



DEA 360 STRATEGY REACH AND IMPACT REPORT: CHARLESTON

SEPTEMBER 2018







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Executive Summary

BACKGROUND

In 2015, in response to the rising number of opioid-related deaths, the U.S. Drug Enforcement Administration (DEA) launched its 360 Strategy with the purpose of helping tackle the deadly cycle of prescription opioid misuse and heroin use. In early 2017, DEA funded Charleston, West Virginia, as a DEA 360 city to combat the growing opioid epidemic from three perspectives: (1) law enforcement, (2) diversion control, and (3) community outreach. Four program facilitators were engaged to implement DEA's 360 community outreach strategy across all funded cities.

PURPOSE OF THIS REPORT

This report describes the methods and results of an assessment of the reach and impact of **community outreach activities** of the DEA 360 Strategy in a tri-county region in southwest West Virginia (Cabell, Kanawha, and Putnam counties). Results are based on a summary of

metrics from each program facilitator, as well as from nine phone interviews with West Virginia community partners.

DEA 360 IN WEST VIRGINIA

The DEA 360 community outreach strategy in West Virginia included the following key activities:

- Kickoff meeting
- DEA Youth Dance Program aimed at promoting healthy lifestyles and avoidance of drugs
- Partnership for Drug-Free Kids training of trainers awareness-building sessions for community stakeholders
- Partnership for Drug-Free Kids parent training
- Television and radio media visits
- DEA 360 Heroin and Opioid Response Summit
- 13-week WakeUp West Virginia media campaign

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Key results of the assessment were divided into several sections related to partnerships and collaboration, community outreach activities, youth outreach, and media outreach. The following are lessons learned from DEA 360 in West Virginia—these highlight both the best practices/successes during implementation and opportunities for strengthening activities for future cities.

LESSONS LEARNED

- 1. Find opportunities to assess the local landscape:** The DEA 360 model allowed for enough flexibility to accommodate the local landscape; DEA 360 cities should continue to find opportunities to assess the ongoing efforts and identify relevant partners.
- 2. Rely on local expertise:** DEA 360 in West Virginia relied on local people with practical experience who are invested in the community and tapped into existing events to reach larger audiences.
- 3. Work with federal representatives:** While community representatives may have initially been wary of federal representatives, they recognized that DEA had an important role in bringing credibility and resources to the work happening in West Virginia.
- 4. Determine a vision:** DEA 360 should continue to identify its own goals and brand within each community.
- 5. Ensure follow-through:** Community members must feel a sense of commitment and follow-through from the federal government in order to buy into the program. The introduction of the community outreach specialist is an important strategy to sustain activities in the community.
- 6. Build synergy between prevention and law enforcement:** DEA 360 can be an important tool for building a strong relationship between the law enforcement and prevention communities.
- 7. Avoid language that stigmatizes addiction:** DEA 360 should continue to promote non-stigmatizing language to support cross-sector relationships and community engagement.
- 8. Use the website as a valuable tool:** DEA should continue to identify strategies to improve the utility of the websites.

INTRODUCTION

In 2015, in response to the rising number of opioid-related deaths, DEA launched its 360 Strategy with the purpose of helping tackle the deadly cycle of prescription opioid misuse and heroin use. In early 2017, DEA funded Charleston, West Virginia, as a DEA 360 city to combat the growing opioid epidemic from three perspectives: (1) law enforcement, (2) diversion control, and (3) community outreach. This report describes the results of an assessment of the reach and impact of the community outreach strategy. Four program facilitators are engaged to implement the DEA 360 Strategy across all funded cities. These program facilitators include Community Anti-Drug Coalitions of America (CADCA), Partnership for Drug-Free Kids, A. Bright Idea, and DEA Educational Foundation.

