

Custer Health
For a healthier way of life.

Syringe Exchange Program Plan

*Implementation and Evaluation Plan
December 2017*

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Mandan, ND 58554

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Executive Summary

Custer Health is local public health unit that serves five counties in North Dakota including Grant, Morton, Mercer, Oliver and Sioux. Services offered at Custer Health include immunizations, HIV testing, Hepatitis C testing and STD testing, treatment and education.

Vision Statement

“For a healthier way of life”

Mission Statement

“Ensuring a healthy community through promotion, protection and prevention.”

Keys to Success

Custer Health will operate the first syringe exchange program (SEP) in North Dakota. The SEP is a . a community-based public health program that provides comprehensive harm reduction services including:

- Sterile needles, syringes, and other injection equipment
- Safe disposal containers for needles and syringes
- HIV and hepatitis testing and linkage to treatment
- Education about overdose prevention and safer injection practices
- Referral to substance use disorder treatment, including medication-assisted treatment
- Referral to medical, mental health, and social services
- Tools to prevent HIV, STDs, and viral hepatitis including counseling, condoms, and vaccinations

Benefits to the Community

SEPs provide several benefits to the community. SEPS increase the number of individuals who enter treatment programs. People who inject drugs (PWID) are 5 times as likely to enter treatment for substance use disorder and more likely to reduce or stop injecting when they use a SEP. Also, SEPs reduce needlestick injuries in the community. One in three officers may be stuck with a needle during their career. Increasing safe disposal also protects the public from needlestick injuries. SEPS do not increase local crime in the areas where they are located. SEPs can also reduce overdoses deaths by teaching PWID how to prevent and respond to drug overdose. They also learn how to use naloxone, a medication used to reverse overdose. SEPs reduce new HIV and viral hepatitis infections by decreasing the sharing of syringes and other injection equipment. About 1 in 2 young PWID (aged 18-30) in the U.S. have hepatitis C. Also, SEPs save health care dollars by preventing infections.

Reference: <https://www.cdc.gov/hiv/risk/ssps.html>

Custer Health SEP

Location

403 Burlington St SE
Mandan, ND 58554

Primary Point of Contact

Jodie Fetsch, RN
Director of Nursing
701.667.3370
jfetsch@custerhealth.com

Additional Staff & Responsibilities

Denise Cochran, RN
Rebecca Nielsen, RN
Jennifer Pelster, RN

Medical Director & Program Oversight

Dr. Tom Kaspari

Program Start Date

Anticipated: January 2, 2018.

The program was authorized by the North Dakota Department of Health on ####.

Public Support

Public Hearing

To ensure the community approves of Custer Health operating a SEP, Custer Health has held several community gatherings.

On November 21, 2017 a neighborhood meeting was held. Surrounding businesses including, but not limited to, Dan's Supermarket, Burlington Northern, Gateway Pharmacy, Centre INC, MVP, Petro, Spirit of Life Church were notified of this meeting with a flyer and/or verbal invitation. Also, notice was given near the mail stop to make local residents aware of the meeting. There were no attendees of this meeting.

On December 5th, the Director of Nursing presented to the Mayor's Gold Task Force. This is a group comprised of local law enforcement, substance abuse treatment centers, homeless coordinators and public and private healthcare providers focused on how to coordinate the local opioid response.

On December 8th, Custer Health had a staff meeting. At this meeting Tyler Auch presented. Tyler Auch is a former person who used drugs. He shared his story and discussed why this program is needed in the community. The outcome was overall positive and educational.

On December 12th, a community meeting was held. There were over 30 attendees at this meeting in person as well as 100 views on Facebook Live. Jeremy Kelly from the Fargo-Moorhead Good Neighbor project presented on how a syringe exchange program could work in a community like Mandan. He discussed how much drug use and substance use affects the entire community and how building relationships with substance users could help the overall health and safety of the community. There were individuals who had concerns about security and safety of the public health unit staff. These issues of course have merit, however, we have an established relationship and a safety plan to ensure optimal safety.

Public Support

Custer Health has assured cooperation from the Mandan Chief of Police, Jason Ziegler under state law. He has reviewed and approved the agency security plan.

