

# Opioid Abatement

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PROGRAM FOR CHARLOTTESVILLE CITY

Office of Social Equity

Ashley Reynolds Marshall, Deputy City Manager for Social Equity



# HISTORY

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- Public health emergency that began in the late 1990s
  - Related to the 1996 introduction of OxyContin introduced by Purdue Pharma
  - The mid-2010s saw an influx of cheaper opioid alternatives than prescriptions like heroin and fentanyl
- States and cities, including Virginia, began legal action against major drug manufacturers, distributors, and retailers.
  - Virginia had its 133 subdivisions sign on to one suit - including the City of Charlottesville.
- Results of legal action culminated in 2021 and 2022 with settlements from several large pharmaceutical companies and large pharmacies including:
  - Purdue Pharma
  - Johnson & Johnson
  - McKesson
  - Walmart
  - Teva
  - Allergan
  - Walgreens
  - Kroger

# State Data

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COMMONWEALTH OF VIRGINIA & OUD



# IN THE COMMONWEALTH

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**2,796**  
*deaths*

in 2023 were due to  
drug overdoses

**79%**  
*of deaths*

in 2023 involved

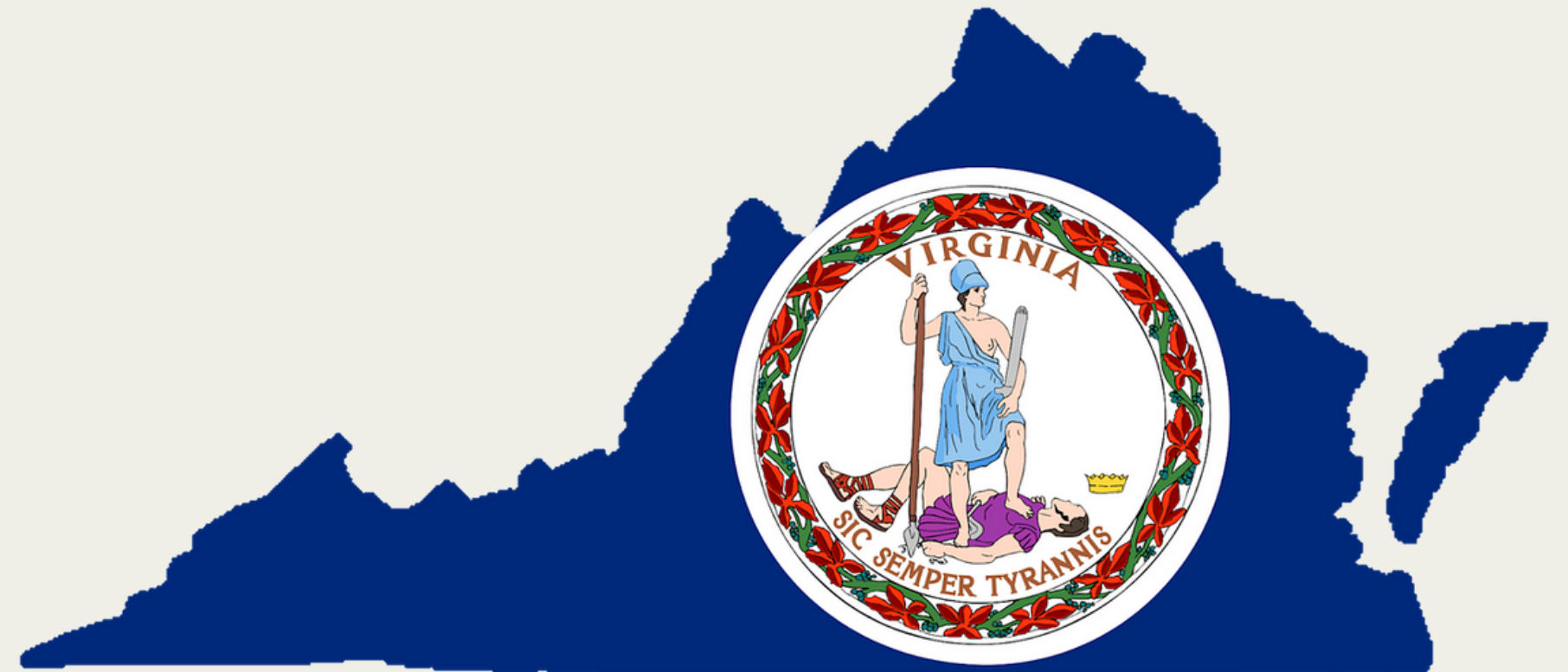
- fentanyl
- fentanyl analogs,  
and
- tramadol

**21,881**  
*ED Visits*

were drug overdose  
emergencies in 2023

**31,360**  
*incidents*

that were substance  
use-related required  
emergency medical  
services (EMS)