OVERVIEW OF THE REPORT

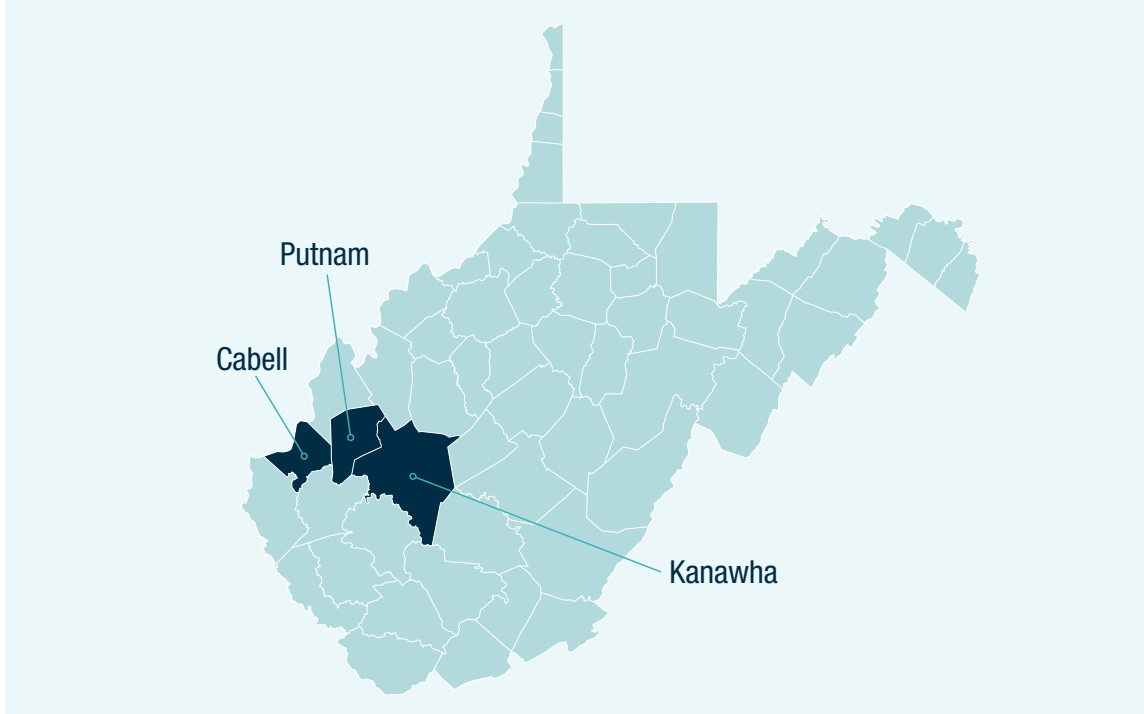
The following report is based on a summary of metrics compiled by each program facilitator, as well as nine interviews with the Assistant Special Agent in Charge (ASAC) and community partners from the tri-county region.

The report briefly describes the opioid problem in the United States and in West Virginia; strategies developed and implemented in the state related to (1) partnerships and collaboration, (2) community outreach activities, (3) youth outreach, (4) media outreach, and (5) lessons learned. The final section provides recommendations for improving DEA 360 Strategy implementation in other cities.

In 2017, as part of the DEA 360 Strategy Performance Analysis Project, DEA contracted with ICF, a research and consulting firm, to conduct an assessment of the DEA 360 Strategy as implemented in West Virginia and to produce a Reach and Impact Report for the region.

REACH: Number of people exposed to the various components of DEA 360 (e.g., number of people trained, number of youth participants in the Youth Dance Program, and the reach/frequency of the public service announcements).

IMPACT: Short- and long-term changes on the community as a result of DEA 360—this may be related to sustainability of the DEA 360 activities.



OPIOIDS IN THE UNITED STATES

The United States is facing an epidemic of misuse and addiction to opioids, such as prescription pain relievers, heroin, and synthetic opioids including fentanyl. In 2016, more than 64,000 Americans died as a result of a drug overdose. Drug overdoses are now the leading cause of death among Americans under 50 years of age. The rate of fatal drug overdoses in rural America is staggeringly high and has surpassed the overdose death rates in urban areas (Noonan, 2017; U.S. Department of Agriculture, n.d.; MacKay, 2018). The epidemic reached such extremes across the United States that on October 26, 2017, President Trump declared the opioid epidemic a national public health emergency (Hirschfeld Davis, 2017).