Public Education

To provide education to current Custer Health clients and others, Custer Health has business cards for the SEP program. These cards describe the program location, operation days and hours as well as services provided. Business cards will be distributed to individuals seeking services at Custer Health, partnering agencies and law enforcement.

Custer Health will continue to provide education to the public and surrounding businesses on the status of our program. Educational topics will include information on what to do when needles are

found in the community, on how SEP programs are improving the health of those who inject drugs in the community among other topics.

Social media as well as Good Health TV will be utilized to relay this information to the public.

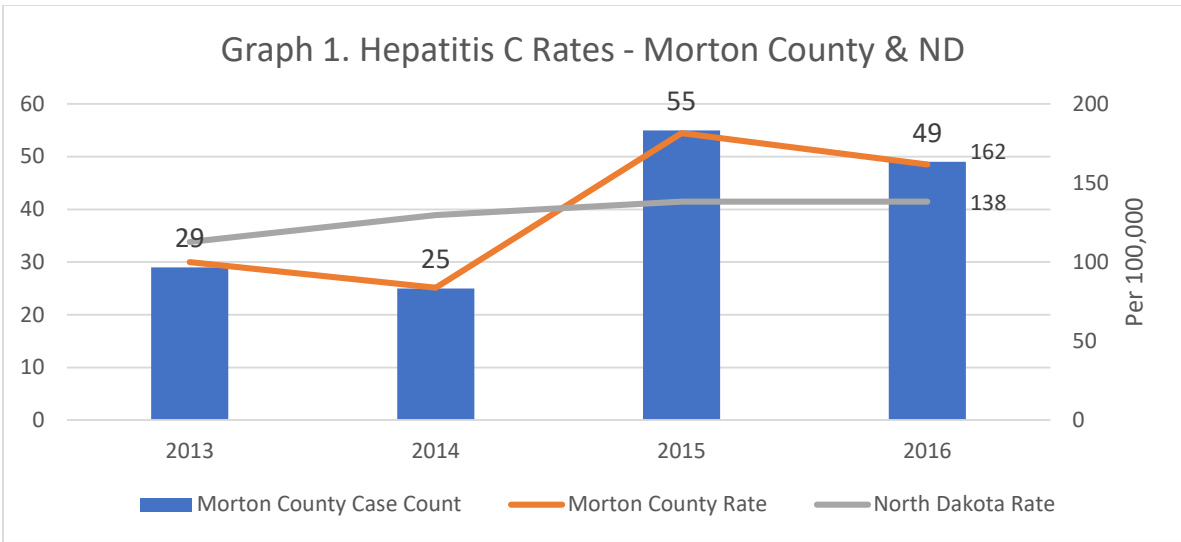
Partner Agencies

Custer Health has partnered and provided education to the following agencies or groups of individuals: Northland Community Health Center (Bismarck, ND), Heartview (Bismarck, ND), Coal Country Community Health Center Suboxone Program (Beulah, ND), Mandan Police Department, Morton County Sheriff's Department, Metro Ambulance, Gateway Pharmacy in Mandan and the Mayor's Gold Task Force. Other partners that will continue to be engaged include Emergency Departments and other medical providers that see patients that could benefit from services. Partnering agencies will have the opportunity to distribute business cards as needed and offer referrals for syringe exchange services.

Determination of Need

Infectious Disease

SEPs have been shown to reduce new HIV and viral hepatitis infections. In Morton County and other counties served by Custer Health, Hepatitis C infections have been increasing in the past several years (Graph 1).



