

Medications for Opioid Use Disorder (MOUD) in Jails Program

Engrossed Substitute Senate Bill 5693; Section 215(48); Chapter 297, Laws of 2022

December 1, 2022

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Executive summary

Apple Health (Medicaid) is suspended during incarceration. This program covers the cost of evidence-based medications for opioid use disorder (MOUD). Funds are to provide access to MOUD in as many jails as possible across Washington State.

[RCW 71.24.599](#) requires city and county jails to provide medications for opioid use disorder (MOUD) during the time of incarceration and to directly connect incarcerated individuals to an appropriate provider or treatment site prior to release to continue MOUD upon release, subject to funds appropriated by the Legislature, or approval of a section 1115 demonstration waiver.

This initiative is supported through Engrossed Senate Bill 5476 (2021), Section 22(4), Drug Possession-State V. Blake Decision:

The following sums, or so much thereof as may be necessary, are each appropriated: \$2,500,000 from the state general fund for the fiscal year ending June 30, 2022; and \$2,500,000 from the state general fund for the fiscal year ending June 30, 2023. The amounts in this subsection are provided solely for the authority to expand efforts to provide opioid use disorder medication in city, county, regional, and tribal jails.

Engrossed Substitute Senate Bill 5693 (2022), Section 215(48) states:

\$1,400,000 of the general fund—state appropriation for fiscal year 2022 and \$3,600,000 of the general fund—state appropriation for fiscal year 2023 are provided solely for the authority to expand efforts to provide opioid use disorder medication in city, county, regional, and tribal jails. The authority must provide a report to the office of financial management and the appropriate committees of the legislature by December 1, 2021, on the allocation of the fiscal year 2021 funding within this subsection. The authority must provide a report to the office of financial management and the appropriate committees of the legislature by December 1, 2022, on the allocation of the fiscal year 2022 funding and the expenditures and number of individuals served in fiscal year 2021 by location.

The Health Care Authority (HCA) did not receive fiscal year 2022 funding allocations for the MOUD program so there was no progress to report. This report includes both fiscal years 2022 and 2023 funding allocations.

HCA has requested a decision package for the 2023 biennial budget that will continue and expand funding, making MOUD available to the remaining county, city, and tribal jails across the state.

Program update

HCA hired a program administrator in September 2021. A request for applications (RFA) was announced in December of 2021 with a due date for applications of January 28, 2022. Contracts were initiated in March and April 2022.

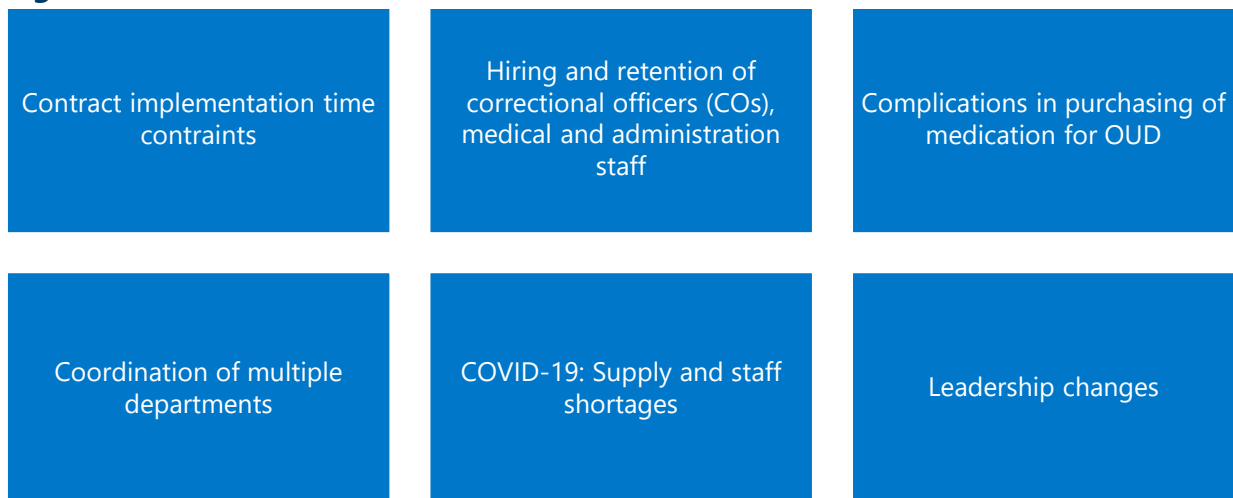
The short timeline proved challenging for partners to startup the program and implement resources dedicated to fiscal year 2022. In order to support the unmet needs, the Legislature moved \$1.1 million to fiscal year 2023.