OPIOID USE IN WEST VIRGINIA

In 2016, West Virginia had the highest rate of opioid-related overdose deaths in the United States involving both prescribed and illicit opioids—there were 884 overdose deaths, with the majority attributed to synthetic opioids and heroin. Since 2010, deaths related to synthetic opioids such as fentanyl quadrupled from 102 to 435 deaths (26.3 deaths per 100,000 residents) and deaths related to heroin rose from 28 to 235 deaths (14.9 per 100,000 residents) in 2016 (CDC, Drug Overdose Death Data, 2017).

Cabell, Kanawha, and Putnam Counties

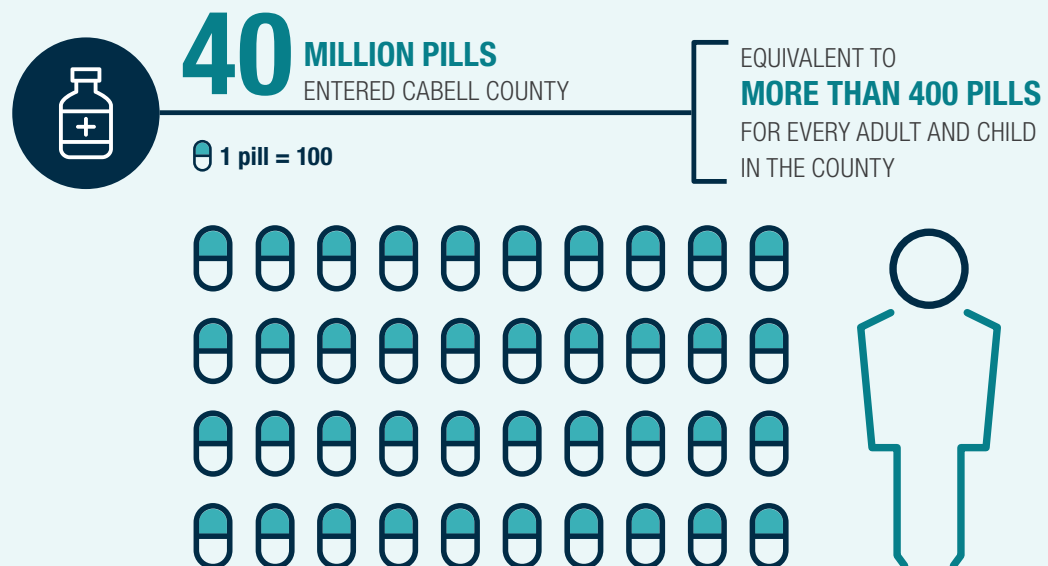
DEA 360 launched in Charleston, West Virginia (Kanawha County), in February 2017. At the recommendation of key stakeholders, DEA 360 was implemented across three neighboring counties in the southwest part of the state: Cabell, Kanawha, and Putnam counties. The three counties house the two largest cities in the state—Charleston and Huntington—which are linked by Interstate 64 and have some of the state’s highest opioid-related death rates. According to the local DEA representative, “This area is ground zero for the problem.”

In 2016, Cabell County reported a drug overdose-related death rate of 43 per 100,000. Kanawha County had a rate of 36 per 100,000, and Putnam County’s rate was 18 per 100,000 people (County Health Rankings & Roadmaps, 2016). Cabell County reported 20 opioid overdose cases in a 52-hour period in August 2016 (CDC, 2016). Around the same time, Huntington in Kanawha County saw 26 overdoses due to carfentanil in a four-hour period (Mayor’s Office of Drug Control Policy, 2017).

