

OFR Evaluation: Resources and Practical Steps for Implementation

Overdose Fatality Review

August 17, 2022



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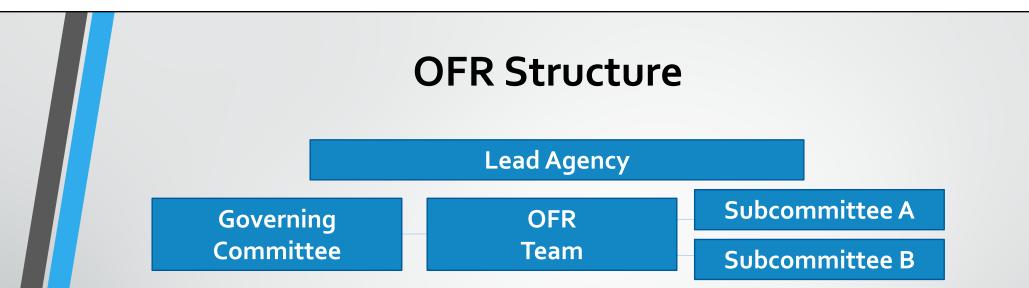
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OFR Overview

- OFRs involve analysis and review of aggregate data to understand overdose trends, select cases to review, and provide context for case findings and recommendations
- OFRs involve a series of confidential individual death reviews by a multidisciplinary team to effectively identify system gaps and innovative community-specific overdose prevention and intervention strategies
- These recommendations are presented to a governing committee that supports and provides resources for the implementation framework for accountability for action



OFR Team: Multidisciplinary team that reviews a series of individual deaths to identify systemlevel missed opportunities for prevention and intervention

Lead Agency: Oversees the OFR team coordination and provides administrative support **Subcommittees:** Focuses attention on a recommendation or need, such as case selection

Governing Committee: Supports and provides resources to implement recommendations generated from case reviews

Overdose Fatality Reviews Evaluation Profile

Program Evaluation Team, Division of Overdose Prevention at CDC August 17, 2022

The findings and conclusions in this presentation are those of the authors and do not necessarily represent the official position of the Centers for Disease Control and Prevention.

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CDC Injury Prevention | Page 9

Why are the evaluation profiles needed?

Relatively new field of overdose prevention

Many evaluators lack knowledge about available data sources

□ Facilitation of CDC's evaluation technical assistance provision

Support development of future performance measures

Evaluation Profiles

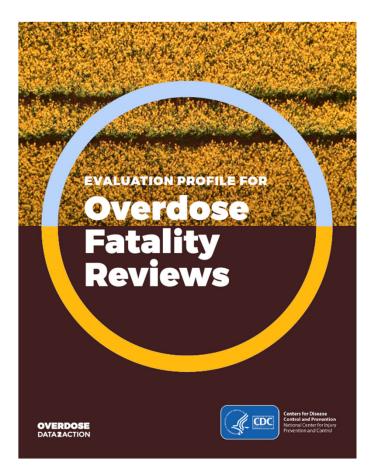
- 1. Public Health Surveillance
- 2. Linkage to Care
- 3. Technical Assistance to Disproportionately Affected Communities
- 4. Academic Detailing
- 5. Naloxone Distribution
- 6. Overdose Communication Campaigns
- 7. Prescription Drug Monitoring Program Data Use
- 8. Overdose Fatality Reviews