# COST OF THE CRISIS

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**\$5B**

**\$5 Billion**

Cost of the Opioid Crisis in Virginia

**\$28.7M**

**\$28,702,746**

Cost of the Opioid Crisis in Charlottesville

**\$628**

**\$628**

per capita costs to community members  
in Charlottesville

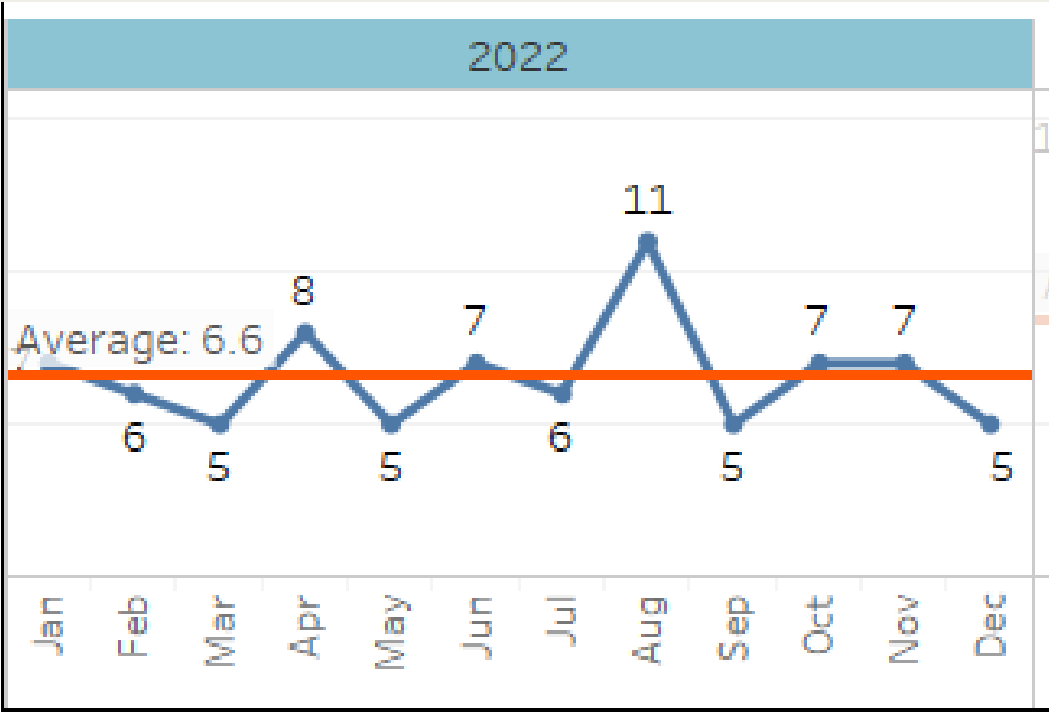
# Local Data

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CITY OF CHARLOTTESVILLE



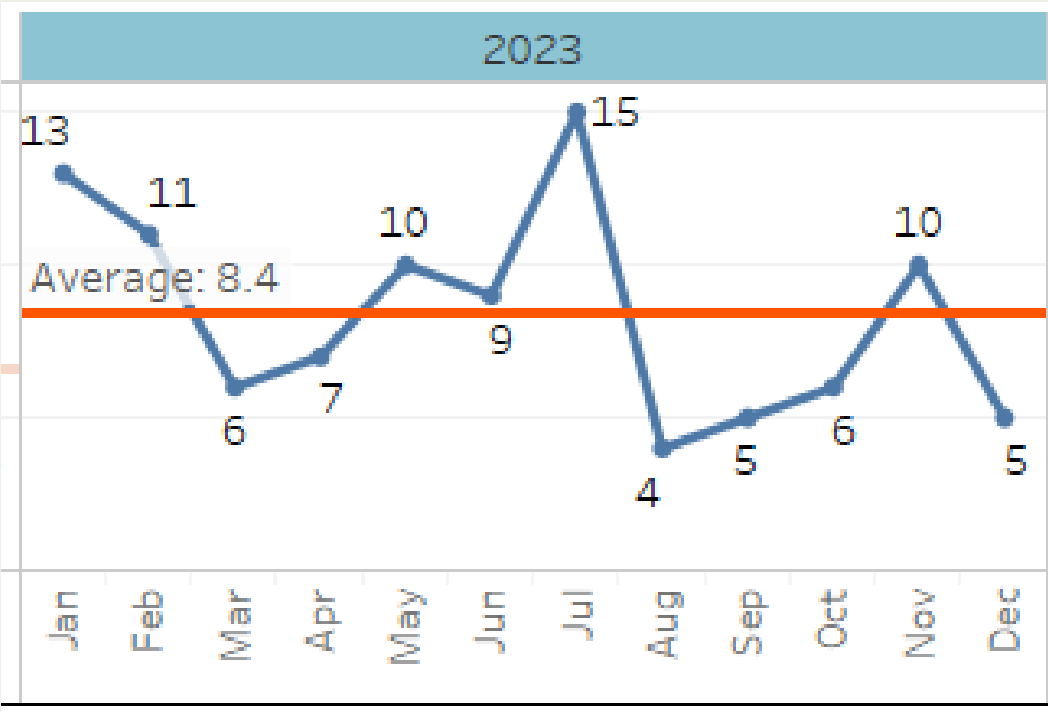
# BY THE NUMBERS: OVERDOSE INCIDENTS BY MONTH



7

2022

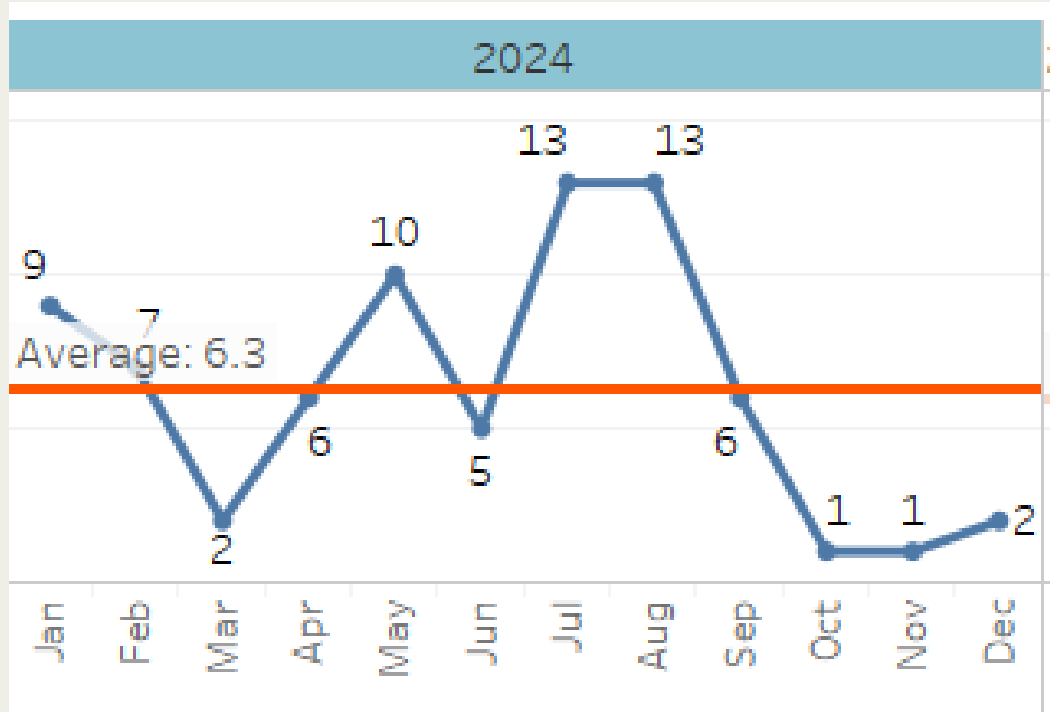
- 6.6 average
- 11 patients in August 2022



8

2023

- 8.4 average
- 13 patients in January 2023 & 15 in July 2023



6

2024

- 6.3 average
- Reduction of 2.1 incidents average
- Declines in March, then October-December
- Highest averages in May, July, and August

# BY THE NUMBERS: OVERDOSE BY GENDER



Overdose Breakdown by Gender					
	2022		2023		2024
Female		27.8%		30.7%	30.7%
Male		70.9%		68.3%	68.0%
Not Noted		1.3%		1.0%	1.3%

# BY THE NUMBERS: OVERDOSE BY RACE

Overdose Breakdown by Race			
	Incident Date		
	2022	2023	2024
White	46.8%	39.6%	38.7%
Black or African American	44.3%	51.5%	57.3%
Hispanic or Latino	1.3%	2.0%	2.7%
Asian	2.5%		
Other Race	3.8%	2.0%	
Unknown	1.3%	5.0%	1.3%

- ACROSS THE YEARS
- Prevalence of medical incidents in residents who identify as White
  - Increase in use by African-Americans starting in 2023, when the rise of fentanyl availability and usage among the population across the nation, including Charlottesville

# BY THE NUMBERS: OVERDOSE BY AGE

Overdose Breakdown by Age Group				
	2022		2023	
				2024
10-19		1.3%		3.1%
20 - 29		27.3%		16.3%
30 - 39		14.3%		24.5%
40 - 49		24.7%		20.4%
50 - 59		15.6%		18.4%
60 - 69		15.6%		17.3%
70 - 79		1.3%		

'22

Young Adult & Midlife

- 1.3% from age 10-19 & age 70-79

But most prevalent misuse in ages

- 27.3% from ages 20-29
- 24.7% from ages 40-49

'23

Aging Population

- 1.8% increase in 10-19
- 11% decrease for ages 20-29
- 10.2% increase for ages 30-39

'24

Equalization in Use

- 0% 10-19
- Increases in ages 20-29 and 30-39
- Former 50-59 bracket incidents moved to the next age bracket, and spilled into not only 60-69 but 70-79

# Funds

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**DIRECT | INDIVIDUAL OAA | GOLD STANDARD OAA |  
CITY/COUNTY PARTNERSHIP OAA**





# CITY FUNDING OPPORTUNITIES

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## THREE STREAMS AS AN INDEPENDENT CITY

- Direct Distribution (Straight to the City from the Distributors & Pharmacies)
- Independent OAA Funds
- Gold Standard OAA Funds