Prescription Drugs in West Virginia

Controlled prescription drug misuse and trafficking in West Virginia is widespread; the state has one of the highest opioid prescription rates in the United States. Data from 2013 show that providers in West Virginia wrote 110 opioid prescriptions per 100 people, or 2.8 million prescriptions. Between 2007 and 2012, drug wholesalers shipped more than 780 million hydrocodone and oxycodone pills into the state. Statistics show that illicit pharmaceutical drug use contributed to approximately 61 percent of state overdose deaths in 2015 (DEA, 2016). Cabell County, with a population of 96,000, was specifically hit by this influx, with close to 40 million pills entering the county during this time period. This is equivalent to more than 400 pills for every adult and child in the county. Kanawha saw a similar influx, with 66 million pills entering the county of 190,000 people (Eyre, 2016; Higham & Bernstein, 2017).

Prescription drug misusers and traffickers in West Virginia frequently obtain prescription drugs either from licensed providers or out-of-state drug traffickers. In some instances, doctors and other health care providers, acting outside medical guidelines, write prescriptions for controlled prescription drugs without a legitimate need, or individuals will “doctor shop” in an attempt to get multiple prescriptions. In 2012, West Virginia began to see a shift to illicit drugs like fentanyl due to increased law enforcement and public awareness around controlled prescription drugs. From 2012 to 2017, overdose deaths due to fentanyl increased by 20 percent (Gupta, 2018; DEA, 2017).



Factors contributing to the opioid problem in West Virginia

- Joblessness and despair create an atmosphere ripe for addiction
- Blue collar industries with potentially high rates of injuries among workers
- Overprescribing of opioids (110 opioid prescriptions per 100 persons compared to the average U.S. rate of 70 opioid prescriptions per 100 persons, 2013)

DEA, 2017; Gupta, 2018; National Institute on Drug Abuse, 2018



INJURY



DOCTOR



PRESCRIPTION



ADDICTION & UNEMPLOYMENT



LOST WAGES AND PRODUCTIVITY

THE DEA 360 STRATEGY

The federal government implemented the DEA 360 Strategy in response to the rising number of opioid-related deaths in the United States. The strategy aims to stop the deadly cycle of prescription opioid misuse, and heroin and fentanyl use. The DEA 360 Strategy takes a three-pronged approach:

1. Coordinated law enforcement actions against drug cartels and heroin traffickers in specific communities.
2. Diversion control enforcement actions against DEA registrants operating outside the law and long-term engagement with pharmaceutical drug manufacturers, wholesalers, pharmacies, and practitioners.
3. Community outreach through local partnerships that empower communities to take back affected neighborhoods after enforcement actions and prevent the same problems from cropping up again.

DEA announced implementation of the DEA 360 Strategy in November 2015 and launched DEA 360 in West Virginia in February 2017.

The DEA 360 Strategy in West Virginia included the following key activities:

- Kickoff meeting
- DEA Youth Dance Program aimed at promoting a healthy lifestyle and avoidance of drugs
- Partnership for Drug-Free Kids training of trainers awareness-building sessions for community stakeholders
- Partnership for Drug-Free Kids parent coach training
- Television and radio media visits
- DEA 360 Heroin and Opioid Response Summit
- 13-week WakeUp West Virginia media campaign

ASAC Dave Gourley, of the DEA's Charleston District Office, oversaw the on-the-ground implementation of key activities in West Virginia.

DEA 360 STRATEGY COLLABORATING AGENCIES

DEA 360 was implemented through a collaboration of program facilitators and various community- and state-level organizations. To implement DEA 360 at the local level in the tri-county region in southwest West Virginia, DEA relied on ASAC Gourley to serve as the liaison between DEA headquarters (DEA HQ), program facilitators, and local community partners. During implementation in West Virginia, the local DEA office established partnerships with community organizations and representatives from various sectors, including the media, prevention community, local law enforcement, and youth.

An organizational chart of DEA 360 national and community partners is provided below.