Use and Impact: CDC Evaluation Profiles Website

| Drug Overdose | | | | | | |
|---|---|----------|--|--|--|--|
| CDC > Injury Center > Drug Overdose > Over | rdose Data to Action | 6 | | | | |
| ♠ Drug Overdose | OD2A: Evaluation | | | | | |
| Drug Basics | OD2A-funded jurisdictions work to monitor and evaluate their surveillance and prevention efforts. Jurisdictions work | | | | | |
| Overdose Prevention | collaboratively with CDC to evaluate the implementation and impact of each of the <u>OD2A strategies</u> . The evaluation of these efforts is essential to ensure program fidelity, efficacy, and efficiency. | | | | | |
| Nonfatal Drug Overdoses + | | | | | | |
| Drug Overdose Deaths + | Evaluation Profiles | | | | | |
| US Opioid Dispensing Rate Map Overdose Data to Action — | The following OD2A evaluation profiles can be tailored to the evaluation needs of programs and initiatives to ensure they are implemented effectively for desired outcomes. The profiles contain guidance on the types of evaluation questions, indicators, data sources, and data collection methods that can be used to evaluate the specified topics and activities. State and local health departments, community-based organizations, medical and healthcare professionals, and program managers can use these profiles to determine how well programs and initiatives are being implemented and the | | | | | |
| About OD2A | effectiveness on desired outcomes. | | | | | |
| Surveillance | Disproportionately Affected Communities | | | | | |
| Prevention | Technical Assistance to Disproportionately Affected Communities 🖪 [PDF – 5 MB] | | | | | |
| Evaluation | Health departments provide technical assistance to stakeholders to enhance their capacity to | _ | | | | |
| Impact | understand and interpret local overdose trends and burden; identify populations or communities most impacted; and select and coordinate implementation of appropriate evidence/practice-base interventions to respond to their community's needs. | | | | | |
| Funded Jurisdictions | anterventions to respond to their community's needs. | | | | | |

Overdose Fatality Review Evaluation Profile



Purpose of the Evaluation Profile

This evaluation profile **PROVIDES GUIDANCE** to support CDC's funded entities¹ in designing evaluations of their PDMP data use to inform clinical practice and improve patient safety. This resource is meant to demonstrate how evaluations can be conducted, in many cases using existing programmatic data, to produce actionable and timely findings to inform program managers and stakeholders about how well initiatives are being implemented and how effective they are at bringing about desired outcomes. This profile provides guidance on the types of evaluation questions, indicators, data sources, and data collection methods that may be used to evaluate PDMP data use to inform clinical practice and improve patient safety.

OFR Core Components

OVERDOSE DATAZACTION

The OFR core components listed here are adapted from the Overdose Fatality Review Practitioner's Guide to Implementation and include:

1. Convening an OFR committee:

- Establish an OFR structure and operating protocols¹⁷ The structure should include a governing committee,¹¹ lead administrative agency, OFR leadership team,¹⁰ OFR team subcommittees,¹¹ and protocols for operation. OFR teams include individuals who can share information about a decedent, or contribute to the analysis of available data to make recommendations for interventions that will prevent future overdose deaths.
- → Establish a strong working relationship with the medical examiner/coroner to ensure access and sharing of information relevant to OFR cases.
- → Determine OFR team members¹⁷ and ensure multi-sector membership.
- → Establish data use agreements with OFR team members and their agencies.¹⁶
- → Train OFR team on local death investigation process and data available from medical examiners/coroner's office, local law enforcement agencies, and others.¹⁹
- 2. Planning and holding an OFR meeting:
- → Establish an annual meeting schedule and identify a location conducive to equal and easy participation²⁰ for all OFR members.
- Select cases for review, request case information, recruit case specific OFR participants and distribute case information to OFR participants. Case-specific OFR participants may include family members and friends of the decedent.
- Prepare for the meeting:
- Email a reminder with brief case summary; list of meeting participants; and meeting date, time, and location should be sent to participants two weeks prior to the review.
- Members review the case information, consider implications of each case, identify agency contacts, complete agency-specific data form(s), and take notes prior to the meeting.

iii. Invite guests to meet to provide additional case information and insight (e.g., case workers, first responders, family members of decedent).

Overdose Fatality Re

- iv. Collect data before the OFR meeting (e.g., initiate a case, request case information, conduct interviews with family members and close friends of the decedents and synthesize findings, review records with relevant partners, manage records, and research, and summarize case information).
- v. Create individual meeting agendas. The agenda should include these topics: review of ground rules and confidentiality, case presentations, agency report outs, case summary and timeline, recommendations, a summary and adjournment.
- → Facilitate the OFR meeting so that discussions are fruitful, and members feel safe. Facilitators use a variety of engagement methods to move the group from information sharing to problem solving.
- → Recap the meeting discussion case information, and recommendations; outline post meeting tasks to ensure momentum is maintained, request comments on how to improve the review process (e.g., new members to include, core partner routinely absent, etc.); and adjourn.