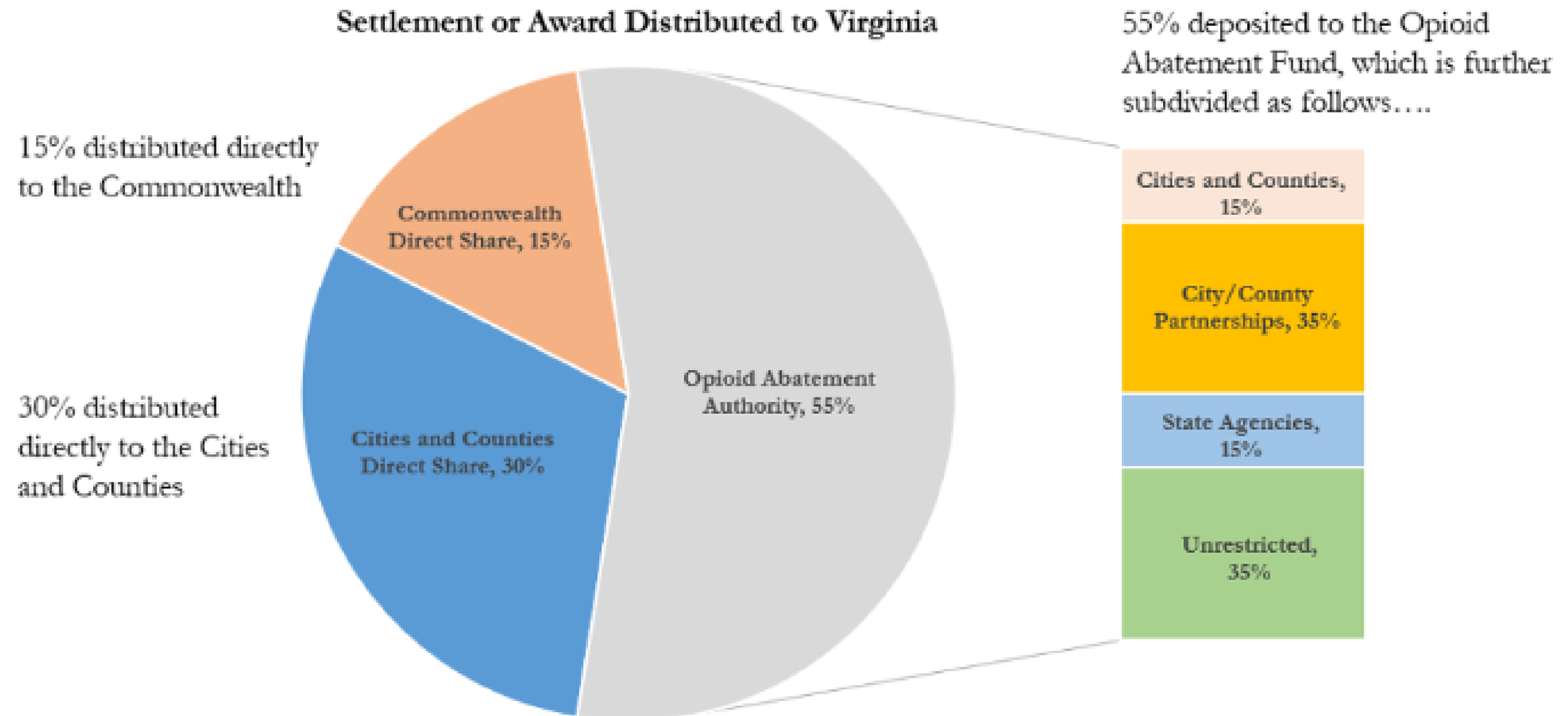
## CITY/COUNTY PARTNERSHIP FUNDS

- Requires working with other localities
  - Each locality may choose to add funds from their independent streams or may not
  - Projects approved will also receive funds from OAA



<https://www.oaa.virginia.gov/media/governorvirginiagov/oaa/pdf/VIG---Overview-of-the-Opioid-Settlement-Funds-and-the-Virginia-Opioid-Abatement-Authority.pdf>

# OPIOID ABATEMENT AUTHORITY AWARDS



# DIRECT DISTRIBUTION

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- Direct Distributions are settlement payments made to the City to settle public nuisance claims brought by the Commonwealth and localities.
- Direct Distribution payments are made directly to the City by the settlement administrator (Brown Greer) and do not flow through the state budget or a state agency in any manner.



**CITY'S PROJECTED FUNDING FROM  
DIRECT DISTRIBUTIONS IN ALL  
YEARS (2022-2042)**

**\$1,053,649.79**



# OAA INDIVIDUAL DISTRIBUTION

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- Cities and Counties must apply to the OAA with a specific abatement project in order to receive.
- Individual Distribution grants can **only** be awarded to Virginia Cities and Counties.
  - Towns, school districts, Constitutional Officers, CSBs, etc., can only be partners or sub-recipients.
- Individual Distribution grants are **NOT** competitive and are awarded for one year at a time.
  - Compliant project renewals are at the city or county's discretion based on funds available.



**CITY'S PROJECTED FUNDING FROM  
OAA INDIVIDUAL DISTRIBUTIONS IN  
ALL YEARS (2022-2042)**

**\$364,521.49**

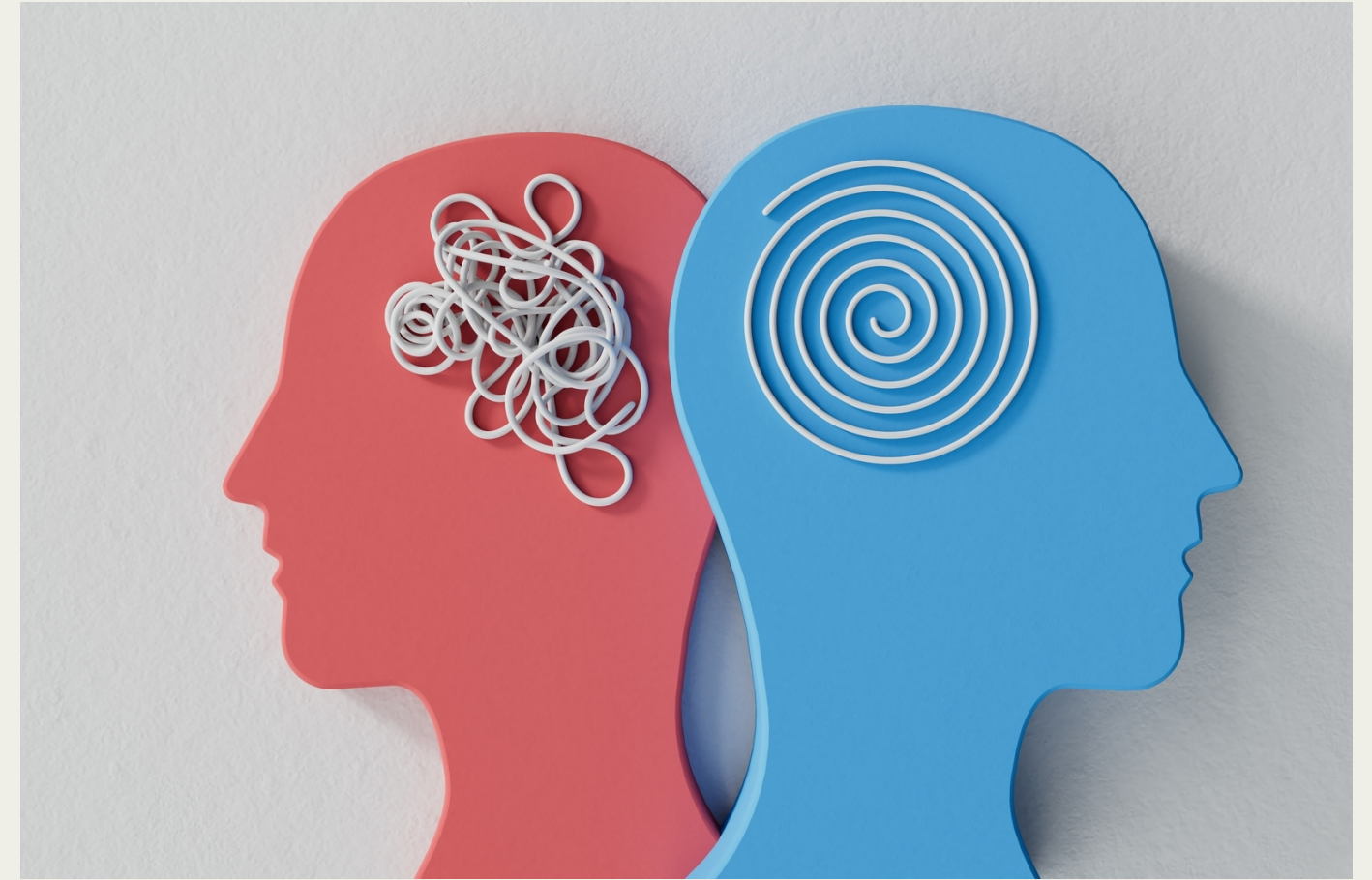
# GOLD STANDARD

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- Individual Distributions **are** OAA grants.
- Localities must pledge to use **all** opioid funding (Direct, Individual, and Gold) to the standards set in the Gold Standard agreement to obtain funding from this source.
- To receive funds, cities and counties must **apply** to the OAA for a specific abatement project(s).
- Applications are annual, like individual OAA distributions.

The Gold Standard Incentive Policy is available online at:

<https://www.oaa.virginia.gov/media/governorviriniagov/oaa/pdf/Policy-for-Gold-Standard-Incentive-to-Cities-and-Counties---Adopted-Oct-24,-2022.pdf>



**CITY'S PROJECTED FUNDING FROM OAA  
GOLD STANDARD DISTRIBUTIONS IN  
ALL YEARS (2022-2042)**

**\$91,130.37**



# FUNDING USAGE - WHAT IS ALLOWED

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## *Treat* OPIOID USE DISORDER

Funding can be used to provide treatment for Opioid Use Disorder (OUD) and other co-occurring mental health concerns. This may include:

- Standing up outpatient treatment facilities
- MOUD (Medications for Opioid Use Disorder) programs such as buprenorphine distribution



## *Prevent* OPIOID USE DISORDER

Funding can be used to prevent or reduce opioid use disorder or the misuse of opioids. Funding can be used in this manner for projects that may include

- Education in schools and youth-focused programs & for adults
- Community public information campaigns on Opioid Use Disorder



## *Abate or Remediate* OPIOID USE DISORDER

Funding can be used to remediate OUD. Projects that may achieve that goal include:

- Harm Reduction efforts to reduce opioid overdose
- Referral to Treatment Services (SBIRT)
- Narcan Distribution/Workshops



# FUNDING USAGE - WHAT IS NOT ALLOWED

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**Supplantation - Funding cannot be used to cover existing programmatic or project expenses**



**Untested Methods - Programs and projects must be evidence-based or evidence-informed**



**Uses other than OUD prevention, education, treatment, and/or remediation**



# FUNDS IN BRIEF

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**20 years**  
*duration*

**1.5M**  
*total funds  
projected*

**45k**  
*expended*

**2**  
*Cooperative  
Grants*

**3**  
*Grants in  
review*



# CHARLOTTESVILLE OPIOID ABATEMENT PLAN

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## Approved Projects





# REGION 10 EXPANSION OF CRISIS RESPONSE ASSESSMENT CENTER

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Region Ten CSB Crisis Response and CITAC Expansion proposal includes a plan to treat, prevent, and reduce the misuse of opioids and other Substance Use Disorders (SUD), as well as co-occurring mental health concerns.