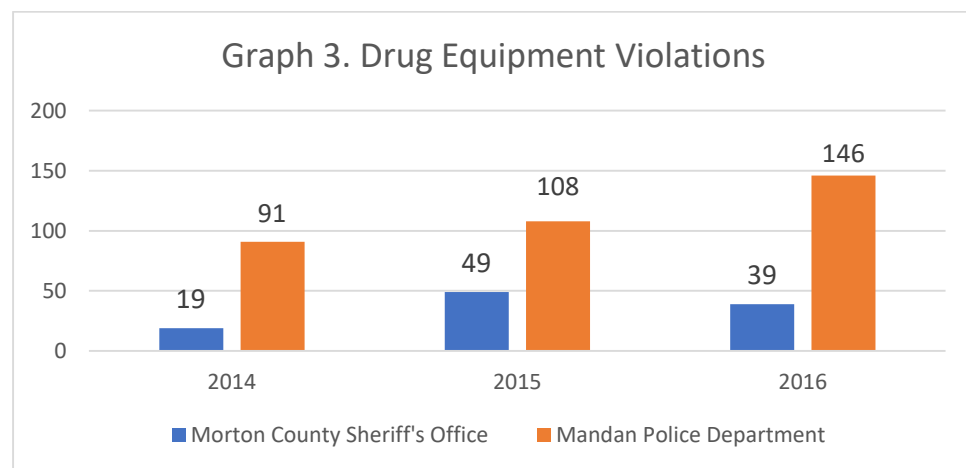
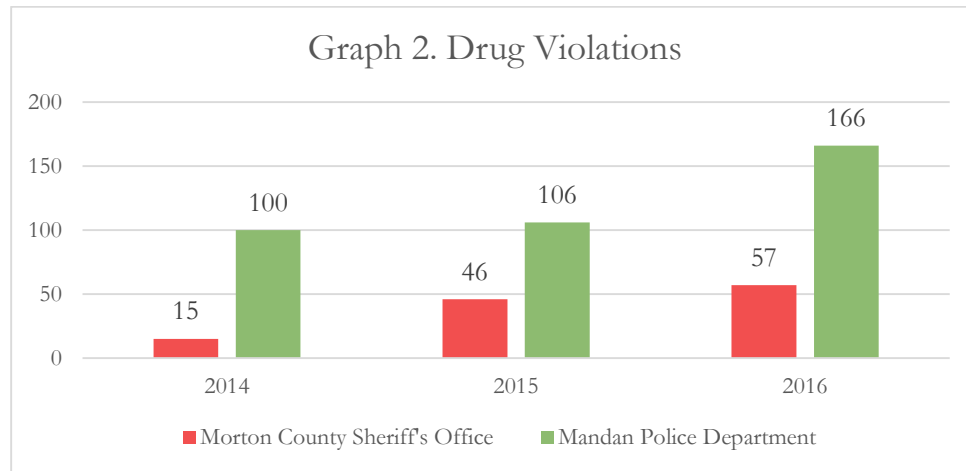
In addition to increases in hepatitis C, North Dakota has also seen an increase in HIV infections. There are 390 individuals living with HIV/AIDS in North Dakota as of December 31, 2016. In 2016, 13 cases of HIV/AIDS live in Custer Health Counties and 53 live in Burleigh County, a neighboring county and sister community. In 2016, there was a report of injection drug use as a risk factor in males and females diagnosed with HIV/AIDS. This risk factor had not been reported in the previous five years. Data is unavailable to determine if the HIV/AIDS cases living in Custer Health counties report injection drug use as a risk factor.

Data Highlights

- Since 2013, Morton County’s hepatitis C case count has more than doubled.
- In 2015, the rate of hepatitis C in Morton County has surpassed the state rate.
- In 2017 (As of December 20, 2017), there have been 42 cases of hepatitis C reported in Morton County.
- Of the 2017 hepatitis C cases that are 35 and younger, 100% of cases that have been interviewed report injection drug as a risk factor
- Of the 104 clients tested through the CTR program at Custer Health Mandan in 2016-2017, 20% report injection drug use as a risk factor and of those, 81% report sharing injection equipment.

Drug Violations

Morton County Sheriff's Office and Mandan Police Department have seen an increase in drug violations and drug equipment violations (does not differentiate between type of drugs or equipment, Graphs 2&3).



Overdose

The Bismarck-Mandan community is experiencing an increase in opioid overdose and death. The community ambulance service, Metro Ambulance Service, reported in August 2017 that they had administered Narcan on a pace that will total 41 times in 2017, which would be almost a 100 percent increase for 2017. In 2016, they had administered only 22 doses.

Custer Health Services

Custer Health has been offering HIV, hepatitis C and STD testing for several years. From offering services to clients, the nurses at Custer Health received community requests for a SEP. There was no formal data collection process, but the high-risk population served by Custer Health has demonstrated interest in a SEP in the community.