3. Systematizing OFR data collection:21

- → Collect data during the OFR meeting, such as agency report-outs and an in-depth case review discussion. After the meeting, additional data entry may occur to clarify any confusing or missing information.
- Account for agency-specific data. Each agency participant will likely have additional information to share at the review as the case is discussed. For example, the partner may be asked detailed, clarifying questions by team members. To get the most out of the meeting, it is helpful for participants to bring supplemental records or information to

OVERDOSE DATAZACTION

the review. The participants may need to refer to these materials throughout the meeting to answer more in-depth questions.

- Ensure all case data are entered accurately and consistently.²⁷
 Each jurisdiction is responsible for managing data collection and data entry. Depending on the size of the jurisdiction and the resources available, this role may be staffed or delegated to someone other than the OFR facilitator.
- Develop, secure, and maintain a data collection system.²³

4. Building a recommendation plan:

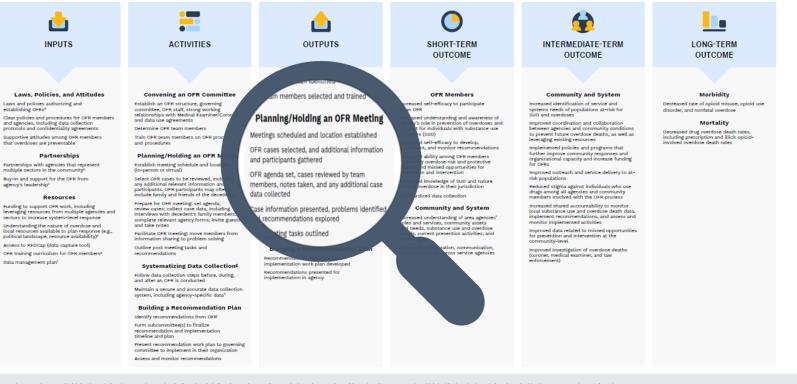
- Identify recommendations during the OFR review and form a subcommittee to finalize recommendations.²⁴ Overdose fatality review teams may generate a variety of recommendation types across the continuum of care or systems. The OFR facilitator documents initial recommendations in the meeting minutes and recommendations database.
- Form subcommittee(i) to further develop actionable recommendations (e.g., practice or policy changes in systems of care). Creating subcommittees to focus and implement specific recommendations can maintain momentum by building sustained internal and external support for the strategy.²⁰
- → Develop a work plan and implement recommendations.²⁶
- Present the recommendation work plan to the governing committee for discussion and implementation in corresponding organization(s).
- Assess and monitor recommendations. Plans for assessing and monitoring recommendations need to be developed at the beginning of the initiative. Stops to regularly update and track the status of recommendations include giving status update, reporting to the OPR facilitator, and tracking the status of recommendations.



Overdose Fatality Re

LOGIC MODEL Overdose Fatality Reviews (OFRs)

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Currently, 12 states have passed legislation that authorizes them to conduct overdose fatality review, including Aritona, Delaware, Indiana, Maryland, New Hampahire, North Daktar, Gikahoma, Pernolyania, Rhode halard, Vigrinia, Utah, and West Vigrinia. Due to be charging policy landscate, additional states may have passed legisliaon insteads to Oris since this logic model was developed. Mild: Ori Hegisliaot in an input in the OPR evaluation lagic model, some pindschors are conducting OPRs without this legislation. Justifications vibious flegislation use data use agreements at the the advallage parameters for the findballage parameters for the informational parameters are in the reviews.

^b Sectors include law enforcement, health departments and commissions, justice departments, medical examiners/coroners' offices, corrections, local and state government, education, hospitals and healthcare agencies, hebailoral health agencies, and research. ^c He agency would need to be willing to have a representative at the OFR and enact recorrecteditions from the OFR.

⁴ Evidence-Based Strategies for Preventing Opioid Overdose: What's Working in the United States.