This is done through a receiving center (also known as a CITAC) and a stabilization facility that provides short-term (under 24 hours) observation, assessment, support, information, resources, and crisis stabilization services in a comfortable, non-hospital environment.



**\$1,162,960 AWARDED**

## COOPERATIVE GRANT

- VA OAA FUNDING
- PARTNERS: ALBEMARLE, CHARLOTTESVILLE, FLUVANNA, GREENE, LOUISA, NELSON

# REGION 10 BLUE RIDGE CENTER COMMUNITY OUTREACH EXPANSION

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Region 10's BRC Community Outreach program offers a community-based response to individuals, neighborhoods, or communities in distress to provide information, education, support, and connection to services and who have, or are at risk of developing, opioid use disorder and any co-occurring substance use disorder or mental health conditions.

The Community Outreach program will receive calls from community members, partner agencies, or local governments requesting support.



**\$609,225 AWARDED**

## COOPERATIVE GRANT

- VA OAA FUNDING
- PARTNERS: ALBEMARLE, CHARLOTTESVILLE, FLUVANNA, GREENE, LOUISA, NELSON



# CENTRAL VIRGINIA SPECIALTY DOCKET SERVICES ENHANCEMENT

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Jefferson Area Community Corrections (OAR). Recovery Courts are supervised 12 to 14-month programs combining drug treatment and criminal case processing as an alternative to incarceration.

The Therapeutic Docket is focused on mental health treatment. Both programs use the power of the court to motivate offenders to achieve recovery through collaborative system opportunities. OAA funding was used to expand these programs for better integration and coordination of all of the specialty dockets and to increase Peer Support services by embedding Peers in each of the programs.



**\$393,437 AWARDED**

## COOPERATIVE GRANT

- CITY FISCAL AGENT
- PARTNERS: Albemarle, Charlottesville, Fluvanna, Madison, Nelson, Orange

# CFD NARCAN DISPENSING MACHINE

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The Charlottesville Fire Department is now able to provide naloxone nasal spray for the intent to be used by first responders following established policies and procedures to be dispensed or administered to a person who is believed to be experiencing or about to experience a life-threatening opioid overdose.

The program requires safe and secure storage and administration of the medication, and that is done through dispensing machines.



**\$45,073 APPROPRIATED**

## DIRECT DISTRIBUTION

- CITY DIRECT DISTRIBUTION  
USED TO FUND THE PROJECT  
IN FULL
- COUNCIL ALLOCATED: FEB  
2024

# CHARLOTTESVILLE OPIOID ABATEMENT PLAN

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## Current Proposals & Future Projects





# JAIL-BASED SUBLOCADE MEDICATION FOR OPIOID USE DISORDER (MOUD) PILOT PROJECT

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In partnership with ACRJ, Albemarle County, and Nelson County - the Office of Social Equity has proposed an 18-month pilot to introduce Sublocade, a 30-day injectable form of buprenorphine, to continue providing needed treatment to our vulnerable populations of incarcerated individuals.

The injections offer the stability inmates deserve while incarcerated and the ability to pursue their goals without the burden of untreated OUD upon release.



- *IN REVIEW - FEB 2025*
- **PROPOSED FUNDING SOURCES:**  
DIRECT | INDIVIDUAL | GOLD
- **DURATION:** 3 YEARS
- **SUBGRANTEE:** ACRJ
- **FUNDING PARTNERS:**  
ALBEMARLE & NELSON

# EMBEDDED MENTAL HEALTH CLINICIAN AT THE EMERGENCY COMMUNICATIONS CENTER

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In partnership with Albemarle County, the City has proposed funding support for an embedded mental health clinician in the Charlottesville-University-Albemarle Emergency Communications Center (CUAECC).

Paring BJA grant funding (won by Albemarle County) with City and County OAA funds, this 2.5-year pilot will allow the CUA-ECC to host their first embedded mental health professional to respond to callers in crisis. This will provide them with instant support that may reduce the dispatching of first responders, prevent unnecessary contact with law enforcement, and reduce emergency room visits for mental health crises.



- *IN REVIEW - FEB 2025*
- **PROPOSED FUNDING SOURCES:**  
DIRECT | INDIVIDUAL | GOLD
- **DURATION:** 3 YEARS
- **SUBGRANTEE:** CUA-ECC
- **FUNDING PARTNER:**  
ALBEMARLE COUNTY



# CITY WIDE NARCAN ACCESS

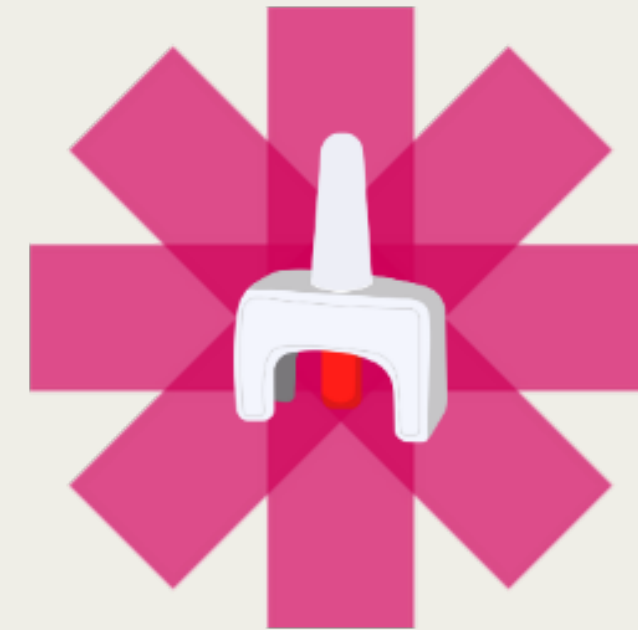
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The Office of Social Equity and Department of Finance Risk Management Team has proposed to ensure access to life-saving Naloxone within city-owned and operated facilities.

This project will ensure that the Naloxone nasal spray will be located in all Bloodborne pathogens boxes (65) for easy access to this life-saving drug. Further, doses will be provided to front-facing locations in key city properties to ensure doses are available should members of the public need care while working with our team.

Revive! Training will be provided, and instructional materials will be created.

*Charlottesville* **CARES**



**NALAXONE NASAL SPRAY HERE**

- *IN REVIEW - FEB 2025*
- **PROPOSED FUNDING SOURCES: DIRECT | INDIVIDUAL | GOLD**
- **DURATION: FULL SETTLEMENT TERM (2041)**
- **COLLABORATOR: RISK MANAGEMENT**

# POTENTIAL FUTURE PROJECTS

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## *Abatement*

### Harm Reduction Vending Machines

- HRVM provides access to items such as Narcan, face masks, fentanyl testing strips, and other items to keep our community safe
- City of Richmond launched 3 HRVM in 2025
- Ongoing discussions with UVA's Tamika Braveheart about UVA machine & Region 10 about their machine



## *Treatment*

### Treatment Navigator

- ANCHOR Co-Response Team has noted concerns about community members' safe access to care
- Working with Pamela Coburn, ANCHOR's Certified Peer Navigator -we continue to discuss the possibility of a pilot for a SUD/ODT Treatment Navigator for our community.