Resources

- North Dakota Department of Health, Division of Disease Control.
- Crime in North Dakota Reports (2014-2016). Bureau of Criminal Investigation. Office of Attorney General. Obtained from <https://attorneygeneral.nd.gov/public-safety/crime-data/crime-reports>.

Implementation Plan

Population Served

Any individual age eighteen or older will be eligible to access SEP services. All individuals accessing services will be provided an *Expectations and Responsibilities* document (*Appendix A*). If clients do not follow these or have one of the following, their access to the services may be restricted:

1. Violence, threats to staff, or aggressive/disrespectful behavior
2. Using drugs on the premises and neighboring properties. This includes loitering on our property
3. Drug dealing—including selling or trading exchange supplies
4. Theft or property damage
5. Racist, sexual discrimination, sexually inappropriate actions/language
6. Inappropriate behaviors/language

Funding Sources

The following are secured grant sources of funding for the Custer Health SEP:

1. Regional Resource Network. Funds provided will be used for SEP education for staff, neighbors and the community. SEP ID cards will also be printed with these funds.
2. North American Syringe Exchange Network. Funds provided will be used for start-up kit including syringes, needles, tourniquets, alcohol swabs, Band-Aids and cooking supplies.

State and general funds will be utilized if available to provide services for material disposal, staff salary and fringe, disease education and testing. No state or federal funds will be utilized for the purchase of injection supplies. Additional grant opportunities will be researched to sustain the program. A process will also be developed to accept donations to support the program.

The SEP budget for 2017 - 2018 is included as *Appendix B*. This budget will be updated as necessary.

Location

The SEP will be location at:

Custer Health
403 Burlington St SE
Mandan, ND 58554

Hours:

Tuesday: 1:00 pm to 4:00 pm

Thursday: 1:00 pm to 4:00 pm

The will be a fixed site and no mobile operations will be available. Expansion plans include opening SEPs in Grant, Mercer and Sioux Counties. Nurses will block time in their schedules to operate the

SEP. One nurse will be devoted to the program for each block of time the program is operational. Afternoons from 1:00-4:00 PM were chosen to best ensure that participants would be able to access services when they are available as well as by request by Mandan Police. Business hours ensure there are multiple staff on the premises to ensure optimal safety. Ongoing client satisfaction will be considered to ensure that these times and locations are servicing their needs.

Transaction Model.

One-for-One Plus. This model will provide a greater opportunity for clients to have clean supplies and remove used syringes from the community. In this model, individuals will may receive more than one sterile syringe for each used syringe returned.

Individual syringe needs will be used to determine the number of syringes given at each time of exchange with a maximum number per week at 20 syringes. To prevent resale of supplies on the street, keep costs manageable and provide clean supplies to our clients, 20 syringes was chosen as our maximum amount clients could receive in a week. In addition to syringes, kits received by client will also include a sharps container, alcohol pads, cooking kit (cooker, tourniquet, cotton filers), condoms and wound care kits. Participants will be assessed at each encounter if they need additional supplies and be provided accordingly.

Sharps and Medical Waste Disposal

Policies and procedures are in place to ensure proper disposal of biohazard waste disposal. This is a service that is performed daily at Custer Health. A contracted company provides biohazard waste disposal for Custer Health.

Clients in the SEP program will be provided a biohazard waste container at each visit that will be used to return their used syringes. Clients returning syringes not in a biohazard waste container will be provided gloves and expected to place in a container at the SEP office. SEP staff will not assist or be in physical contact with any used syringes. Packaging of large biohazard waste containers for pick up will be done by the Director Nursing or designated staff.

Additional community safe biohazard waste disposal containers are supplied to the Morton County Law Enforcement center. Full containers are brought to Custer Health for disposal. If funding can be procured, additional sites will be added in the community for disposal. Due to staff capacity, community clean-up will not be a service offered by the SEP. However, education on proper disposal will be provided to the public.