Recommended trainings include "Partnerships for Prevention: OFR 101" webbrar; "Overcoming stigma, ending discrimination;" Why addiction is a
 'disease' and why it's important; and "Social Determinants of Health: Know What Alfects Health.

¹ COC requires recipients who collect or generate data with federal funds to develop, submit, and comply with a data management plan (DMP) for each collection or generation of public health data undertaken as part of the award and, to the extent appropriate, provide access to and archiving/long-term preservation of collected or generated data. For one information plane see, SOC: SMP policy.

8 Creating an OFR meeting plan and systematizing OFR data collection should happen simultaneously and in tandem.
^b OFR teams may want to use the OFR Standard Database Template, a REDCap database that allows local OFR teams secure access.

Ore serving many lots of the OFR submark character impring, a reacting database that allows local OFR teams secure access, the Recommendations will vary based on the local constant and bound be tailored appropriately. Examples of the various types of recommendations could include systemic (adversing a gap, weakness, or problem within a particular system) or arrows system), population-specific, assessing or research-related, quality improvement, priority recommendation (focus on during a specific time period), primary secondary, or testing prevention.



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Context and Fidelity

OVERDOSE DATAZACTION

Context

Evaluation Ouestion

What factors affect implementation and maintenance of an OFR?

What is the overdose and/or opioid misuse burden in the jurisdiction?

Sample Indicators

- Laws, Policies, and Attitudes
- → Description of laws and policies authorizing and establishing OFRs
- → Description of clear policies and procedures for OFR members and agencies, including data use agreements and collection and storage protocols
- → Description of attitudes among OFR members about whether overdoses are preventable

Partnerships

- → Description of the jurisdiction's experience with fatality reviews (e.g., homicide, maternal/child/infant)
- → Description of existing multisector partnerships that address overdose prevention and/or substance use disorder within the community
- → Description of existing level of trust between and amongst potential OFR partners
- → Description of buy-in and support for the OFR from agency's leadership and staff

Resources

- → Description of funding and in-kind support of the OFR, including resources from multiple agencies and sectors to increase system-level response (e.g., staff time, meeting space)
- → Description of the nature of overdoses and drug use trends in jurisdiction
- → Descriptions of overdose prevention activities in the community (e.g., naloxone distribution, opioid prescribing behavior, access to treatment)
- → Description of community perceptions and acceptance of evidence/practice-based interventions and strategies²⁷
- → Description of OFR training curriculum for OFR members
- $\rightarrow~$ Description of technical assistance needs of OFR members or additional technical assistance provided to members

DATA SOURCES

Jurisdictional/state laws and policies Data use agreements

> Vital statistics data, public health data (e.g., HealthData. gov, Community Health Status Indicators, National Survey on Drug Use and Health, Data gov) prescribing data

- OFR team members Stakeholders (e.g., partners, agency leaders and staff)
- Administrative data for OFRs, including data collection protocols and training curricula
- Available peer-reviewed literature

Existing resource: **Overdose Fatality** Review Practitioner's Guide to Implementation

DATA COLLECTION METHODS Environmental scan

Document review

- Focus groups, interviews, or surveys Informal discussions
- with OFR members and stakeholders Literature review

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Fidelity

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There may be circumstances in which strict fidelity to the original plan may actually work against an intended outcome. In this case, adaptation is necessary and expected. Tracking fidelity and purposeful/data-informed deviations are important for understanding implementation; however, strict fidelity should not supersede necessary adaptations that will facilitate outcomes.

Evaluation Questions

To what extent was the OFR Practitioner's Guide to Implementation model adhered to?

To what extent was the OFR program adapted during implementation? Why was it adapted? Did this adaptation result in improvements?

Sample Indicators

Overall

- → Description of how adherence to the OFR Practitioner's Guide
- Description of changes/adaptations to the OFR overtime

DATA SOURCES OFR team members

Process Evaluation

DATA COLLECTION METHODS

- Discussions with
- OFR members
- Scan of administrative data/meeting notes

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- to Implementation model was followed by the jurisdictio
- → Description of how adaptations led to improvements

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Implementation and Individual-Level Change Outcomes

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Implementation

Evaluation Questions

To what extent was the OFR implemented and maintained?