## *Abatement*

### Trusted Outreach

- Working with Tamika Braveheart at UVA on a concept
- A potential project would work to empower members of our community who support individuals often missed in harm reduction efforts

# Questions

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# Supplemental Data

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**VIRGINIA DEPARTMENT OF HEALTH (VDH)**  
**CHARLOTTESVILLE FIRE DEPARTMENT (CFD)**

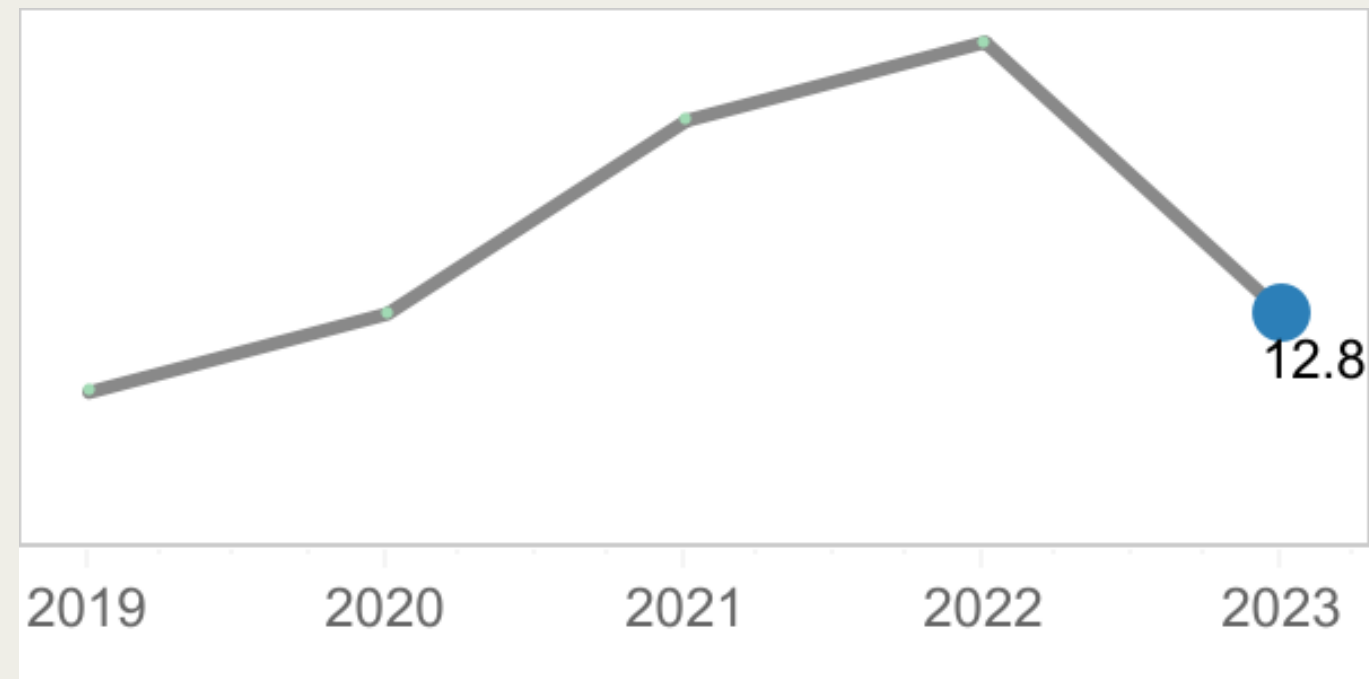


# BY THE NUMBERS: VDH 2023 OPIOID FATALITIES

**6**

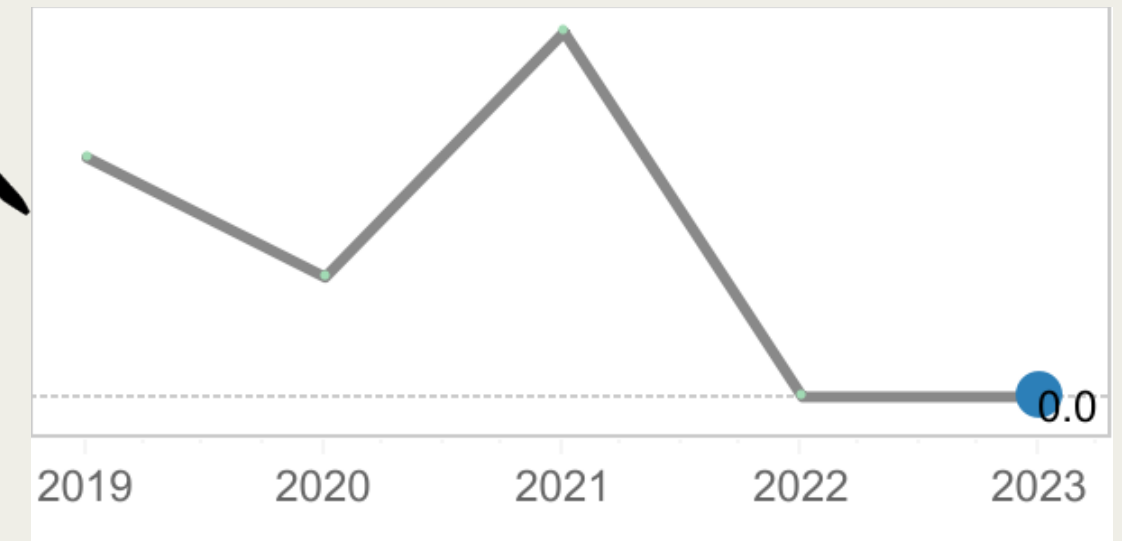
## Deaths in 2023

For a death rate of 12.8 per 100,000 Charlottesville residents due to any opioid.