The program has 15 contracted partners representing 19 jails. This includes 13 county jails, four city jails, a regional jail, and one tribal jail. There were no individuals served or data to report for fiscal year 2021. Data are being collected for services rendered in fiscal year 2022 and fiscal year 2023 and an evaluation will be performed at the end of fiscal year 2023. See [Appendix A for a Washington State Map of contracted jails](#).

- Clark County Sheriff
- Cowlitz County Corrections
- Valley Cities (Enumclaw City Jail)
- Grays Harbor Public Health (Aberdeen, Hoquiam, Grays Harbor)
- City of Issaquah
- Kittitas County Jail
- Nisqually Indian Tribe
- Okanogan County Jail
- Olympic Peninsula Community Clinic (Clallam County Jail)
- Public Health Seattle King County (Seattle/Kent)
- South Correctional Entity dba SCORE
- Pierce County Alliance (Pierce County Jail)
- Walla Walla County Corrections
- Washington Association of Sheriffs and Police Chiefs (WASPC), (Ferry, Island, Stevens County Jails)
- Whatcom County Sheriff's Office (Downtown Jail/Work Center)

The contractors experienced the following barriers during fiscal year 2022, the first year of program implementation:

Figure 1: Barriers to Fiscal Year 2022



Contractors will be operating for the entirety of fiscal year 2023 and all contracts are projected to responsibly spend funds toward implementing, increasing and improving their MOUD programs.

Table 1: Budget allocation for Fiscal Year 2022 and 2023 per contractor

Facility	Budget FY 2022	Budget FY 2023
Clark County Sheriff	\$393,589	\$499,381
Cowlitz County Corrections	\$204,638	\$307,246
Enumclaw Jail Program - Valley Cities	\$152,397	\$244,504

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Grays Harbor Public Health (Aberdeen, Hoquiam, Grays Harbor)	\$131,108	\$758,810
City of Issaquah Jail	\$132,745	\$132,745
Kittitas County Jail	\$271,035	\$252,000
Nisqually Indian Tribe	\$205,000	\$180,000
Okanogan County Jail	\$174,184	\$371,425
Olympic Peninsula Community Clinic (Clallam County Jail)	\$156,820	\$225,016
Public Health Seattle King County (Seattle/Kent)	\$216,500	\$445,000
South Correctional Entity dba SCORE	\$389,567	\$303,500
Pierce County Alliance (Pierce)	\$449,586	\$440,000
Walla Walla County Corrections	\$103,512	\$181,759
WASPC (Ferry, Island, Stevens County Jails)	\$301,166	\$1,342,501
Whatcom County Sheriff's Office (Downtown Jail/Work Center)	\$149,839	\$180,291
UW ADAI (training and technical assistance)	\$145,000	\$195,000
Edifecs	\$205,000	
TOTAL	\$3,781,686	\$ 6,059,180

Training and technical assistance

HCA contracted with the University of Washington Addictions, Drug and Alcohol Institute (UW ADAI) to provide training and technical assistance to all jail partners.

UW ADAI have met one-on-one with the majority of the program partners and continue to provide training and technical assistance.