Drug Enforcement Administration

DEA 360 Strategy Program Facilitators

- Community Anti-Drug Coalitions of America
- Partnership for Drug-Free Kids
- DEA Educational Foundation
- A. Bright Idea

Community-Based Organizations

- Prevention and treatment community
- Media

Community Members

- Youth/Parents/School Staff

DEA 360 STRATEGY PROGRAM FACILITATORS

Community Anti-Drug Coalitions of America



Since 1992, CADCA has been the premier membership organization representing those working to make their communities safe, healthy, and drug-free (CADCA, n.d.). CADCA brings its expertise in building effective community coalitions and facilitating valuable dialogues to the initiative to empower communities and support demand reduction. CADCA's mission is to strengthen the capacity of community coalitions by providing technical assistance and training, public policy advocacy, media strategies and marketing programs, conferences, and special events.

DEA 360 Strategy responsibilities included communicating and coordinating with key coalition members to prepare for the summit.

Partnership for Drug-Free Kids



Founded in 1987 as an anti-drug advertising campaign and formerly known as the Partnership for a Drug-Free America, the Partnership is a nonprofit organization dedicated to reducing teen substance abuse and helping families affected by addiction (Partnership for Drug-Free Kids, 2017). The PDFK translates the science of teen drug use and addiction for families, providing parents with direct support to prevent and cope with teen drug and alcohol abuse.

DEA 360 Strategy responsibilities included the launch of several public service announcements and training of trainers presentations.

DEA Educational Foundation



Established in 2001, the DEA Educational Foundation educates the American public on the various costs and consequences of drugs on society through support of the educational programs and exhibits of the DEA Museum and the operation of the DEA Youth Dance Program in more than 30 cities around the country (Get Smart About Drugs, n.d.). By reaching out to America's schools under the powerful name of DEA and the DEA Educational Foundation, the DEA Youth Dance Program will inspire youth with healthy and drug-free messages and will encourage them to exercise and express themselves artistically.

DEA 360 Strategy responsibilities included facilitating dance classes at three schools to teach youth about healthy lifestyles.

A. Bright Idea



Established in 1996, A. Bright Idea is a multimedia organization with experience in public affairs, graphic design, and strategic communication for government, commercial, and nonprofit clients (A. Bright Idea, n.d.). They bring expertise in strategic communication, graphic and logo design, print collateral, and outreach materials.

DEA 360 Strategy responsibilities included developing an identity in West Virginia—A. Bright Idea built a strategic communication plan and developed and ran the 13-week WakeUp campaign, including the development of the name and execution of creative assets.

METHODS AND DATA SOURCES

At DEA's direction, ICF used a mixed-method approach to assess the 360 Strategy in West Virginia using quantitative and qualitative data. Specifically, the ICF research team collected, organized, and analyzed quantitative metrics received from DEA's program facilitators. ICF also conducted and analyzed qualitative data from phone interviews with community partners in West Virginia (see detailed description of Methods in Appendix A).

QUANTITATIVE DATA (METRICS COMPILATION)

DEA's four program facilitators and community partners who participated in phone interviews shared relevant quantitative metrics data related to their deliverables during and after the implementation year (February 2017–2018). Examples of data shared included sign-in sheets from trainings, news articles including mentions of DEA 360, summary documents of media metrics, dance program attendance records, training slides, and photos from the DEA 360 events.

QUALITATIVE DATA (COMMUNITY PARTNER INTERVIEWS)

ICF conducted nine qualitative interviews to gather information on DEA 360 program implementation in West Virginia, partners and collaboration, facilitators and barriers to implementation, and lessons learned. Respondents included ASAC Gourley, and eight community partners identified by the ASAC.

REACH AND IMPACT REPORT RESEARCH QUESTIONS

The report highlights key findings to respond to the research questions included below.

- What strategies were used to encourage collaboration in West Virginia? What was the impact of these collaboration efforts on sustainability or scalability?
- What impact has the DEA 360 Strategy had on youth in West Virginia?
- What outreach strategies were used in West Virginia? What were the key messages/calls to action shared with the community? What were the numbers reached for the various outreach activities? What impact did the outreach efforts have on the community?
- Who was trained via the DEA 360 Strategy in West Virginia?
- How has the DEA 360 Strategy been sustained in West Virginia? What has been the lasting impact of the DEA 360 Strategy on West Virginia?
- What were the lessons learned based on DEA 360 in West Virginia?