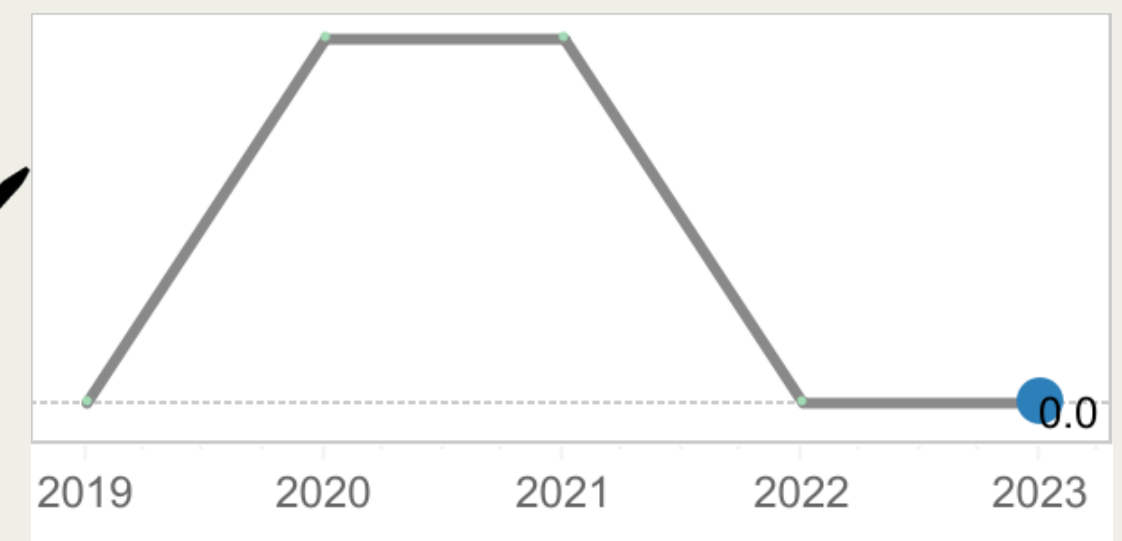


**0 DEATHS**

## HEROIN



## PRESCRIPTION PAIN RELIEVERS



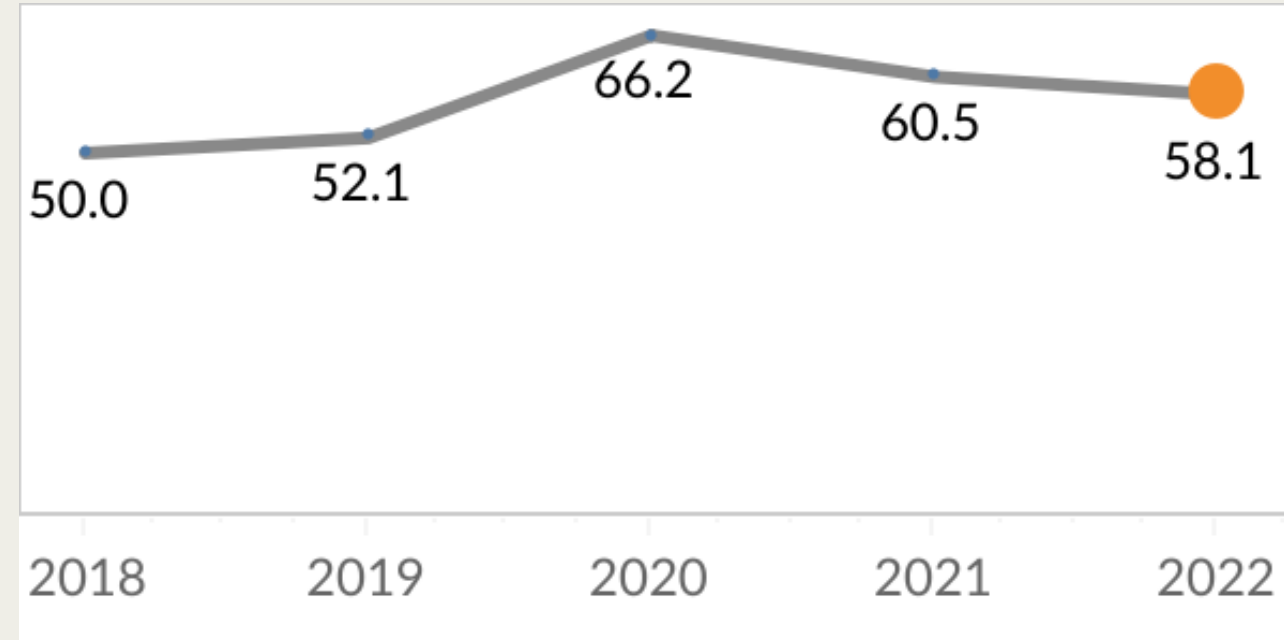


# BY THE NUMBERS: VDH 2022 OVERDOSE DATA

**58.1**

## ALL DRUGS

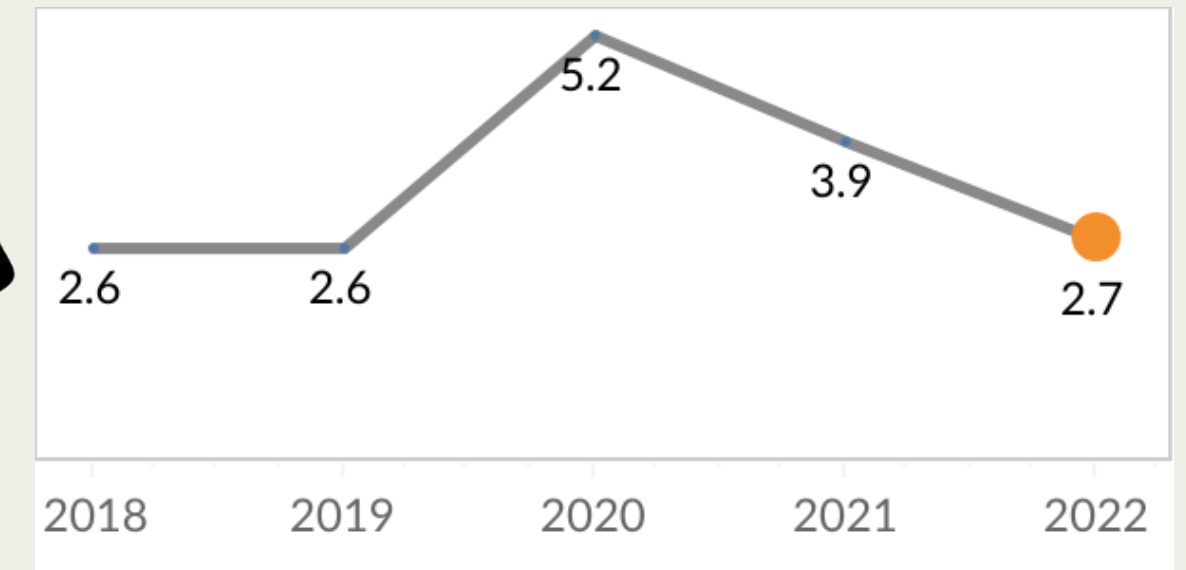
In 2022 there were 58.1 overdoses per 10,000 ED visits for ALL drugs



**2.7**

## HEROIN

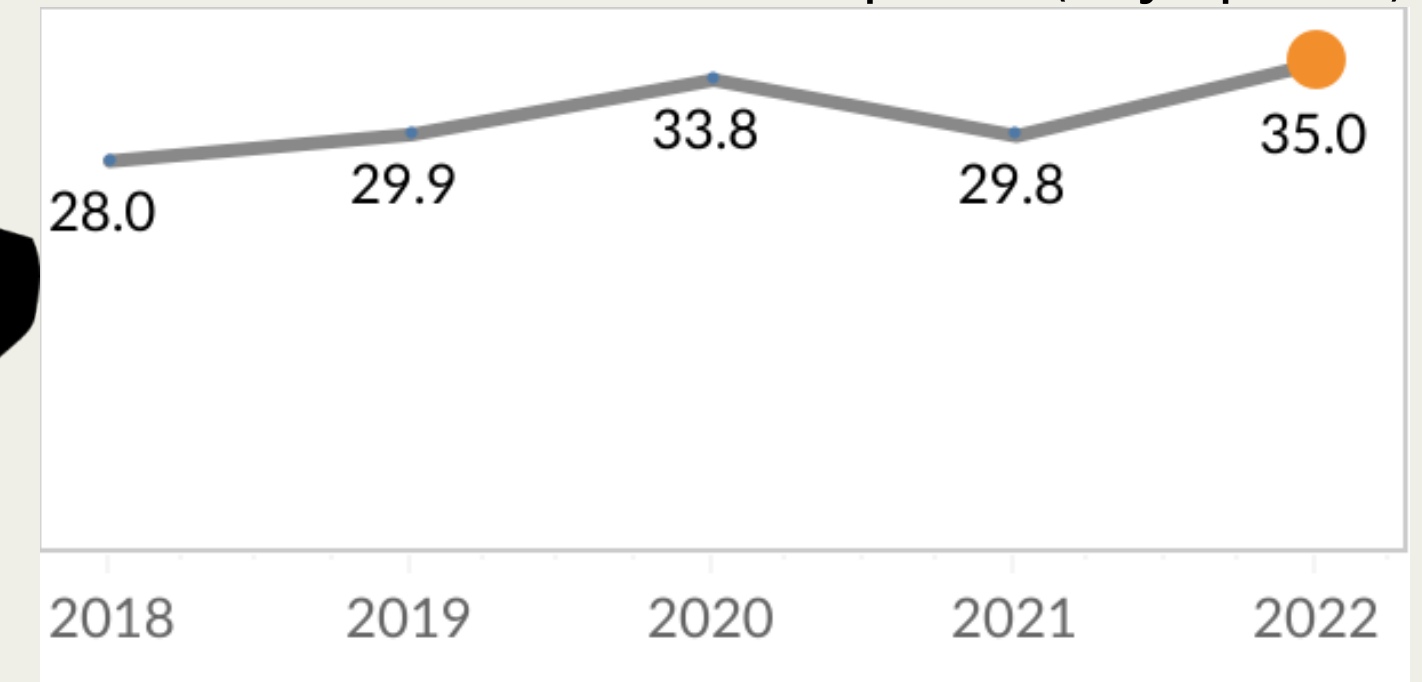
Out of the 58.1, 2.7 overdoses per 100,000 ED visits were due to heroin.



**35.0**

## OPIOIDS

But 35.0 overdoses per 10,000 ED visits were for opioids (any opioids)



# LOCAL DATA



A special thank you to CFD's Lucas Lyons for collecting and providing OSE with localized data