Medical and Supportive Services

The following describes the services offered at the SEP and the frequency in which those services are offered:

Service	Service Frequency	Policy and Procedure
Condoms, Safer Sex Kits, Dental Dams	Offered at each visit.	Bags will be provided with 10 condoms each with no limit on how many can be given. Safer-sex kits and dental dams will also be offered without limit.
HIV and Hepatitis C Testing and Education	All clients will be tested as new clients and then every six months thereafter.	Testing will abide by the CTR program administered by the ND Department of Health. Clients may also be tested outside the SEP hours, as these services are available during regular business hours. Testing will be confidential but names will be collected during testing. Client names will not be associated with the SEP. Routine HIV and HCV will be a requirement of participation.
STDs, (Chlamydia, Gonorrhea, Syphilis) – Testing and Education	All clients will be assessed at a minimum on enrollment and re-enrollment and on an as needed basis.	Testing will abide by the existing Custer Health policies related to STD screening, testing and treatment that the agency uses for all clients. Clients will not be offered this service free of charge.
Prevention Counseling	Occurs each time a client is tested for HIV, hepatitis C, chlamydia, gonorrhea or syphilis.	Nurses are trained in risk reduction counseling. For HIV and hepatitis C, harm reduction strategies will be emphasized.
Referral for HIV PrEP	All clients will be evaluated for HIV PrEP at enrollment and re-enrollment.	Custer Health will refer high-risk negatives based on CDC recommendations to HIV PrEP providers in the area. The North Dakota Department of Health maintains a list of current HIV PrEP providers (www.ndhealth.gov/HIV/CTR).
Hepatitis A and B Vaccination	All clients will be assessed at enrollment and re-enrollment for needed immunizations.	Immunization will abide by the existing Custer Health policies that the agency uses for all clients. Clients may or may not be offered this service free of charge.
HIV – Linkage to Care	All clients who are HIV positive will be assessed for in-care status at each encounter.	Custer Health will ensure referral to primary care and the Ryan White Part B program for all newly diagnosed HIV cases. All known HIV positive clients will be assessed for in-care

		status with each encounter and will be encouraged to achieve viral suppression and how to prevent transmission.
Hepatitis C – Linkage to Care	All clients who are HCV positive will be assessed for in-care status at each encounter.	Custer Health will ensure referral to primary care for all newly diagnosed HCV positive clients. All known HCV positive clients will be educated about treatment options and how to prevent transmission.
Safe Injection Practices Education	All clients will be educated on safe injection practices at enrollment, re-enrollment and as needed.	Custer Health will provide educational materials to clients to ensure that injecting practices are done in a way to prevent wounds, infections and to minimize reuse in possible.
Drug Overdose Training and Response	All clients will be educated on drug overdose response at enrollment, re-enrollment and as needed.	Custer Health is working with the ND Department of Human Services on educational materials to provide to clients on overdose prevention and naloxone administration.
Provide Naloxone Kits	All clients and family members will be provided with one kit at enrollment and will be provided with additional kits as needed.	Naloxone Kits Include: Two (2) vials of naloxone, two (2) 25 gauge 3cc syringes, two (2) alcohol swabs, two (2) pairs of gloves and a step-by-step instruction guide.
Substance Use Disorder Treatment – Referral and Linkage to Care	All clients will be assessed for readiness for substance use treatment at each encounter.	Custer Health has established relationships with local substance use treatment centers and will refer clients to the appropriate location as needed.
Provide or Refer for Medical Care	All clients will be assessed for medical needs at each encounter.	Custer Health will assess the overall health of individuals and will refer to emergency or primary care services as needed.

Any outside referral services will be provided to the client via written documentation (*Appendix C*). Referrals will be assessed at each encounter. A list of referring agencies in the area will be available to the SEP staff (*Appendix D*). The list of referrals will be updated as needed.

In the event of an overdose, all Custer Health staff will be provided training on overdose recognition and training for nursing staff to administer naloxone. Nurses will follow the standing orders for naloxone administration (*Appendix E*).

Client Assessment

All clients will be assessed at their first encounter with an enrollment form (*Appendix F*). An initial flow sheet (*Appendix G*) will also be completed that will document the needed frequency of needed services, including immunizations, testing, etc. that will be utilized for internal documentation on when these services will need to be delivered. This form will also be completed every six months. This form is a more in depth client assessment than what will be assessed at each encounter. At enrollment, clients will be issued and ID card that will identify them as participants of the program.

This ID number will be documented for all encounters at the SEP to ensure that all necessary referrals are made at the appropriate intervals.