DEA 360 STRATEGY IN WEST VIRGINIA (CABELL, KANAWHA, AND PUTNAM COUNTIES)

DEA implemented DEA 360 in West Virginia from February 15, 2017, to February 15, 2018. The following timeline highlights key events and activities.

ACTIVITY TIMELINE



PARTNERSHIPS AND COLLABORATION

A key goal of DEA 360 is to encourage opportunities for cross-sector collaboration. During community partner interviews, respondents were asked to describe the vision for DEA 360 in West Virginia, key players and their roles, efforts to collaborate across partners and program facilitators, and other stakeholders who supported the program. This section presents a summary of DEA 360 coalition members and community partners.

DEA 360 in West Virginia kicked off February 15, 2017, at the Kanawha County Board of Education in Charleston. Approximately 60 people, including local and federal representatives, were present. At the kickoff, Special Agent in Charge (SAC) Karl Colder said, “The cities in the tri-county area know better than anyone else the toll this epidemic extracts from their communities ... DEA’s 360-degree strategy recognizes the need for us to be successful, to work together, and to utilize every community resource that is available to us so we can break the cycle of drug trafficking, addiction, and violence.” (United States Drug Enforcement Administration, 2017).

The key partners on the project included individuals from school systems, local coalitions, state agencies, and law enforcement.

Public Schools and Institutions of Higher Education

- Kanawha County Schools
- Putnam County Schools
- Marshall University School of Pharmacy
- University of Charleston School of Pharmacy (UCSOP)

Coalitions

- Cabell County Substance Abuse Prevention Partnership
- Kanawha Communities That Care
- Putnam Wellness Coalition

Government Agencies and Law Enforcement

- Appalachia High Intensity Drug Trafficking Area (HIDTA)
- Charleston City Police Department
- Office of Drug Control Policy, City of Huntington
- U.S. Attorney’s Office, Southern District of West Virginia
- West Virginia Department of Military Affairs and Public Safety (DMAPS), Office of Substance Abuse Control
- West Virginia National Guard Counterdrug Program
- West Virginia State Police

Nonprofits/Other

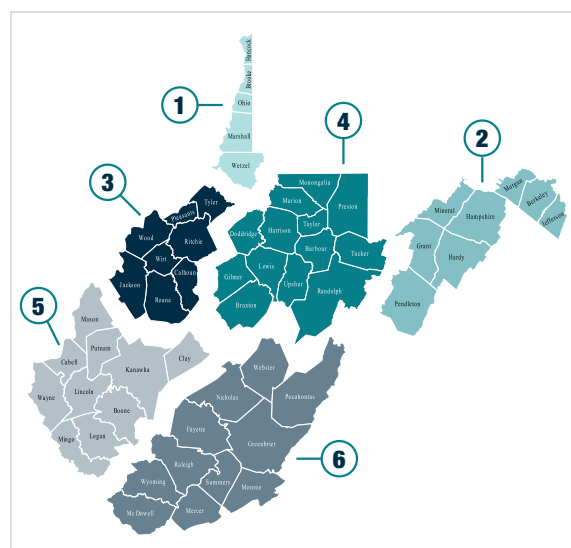
- Aetna
- Benevolent and Protective Order of Elks of the United States of America
- Lily’s Place
- Pretera Center
- West Virginia Council of Churches



WEST VIRGINIA'S EXISTING PREVENTION INFRASTRUCTURE AND COALITIONS

West Virginia had a prevention infrastructure prior to DEA 360. In 2011, Governor Ray Tomblin signed Executive Order 5-11, creating the Governor's Advisory Council on Substance Abuse and establishing six Regional Substance Abuse Task Forces covering all 55 counties. Through the configuration of these task forces, the Bureau for Behavioral Health and Health Facilities established a regional substance abuse prevention, treatment, and recovery infrastructure with county alignment. This prevention infrastructure created regional and statewide prevention collaborations that continue to provide funding and technical support to local coalitions in all 55 counties. It is through this prevention infrastructure that grant funds, including those from the Substance Abuse and Mental Health Services Administration (SAMHSA) Substance Abuse Prevention and Treatment (SAPT) block grant program, are distributed across the state (WV DHHS, 2018).