What factors facilitated and/or hindered the OFR? What lessons were learned from OFR that can inform other OFRs?

Sample Indicators

- OFR Committee
 - → Description of OFR protocols and organizational structure (e.g., meeting scheduling, facilitation, data sharing)
- (e.g., meeting scheduling, facilitation, data sharing)
 → Descriptions of OFR members and advisory committee members
- Descriptions of Ork members and advisory committee memory
 Description of facilitator (e.g., agency representative and paid
- facilitator) and their roles/responsibilities
- → Description of the level of cooperation and coordination the OFR has with the medical examiner/coroner in their jurisdiction
- → Description of the ability of OFR members and agencies to share data and case information
- Descriptions of membership sustainability plan (e.g., recruitment, retention, and attrition of OFR members and advisory committee members)
- → Description of efforts to address OFR member burnout or compassion fatigue
- Number and percentage of OFR members who are satisfied with the OFR operation (e.g., membership composition, data collection and maintenance system, meeting facilitation, and recommendation planning and monitoring) and its ability to enact change

Plan/Hold an OFR Meeting

- → Description of meeting schedule and location (in-person or virtual), including any additional participants
- \rightarrow Description of selection criteria for OFR cases to be reviewed
- → Description of the OFR meeting preparation (e.g., agenda setting, case review, case data collection, relevant agency form completion, and note taking)
- Description of how stigma reduction is incorporated into OFR meetings
- Number and percentage of OFR members who report that meetings are effectively and efficiently conducted (e.g., members have access to necessary data and core OFR representatives are available to fill in knowledge gaps)

DATA SOURCES

- OFR team members
- Administrative records (e.g., meeting agendas, meeting notes, post meeting tasks and recommendations, progress reports)
- OFR data collection systems
- Stakeholders (e.g., partners, agency leaders and staff)

DATA COLLECTION METHODS

- Discussions with OFR members
- Document review of administrative records (e.g., meeting agendas, meeting notes, post meeting tasks and recommendations, procress reports)
- Review of OFR data collection systems
 Formal or informal conversations with stakeholders
- with stakeholders (e.g., partners, agency leaders and staff)

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Individual-Level Change Outcomes

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Evaluation Question

To what extent did OFRs produce or contribute to the intended individual-level outcomes?

For whom, and in what ways, did individual-level changes (e.g., knowledge, skills, intention, selfefficacy, behavior) occur based on establishing OFRs?

Short-term Sample Indicators

➤ members → Increased knowledge of substance use disorder and nature of

- drug overdose in their jurisdiction
- → Increased self-efficacy to participate in an OFR
- → Increased understanding and awareness of their agency's role in prevention of overdoses and support for individuals with substance use disorders (SUD)
- → Increased self-efficacy to develop, implement, and monitor recommendations in their agency
- Increased ability among OFR members to identify overdose risk and protective factors and missed opportunities for prevention and intervention

DATA SOURCES

- OFR team members
 Stakeholders
- (e.g., partners, agency leaders and staff)

DATA COLLECTION METHODS

 Surveys with OFR members and/or stakeholders (e.g., pre-post survey on awareness, knowledge, attitude, and intention)

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 Interviews with OFR members or stakeholders

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| Contributors to C |)FR Evaluation Profil | е |

Our work continues...

Profiles in development



Peer support services



Non-fatal post overdose outreach programs involving public safety (EMS, police, and other first responders)



Harm reduction

Future profile



Overdose prevention coalitions

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Thank you!



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Questions?

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Lexington County, SC Overdose Fatality Review Evaluation

Christina Galardi, MPH, MCRP Public Health Analyst Overdose Response Strategy CDC Foundation



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What is the Overdose Response Strategy (ORS)?

The Overdose Response Strategy is an unprecedented and unique collaboration between public health and public safety, created to help local communities reduce drug overdoses and save lives by sharing timely data, pertinent intelligence and innovative strategies.

