the Data Driven Prevention Initiative.

• Number of naloxone trainings annually

Informal data from the Montana Open Aid Alliance and other partners.

Number of needle exchange and harm reduction programs

# Acronyms

- AAP American Academy of Pediatrics
- AFP Academy of Family Physicians
- BRFSS Behavioral Risk Factor Surveillance System
- CD Chemical Dependency
- CDC Centers for Disease Control and Prevention
- CIT Critical Illness and Trauma
- DCI Division of Criminal Investigation
- DDPI Data-Driven Prevention Initiative
- DOC Department of Corrections
- DPHHS Department of Public Health and Human Services
- EHR Electronic Health Records
- EMS Emergency Medical Service
- LAC Licensed Addiction Counselor
- MAT Medication Assisted Therapy
- MCDC Montana Chemical Dependency Center
- MPDR Montana Prescription Drug Registry
- OUD Opioid Use Disorder
- PDMP Prescription Drug Monitoring Program
- PDR Prescription Drug Registry
- PNA Prevention Needs Assessment
- SAMHSA Substance Abuse and Mental Health Services Administration
- SAMS Substance Abuse Management System
- SBIRT Screening, Brief Intervention, and Referral to Treatment
- STR State Targeted Response
- SUD Substance Use Disorder
- YRBS Youth Risk Behavior Surveillance

# MONTANA SUBSTANCE USE STRATEGIC TASK FORCE

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