## Charlottesville Opioid Overdose Dashboard

Opioid Overdose Overview

Patient Demographics

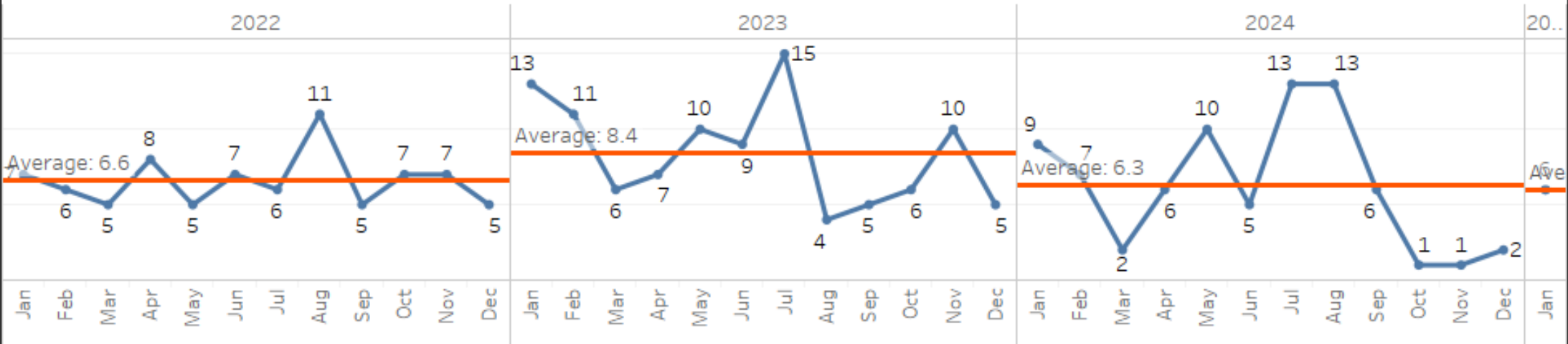
Map

Data Notes

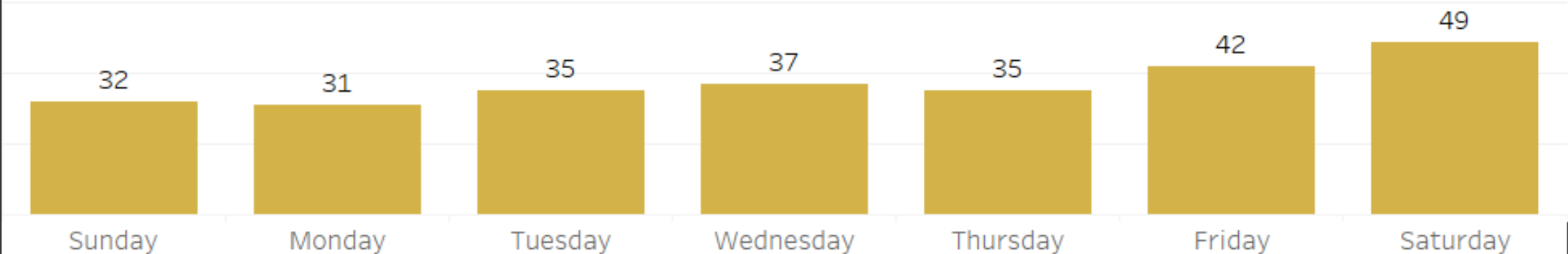
### Charlottesville Opioid Overdoses

All graphs act as filters on data.

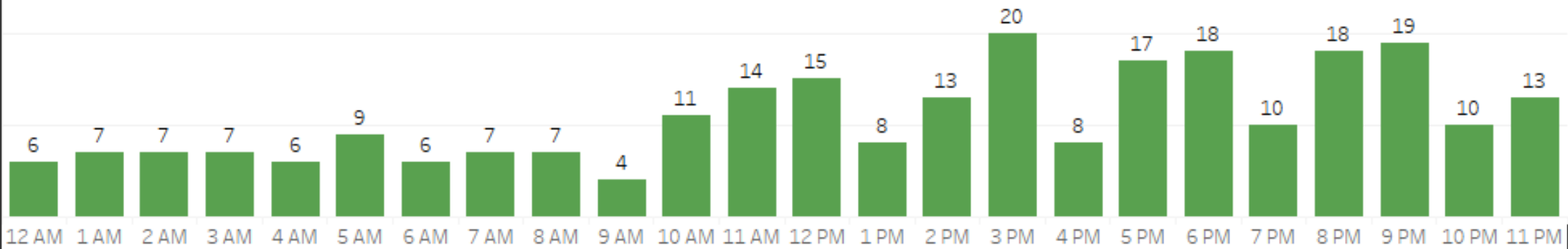
#### City EMS System Opioid Overdose Incidents