OVERDOSE RESPONSE STRATEGY

PUBLIC HEALTH | PUBLIC SAFETY | PARTNERSHIP





COLLABORATE across public health and public safety sectors



SHARE data, insights, and trends we are seeing related to drug overdose in our communities



INFORM AND HELP local communities develop local solutions to reduce overdoses and save lives

ORS Program Strategies



Share data systems to inform rapid and effective community overdose prevention efforts.



Support immediate, **evidence-based response** efforts that can directly reduce overdose deaths.



Design and use promising strategies at the **intersection of public health and public safety**.

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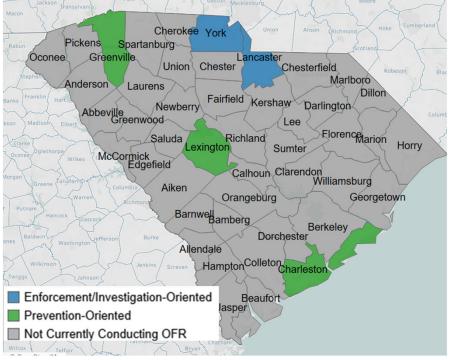
Use effective and efficient **primary prevention** strategies that can reduce substance use and overdose long term.

ORS Teams



DIO Contributions to Overdose Fatality Reviews (OFRs) in SC

- NYC RxStat visit, brought to Charleston with Addiction Crisis Task (ACT) Force
- Participation in OFRs
- Support for representation, information-sharing



Counties participating in OFR

PHA Contributions to OFR in SC

- Project management tool
- White paper
- Retrospective pre/post-evaluation

| Overdose Fatality Revie | ew | | | | | |
|--|--------------|---|--|----------|----------|----------|
| EXAMPLE County | | | | | | |
| Project Coordinator: | | | Project Start Date: 1/4/2021 | | | 2021 |
| Facilitator: Data Manager: | | Show so | hedule starting at Day: | 0 |] | |
| Task/ Milestone Description | OFR Guide | Assigned To | Comments | Progress | Start | No. Days |
| OFR Orientation | | | | | | |
| Review Module 1: OFR Member Recruitment | pp. 4-12 | Facilitator, Coordinator | More on this module at COSSAP OFR website: https://www.cossapresources.org/Tools/OFR/R ecruit | 100% | 1/4/2021 | 1 |
| Review Module 2: Planning OFR Meetings | pp. 13-18 | Facilitator, Coordinator | More on this module at COSSAP OFR website: https://www.cossapresources.org/Tools/OFR/PI an | 100% | 1/5/2021 | 1 |
| Review Module 3: Facilitating OFR Meetings | pp. 19-27 | Facilitator, Coordinator | More on this module at COSSAP OFR website: https://www.cossapresources.org/Tools/OFR/F acilitate | 100% | 1/6/2021 | 1 |
| eview Module 4: Collecting Data | pp. 28-31 | Facilitator, Coordinator, Data Manager | More on this module at COSSAP OFR website: https://www.cossapresources.org/Tools/OFR/C ollect | 0% | 1/8/2021 | 1 |

<u>https://www.cossapresources.org/Content/Documents/OFR/</u> OFR Project Management Template.xlsx

Lexington County, OFR Overview

- National Association of County and City Health Officials (NACCHO) / CDC Overdose Response Strategy pilot project
- First prevention-oriented overdose fatality review (OFR) in South Carolina following Bureau of Justice Assistance (BJA) COSSAP standards

Lexington County OFR Member Organizations



Design: Member Evaluation Survey

- Retrospective pre/post survey in August 2021 after five months of case reviews
- Sample: 11 OFR members representing first responders, health/treatment, criminal justice, and coroner's office
- 20 questions with scales and open-ended response assessing outcomes from CDC OFR Evaluation Profile
 - Paper-based, distributed at in-person meeting
- Aims:
 - Measure change at the individual and community/systems level based on data sharing activity/Overdose Fatality Review
 - Gather feedback on how to proceed following grant period