Technical assistance includes:

- Ongoing guidance and support around medical staff, medication and supplies
- Custody staff
- Systemic needs

UW ADAI conducts monthly MOUD in Jails meetings funded by the Substance Abuse and Mental Health Services Administration's (SAMHSA) State Opioid Response (SOR) grant. All Washington State jails are invited and the MOUD in Jails contractors are attending and participating. This meeting is a great resource and safe place to discuss the unique environment jails face as jails present on their program successes and challenges. Subject matter expert presentations have included:

- The Role of Correctional Officers (COs) in MOUD Programs
- When MOUD Doesn't Go as Planned
- Long-Acting Injectable Buprenorphine (Sublocade®)
- MAT for Fentanyl in Jails

UW ADAI presented the partners with information on medication buying programs through the Minnesota Multistate Contracting Alliance for Pharmacy (MMCAP) and Cardinal Health Pharmacy. Cardinal is an approved wholesale contractor that provides discounts on pharmaceuticals. Many of the partners are now utilizing this program and saving on MOUD purchases.

UW ADAI is creating a training for COs on administering the Clinical Opiate Withdrawal Scale (COWs) assessment.

The MOUD in Jails program administrator is meeting with the State Opioid Treatment Authority, UW ADAI, the DEA, the Washington State Pharmacy Commission, and the Department of Health to discuss barriers and ways to improve access to MOUD in jails.

Standard of care

Core components of the MOUD program were developed by HCA with correctional, clinical expertise. Partners are required to work toward providing the following standard of care:

- Offer the three FDA-approved medications for MOUD: methadone, buprenorphine, naltrexone
- Continue MOUD for those already taking MOUD upon incarceration
- Induce new patients
- Screen for risk of acute withdrawal
- Daily dosing
- Release planning and reentry coordination
- Provide naloxone upon release
- Schedule first community appointment upon release
- Provide sufficient dose of MOUD to bridge patient to first community appointment
- Ensure policies and procedures are in place to mitigate diversion

The standard of care will be implemented through contracts, as the program expands to all Washington state jails to create consistency in care so that incarcerated individuals can continue their MOUD program if transferred to other locations.

Partner updates

Clark County Sheriff's Office (CCSO) jail has applied to the Department of Health to become an Opioid Treatment Program (OTP) as authorized under [WAC 246-341-1000](#). CCSO would be the first correctional facility in Washington State to accomplish this despite the regulatory barriers which make the provision of methadone difficult in jails and prisons.

Cowlitz is offering and providing MOUD after screening for OUD at the time of booking. Services are continued without interruption for incarcerated individuals with a current prescription. Cowlitz presented at the UW ADAI MOUD in Jails monthly technical assistance call on September 13, 2022 and acknowledged that the success of their program was due to legislative funding allowing them to expand and provide better, focused care. The funding has supported the much-needed extra correctional officer and medical staff.

Grays Harbor County Public Health (GHCPH) is implementing the MOUD program in the county jail as well as in the city jails of Hoquiam and Aberdeen. A substance use disorder professional has been hired and GHCPH is finalizing a contract with the MOUD provider for all three jails. GHCPH is breaking down barriers between public health and public safety, while building the foundation for a successful implementation.

City of Issaquah Jail appointed a new medical provider who is working with jail staff to review changes in dosing, medication orders and monthly reporting. The MOUD program is now providing daily dosing with

additional corrections staff available to support the program. The medical provider and pharmacy continue to work through how to best provide bridge medication upon release.

Kittitas County Jail established contracts, licensing and purchasing agreements for MOUD. Kittitas is in the process of increasing peer-to-peer support, hiring nurse and administrative staff while increasing efficiency with technology updates. This jail has prioritized redesigning protocols and procedures to increase the visibility and availability of MOUD to all incarcerated individuals.

Okanogan County Sheriff's Office (OCSO) has a fully executed contract with Ideal Option as the MOUD provider. OCSO has a Minnesota Multistate Contracting Alliance for Pharmacy (MMCAP) membership and created an account with Cardinal to purchase MOUD through the state pricing discount. Delays in starting the program were attributed to staffing issues, competing priorities, limited physical space, and obstacles in contracting with community partners.