#### Overdoses by Day of Week

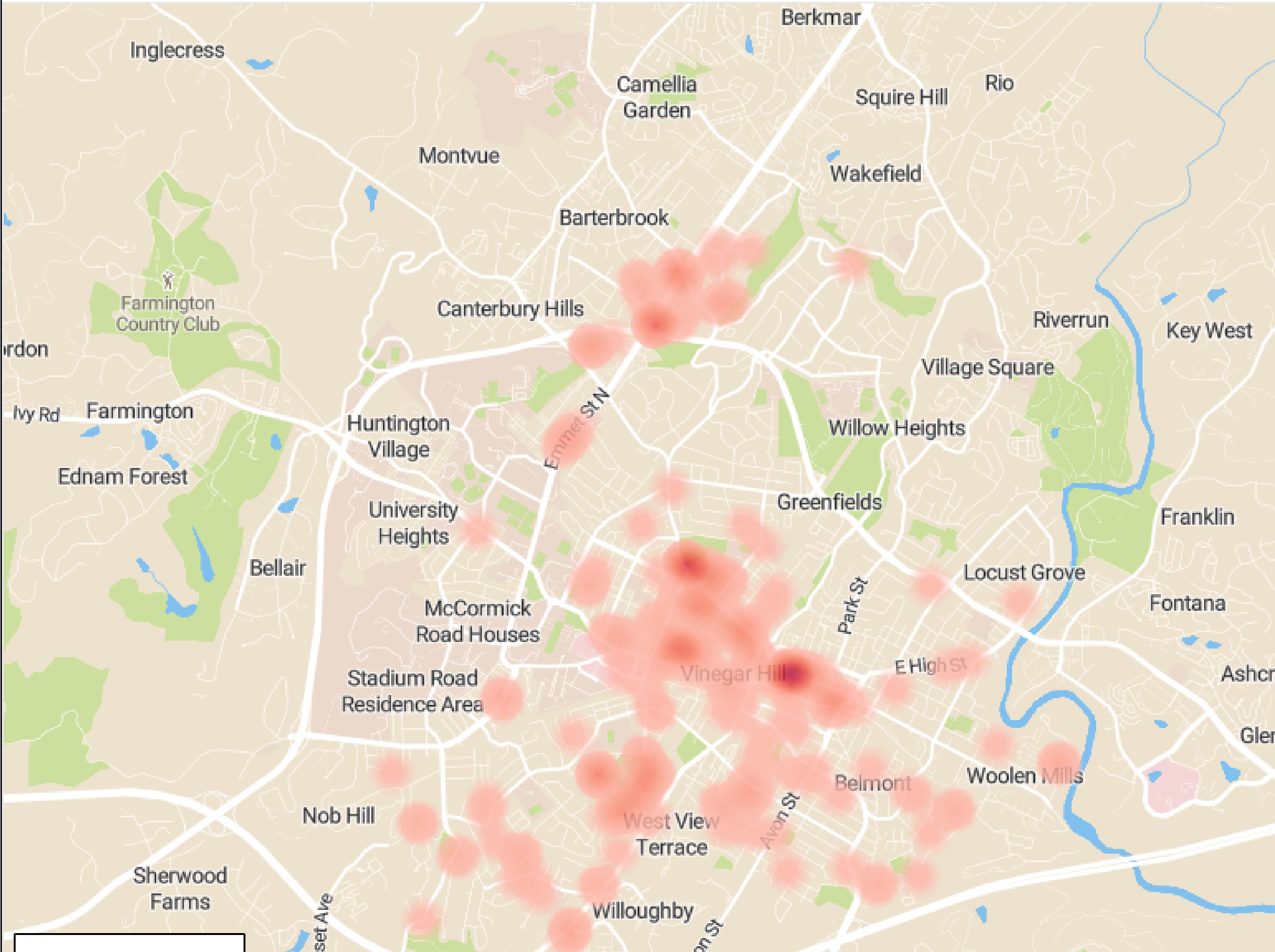


#### Overdoses by Hour of Day



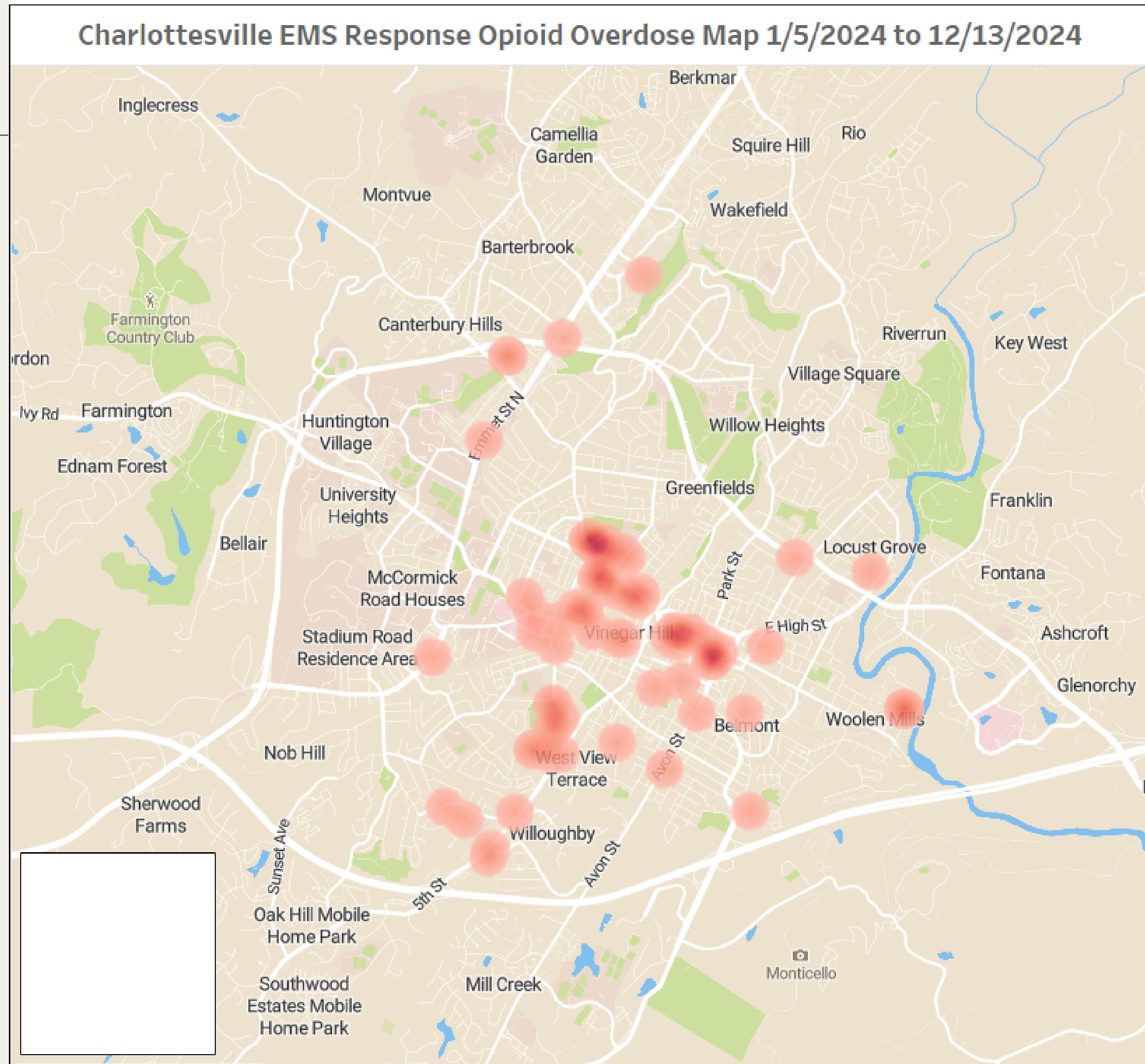
OVERDOSE  
HEAT MAP  
2022-2025

Charlottesville EMS Response Opioid Overdose Map 1/14/2022 to 1/28/2025



# HEAT MAP: 2024

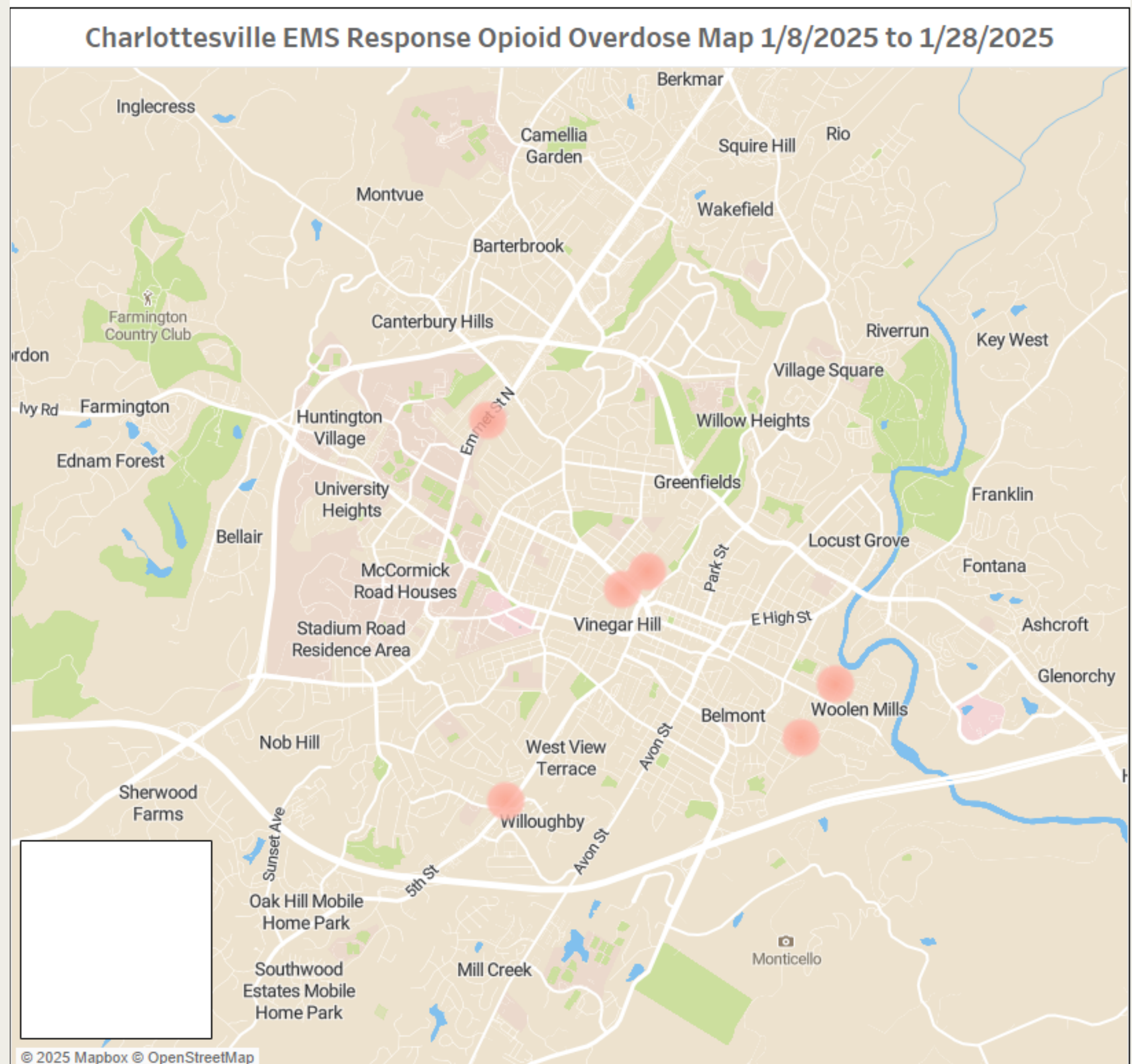
- Map displays a heat map of overdoses in the City of Charlottesville from January 5, 2024, through December 13, 2024.
- Increased incidents for EMS response were located dispersed throughout the city in locations including Woolen Mills, Vinegar Hill, Belmont, and Willoughby.





# HEAT MAP: JANUARY 2025

- INCIDENTS CONTINUE TO OCCUR IN AREAS OF PAST RESPONSES IN PRIOR YEARS



# EXPLAINER: VDH COMPREHENSIVE HARM REDUCTION

## Comprehensive Harm Reduction (CHR)

- It is a set of public health services focused on reducing the negative impact of drug use through:
  - Disease Prevention
  - Overdose Prevention
  - Death Prevention

## Services may include:

- Naloxone Distribution
- Education
- Peer Support
- Safe syringe exchange
- HIV/Hepitatis Testing
- Connections to Medical Care

VDH Certified Harm Reduction Sites also protect clients from prosecution for possessing drug paraphernalia given to them through the program. Charlottesville does not have a CHR Site at this time, and therefore, no suggestions focused on syringe exchange or testing are being considered at this time.

Select Visit Start Date  
8/1/2024

Select Visit End Date  
12/31/2024

?

**13,734** CHR visits were attended by **3,599** clients  
between **8/1/2024** and **12/31/2024**

During these visits:

**57,325** condoms  
were distributed

**95.3%** of clients  
received CHR  
counseling

Naloxone kits were  
given to **2,492** clients

**1,266** overdose reversals  
were reported by **891**  
clients

## Referrals & Linkages to Services

	<i>total clients receiving referrals</i>	<i>total referrals</i>	<i>services received</i>
Naloxone	1,869	3,676	4,792
Other	825	1,484	1,117
Fentanyl Test Strips*	1,835	4,261	5,061
HIV Test	607	838	327
Hep C Test	605	822	322
Mental/Substance Treatment	233	455	1,067
Social Services	272	548	923
Hep A&B Vaccine	64	71	0
Family Planning	159	324	111
STD Test	109	118	23
Hep B Test	123	132	33
Medical Care	65	79	6
Hep C Treatment	141	154	129
Health Insurance	21	25	4
TB Test	78	87	0
PrEP	74	82	29
HIV Treatment	76	85	16
Transportation	53	69	48
nPEP	1	1	1

Data last refreshed 9/16/2024

\*new variable as of 12/2021