Subsequent encounters will be documented utilizing an encounter summary form (*Appendix H*). The information will be documented on a daily log form (*Appendix I*) for entry into a database. This will include all referrals given, tests performed and supplies given. Test results will not be documented with the SEP database; those results will be documented within the electronic medical record program (Patagonia) for Custer Health.

Custer Health has developed a step-by-step encounter flow procedure document. This document is referenced as (*Appendix J*).

Safety Plan

All staff will be trained in appropriate security measures for Custer Health. All staff working at Custer Health are trained at time of hire and on an annual basis. The training is based on the Custer Health Security Plan (*Appendix K*).

Staff Training

Custer Health is partnering with the North Dakota Department of Health to provide sufficient training to employees in Spring 2018. A continuing education program will be determined by Custer Health. The following is a list of trainings that need to be completed by staff of the SEP:

Training Topic	Method of Instruction	Frequency
Standing Orders	Review written documentation.	Annually and upon hire.
SEP Procedures	Review written documentation.	Annually and upon hire.
Harm Reduction 101	In Development.	Annually and upon hire.
Safer Injection Techniques for Clients	In Development.	Annually and upon hire.
Wound Care	Review of the Red Book on Skin and Wound Lesions.	Annually and upon hire.
Referral Procedures	Review written documentation.	Annually and upon hire.
Cultural Diversity Training	In Development.	Annually and upon hire.
Overdose Recognition	In Development.	Annually and upon hire.
Rescue Breathing.	All staff will maintain CPR certification.	Bi-annual recertification.
Naloxone Administration	Review of a video demonstrating naloxone administration. Review written documentation.	Annually and upon hire.

Overdose Prevention and Reversal.	Review standing orders.	Annually and upon hire.
Safe Handling Used Syringes	Review written documentation.	Annually and upon hire.

Documentation will be collected as the nurses complete the training required within an orientation checklist as well as an annual staff training documentation within personnel records.

Evaluation Plan

Short Term Goals and Objectives

By **April 2, 2018**, Custer Health will distribute 100 business cards to clients and partners. These business cards will be used to educate the public about the SEP.

- Metric will Include: Distribution Location (Clients, Partners, Businesses)

By **August 10, 2018**, SEP nurses will have completed the required training.

Long Term Goals and Objectives

By **December 31, 2018**, the SEP will increase the number of individuals served by 25 per year with a goal of 100 clients by 2021.

Evaluation & Reauthorization

The Director of Nursing will be responsible for ensuring the evaluation activities are completed. Evaluation results will be included in the plan each year.

In addition, to the goals and objectives, the Custer Health SEP team will review the SEP policies and procedures at least annually to evaluate for any needed changes. The revised SEP plan will be submitted to the NDDoH for reauthorization yearly in accordance to the NDDoH provided guidance.

Reporting

Reporting to the North Dakota Department of Health

Per North Dakota Century Code, Custer Health will report SEP data semi-annually to the North Dakota Department of Health.

The Director of Nursing will be responsible for ensuring that this reporting occurs. The form, Syringe Exchange Semi-Annual Report (SFN xxxxx - Appendix L) will be submitted each year in January and July. The data due by January 15th is for previous July 1 – December 31. The data due by July 15th is for the previous January 1st – June 30th. The report form will be submitted to disease@nd.gov.

The data reported will include:

- Number of unique participants served during the time period
 - Non-identifying demographic information of participants (age, gender, race, ethnicity, county of residence, substances used, etc.) if collected
- Approximate number of syringes collected
- Number of syringes distributed
- Number of individuals offered or referred to services for:
 - HIV, STD and Viral Hepatitis Testing
 - Addiction Treatment Services
- Number of doses of naloxone distributed
- Number of condoms distributed

To calculate the data for the report, the Director of Nursing will utilize the data management system developed to document SEP information.

Appendix

Appendix A: Client's Expectations and Responsibilities

Appendix B: SEP Budget

Appendix C: Referral Form

Appendix D: Referral Resources

Appendix E: Standing Orders for Naloxone Administration

Appendix F: Enrollment/Re-Enrollment Form

Appendix G: Chart Flow Sheet

Appendix H: Encounter Summary

Appendix I: Daily Log Form and Code List

Appendix J: SEP Procedure

Appendix K: Custer Health Security Plan

Appendix L: Syringe Exchange Semi-Annual Report