Olympic Peninsula is currently providing the MOUD services at the **Clallam County Jail**. The program is staffed but still looking to hire a reentry coordinator. Olympic was able to purchase the MOUD in the first fiscal year. The MOUD in Jail program is gaining more traction within the community as well as with the correctional officers. The correctional officers have been referring more people into the program and have been calling Olympic immediately when someone in the MOUD program is being released, as a measure to ensure continuity of care.

Pierce County Alliance (PCA) is administering the program at the Pierce County Jail, and is partnering with the Tacoma Pierce County Health Department to provide courtesy dosing of methadone. All other jail medical services are provided by Naphcare. Workflows, procedures, and protocols are being developed to ensure a smooth flow of MOUD services to incarcerated individuals.

Nisqually Indian Tribe and HCA are in the final stages of contracting to support the tribal jail MOUD program.

SCORE has increased staffing to expand their MOUD program. Funds are used to purchase MOUD and to purchase items for release kits to assist incarcerated individuals to meet their basic needs upon release. SCORE provides transportation to treatment appointments and safe housing. A body scanner has been added to further screen for drugs and paraphenilia coming into the jail, giving SCORE another opportunity to appropriately identify people who could benefit from the support and counseling the MOUD program provides.

The Washington Association of Sheriffs and Police Chiefs (WASPC) is managing the MOUD program for three rural county jails, **Ferry, Island and Stevens**. They have just contracted with an MOUD provider that will service all three counties through telemedicine and are close to program launch.

Seattle King County Public Health has recruited two care coordinators. A workgroup is convening to add methadone induction services as part of their MOUD in Jails program and to address staff training requirements.

Walla Walla County Corrections subcontracts with Blue Mountain Heart to Heart to provide MOUD services at the jail. The county purchased Subutex and has hired additional staff to support the program. Daily dosing is now in practice with the assistance of this additional funding.

Whatcom County Sheriff's Office is screening for OUD at booking for all individuals. Whatcom is averaging about 100 incarcerated individuals on the MOUD program. Methadone is being provided to

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those who come in already on methadone treatment. Naloxone training and naloxone kits are being provided upon release. A new MOUD provider began this year and a new contract was signed with the nursing provider.

Conclusion


Legislative support and funding are critical to providing medications for opioid use disorder (MOUD) to incarcerated individuals while Apple Health (Medicaid) benefits are suspended.

The MOUD in Jails Program supplies funding for necessary treatment services for incarcerated individuals with opioid use disorder (OUD).

In April 2022, the Department of Justice issued guidance, [Press Release 22-328](#), protecting individuals who take medications to treat OUD under the American Disabilities Act and the opioid crisis. [RCW 71.24.599](#) requires city and county jails to provide MOUD. The requirement is contingent on funds appropriated by legislation or a section 1115 demonstration waiver. HCA is confident that proposed funding in the decision package for the 2023 biennial budget will allow the program to expand to jails across the state.

Appendix A – Map of current MOUD in jails program partners

(MOUD) In Jail Programs Map

 County, city or Tribal facility with MOUD program

- 1 Aberdeen City Jail
- 2 Clallam County Jail
- 3 Clark County Jail
- 4 Cowlitz County Jail
- 5 Enumclaw City Jail
- 6 Ferry County Jail
- 7 Grays Harbor County Jail
- 8 Hoquiam City or Jail
- 9 Island County Jail
- 10 Issaquah City Jail
- 11 King County Jail
- 12 Kittitas County Jail
- 13 Nisqually Tribal Jail
- 14 Okanogan County Jail
- 15 Pierce County Jail
- 16 SCORE - South Correctional Entity
- 17 Stevens County Jail
- 18 Walla Walla County Jail
- 19 Whatcom County Jail
- Location not participating