Region 5 includes Cabell, Kanawha, and Putnam counties. Each county has established a grassroots coalition that provides evidence-based resources to schools, programs, and churches, as well as resources to educate and empower youth, young adults, and seniors about proper storage and disposal of unwanted, unused, or expired prescription drugs. These three grassroots coalitions are the Cabell County Substance Abuse Prevention Partnership (CCSAPP), Kanawha Communities That Care, and the Putnam Wellness Coalition. All of the coalitions have been working for several years to increase awareness of substance abuse issues and to help ensure a safe environment for all. The directors of all three coalitions were key partners on the DEA 360 effort.



“When I started, I was introduced to three people that were part of these coalitions. ... Introductions to these three opened doors to all these grassroots things already happening and helped get this done. We looked at what they had, what programs they were running, and worked 360 into those things.”

— DEA representative

Kanawha County is home to Charleston, the state’s capital and largest city, with a population of approximately 49,736. Huntington, the second largest city, with a population of approximately 48,638, is 60 miles west of Charleston in Cabell County. Putnam County lies between the two cities. The cities of Charleston and Huntington are connected by Interstate 64, an area known by locals as the “I-64 corridor.” The majority of West Virginia counties are designated as rural.

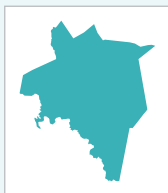


Grassroots Coalitions IN CABELL, KANAWHA, AND PUTNAM COUNTIES



Cabell County Substance Abuse Prevention Partnership (CCSAPP)

CCSAPP is a coalition of organizations, agencies, and individuals working together to “reduce local substance abuse with strong collaborative partnerships and community ownership, using awareness, education and community-wide solutions.” CCSAPP aims to raise public awareness and knowledge, reduce youth risk factors and increase protective factors, increase access to substance abuse prevention resources, and implement strategies to help reduce local substance abuse. CCSAPP provides prevention programs to local schools in Cabell County (CCSAPP, 2018).



Kanawha Communities That Care, Inc.

Kanawha Communities That Care is a nonprofit organization with a mission to “increase awareness of the substance abuse-related problems and

issues facing the youth and adults of Kanawha County, and to lead a long-term, dynamic community-wide effort to create a safe and healthy environment for all of our citizens, especially youth, through the development and maintenance of strong interventions that focus on the youth citizens and use scientific, research-based programs and services with measurable outcomes” (Kanawha Communities That Care, 2018).



Putnam Wellness Coalition

Putnam Wellness Coalition’s mission is to engage “communities within Putnam County in ongoing efforts to eliminate substance abuse by creating and maintaining a safe and healthy environment that informs, advocates, and supports youth and adults.” The coalition works to identify key community leaders and provide a knowledge base that promotes substance abuse prevention, intervention, treatment, and recovery (Putnam Wellness Coalition, 2018).



GAINING STAKEHOLDER BUY-IN

Before the launch of DEA 360 in the tri-county region, the DEA HQ representative for West Virginia and local DEA office representative worked to spread the word about DEA 360 and gain support for the program. At a fall 2016 stakeholder meeting at the U.S. Attorney's Office for the Southern District of West Virginia, the DEA HQ representative introduced and discussed the program with agency representatives; the medical establishment; representatives from treatment, prevention, and recovery; first responders; the faith-based community; pharmacy school representatives; the pharmacy board; and others. In addition, the DEA HQ representative sat on the Opioid Steering Committee of the West Virginia Council of Churches and gained buy-in and support for DEA 360 from the faith community.