CDC OFR Evaluation Profile Crosswalk

| Survey Questions | Evaluation Profile Individual-Level Outcomes | | | | |
|------------------------|--|--|--|--|--|
| Q9 & Q10 | Increased knowledge of substance use disorder and nature of drug overdose in their jurisdiction | | | | |
| Q1 Q2 & Q3 | Increased self-efficacy to participate in an OFR Increased understanding and awareness of agency's role in prevention of overdoses and support for individuals with substance use disorders (SUD) | | | | |
| Q11 & Q12 | Increased self-efficacy to develop, implement, and monitor recommendations | | | | |
| Q5 & Q6 | Increased ability among OFR members to identify overdose risk and protective factors and missed opportunities for prevention and intervention | | | | |
| | Standardized data collection | | | | |
| | Community and Systems-Level Outcomes | | | | |
| Q13 & Q14 Q15 & Q16 | Increased identification of service and systems needs of populations at-risk for SUD and overdoses Improved coordination and collaboration between agencies and community conditions to prevent future overdose deaths, as well as leveraging existing resources | | | | |
| | Implemented policies and programs that further improve community responses and organizational capacity and increase funding for OFRs Improved outreach and service delivery to at-risk populations | | | | |
| | Reduced stigma against individuals who use drugs among all agencies and community members involved with the OFR process | | | | |
| | Increased shared accountability to monitor local substance use and overdose death data, implement recommendations, and assess and monitor implemented activities | | | | |
| | Improved data related to missed opportunities for prevention and intervention at the community level | | | | |
| | Improved investigation of overdose deaths | | | | |

Change in Individual-Level Outcomes



Source: The Courage Center CORE Final Report, 2021

Individual-Level Outcomes: Descriptive Response

- Identification of missed opportunities:
 - Appropriate follow-ups/referrals and better resources/outreach most commonly identified
- Knowledge gained:
 - Understanding prescription drug misuse
 - Trends in overdoses and specific substances
 - How first responders and mental and behavioral health professionals interact with individuals with substance use

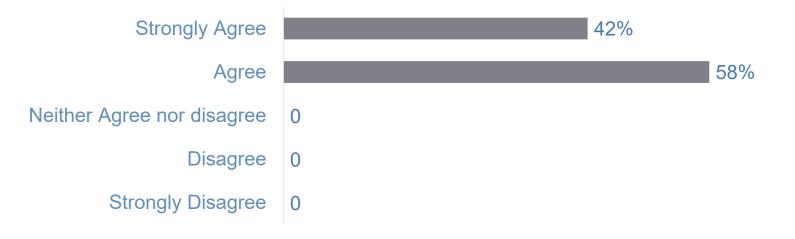
Risk and Protective Factors Identified

- Socioeconomic status
- Education level
- Family history/relationships, home environment
- Social support
- Mental and physical health
- Insurance coverage

- Presence/absence of Adverse Childhood Experiences (ACEs)
- Access to transportation
- Knowledge for navigating resources
- Availability of local community treatment and recovery resources

Change in Community/Systems Outcomes

The OFR increased members' identification of service and system needs of populations at risk for substance use disorder and overdoses.



Change in Community/Systems Outcomes

The OFR improved coordination and collaboration between agencies to prevent future overdose deaths and leverage existing resources.



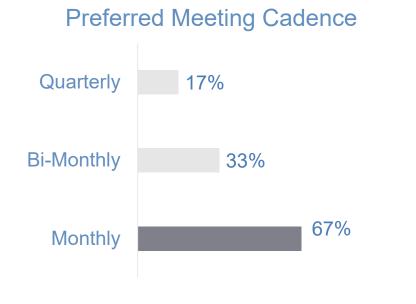
"We are beginning to have conversations, collectively across multiple agencies, when this was not happening before the OFR committee. The coordination and collaboration process has begun."

- OFR First Responder Participant



OFR Continuation

- All responses recommended for OFR to continue past the grant period
- Most participants recommended continuing to meet monthly (multiple preferences could be selected)
- Group voted to maintain monthly cadence



Next Steps

- Use evaluation results to foster resources and support for development of prevention-focused OFRs in South Carolina
- Validate the instrument by replicating in other counties and states

Questions?

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