At the same time, the local DEA representative reached out to local coalitions. At a National Guard health fair in fall 2016, the local DEA representative met the directors of Kanawha Communities That Care and the Putnam Wellness Coalition, gauging their interest in collaborating on DEA 360. Because of their ongoing prevention work and partnerships, the coalition directors suggested that the DEA representative work with their existing coalitions rather than start a new effort.

Later, at an initial DEA 360 stakeholder meeting to discuss implementing and partnering on DEA 360 in Charleston, some people from Cabell County questioned why the DEA 360 was not being implemented there, considering that Huntington had the highest overdose rates in the state. After considering this feedback, DEA HQ agreed to expand DEA 360 beyond Charleston to include Cabell, Kanawha, and Putnam counties, along the I-64 corridor. The flexibility to alter the scope of the work was critical to successfully aligning the 360 Strategy with the local initiatives and partners. A community respondent reinforced that DEA should continue to "Find out the needs of the community before you put boots on the ground. Know the key players, talk to the key players before anything leaves the ground. Don't come in and try to 'fix' things without learning about the community."

KEY PARTNERS

Along with the county coalitions, the following other key partners collaborated on DEA 360:

- The **Director of the Huntington Office of Drug Control Policy**, also a CCSAPP member and former West Virginia drug czar, who identified and helped bring together individuals from law enforcement and substance abuse treatment and prevention to work on DEA 360.

- The former **DEA HIDTA task force group supervisor for Charleston**, who became the DMAPS Director of Substance Abuse Control, took DEA 360 into the Kanawha and Putnam public schools. Before partnering on DEA 360, he began speaking to high school students about the dangers of drugs and showing them the film “Chasing the Dragon: The Life of an Opiate Addict.” As the DMAPS Director of Substance Abuse Control, he coordinated the implementation of Operation Prevention in a juvenile facility in Kanawha County and plans to expand that program to all juvenile facilities.
- The **Coordinator for the West Virginia National Guard Counterdrug Program** helped coordinate stakeholders, attended various events, and met activists and individuals working in substance abuse treatment and prevention. He also worked with the Charleston Police Department on Powerama, a demonstration event where law enforcement interacted with youth.
- The **Director of Addiction Services for the Prester Center**, the largest mental health center in the state, has implemented programs geared toward working with law enforcement, including the Law Enforcement Assisted Diversion (LEAD) program. The LEAD program, which was developed in Seattle, is designed to divert low-level, chronic offenders with substance abuse issues to treatment immediately rather than jail. DEA 360 promoted the West Virginia LEAD program, which has been recognized nationally. The director also worked with coalition members and others to conduct approximately 70 town halls as part of DEA 360.

- The **Assistant Dean for UCSOP** collaborated on the DEA 360 summit and DEA Prescription Drug Take Back Day. In addition, she oversees pharmacy school students’ implementation of Generation Rx in 25 third-grade classrooms in 12 Kanawha County schools, which the Kanawha Communities that Care coalition and DEA 360 support. At the request of Kanawha County schools, she also co-developed a curriculum for pre-K children that meets the West Virginia House Bill 2195 requirement. This curriculum, which has been piloted in approximately six schools, introduced the character, Rex™ the Rx (see page 27), who interacted with children at several DEA Prescription Drug Take Back Day events.

The DEA regional representative, local DEA representative, coalition directors, and key partners comprised the DEA 360 team and led planning, coordination, and implementation of the program. Several team members were collaborating on other efforts prior to DEA 360, and several, including the local DEA 360 representative, were members of the Great Rivers Harm Reduction Coalition.

PARTNERING WITH THE POLICE

Community respondents noted that DEA 360 helped facilitate a positive relationship between the prevention/treatment community and law enforcement by strengthening lines of communication. As one respondent said: “The police were not very involved prior—they didn’t understand how they would benefit from being part of prevention and part of a coalition. Once we sat down together, they started to understand importance of prevention and what their role could be ... to work with youth and bring them [together] with treatment and recovery ... [it helped to] remove animosity to law enforcement, and remove stereotyping of those who are struggling.”

DEA 360 partnered with the Charleston Police Department on Powerama and for National Prescription Drug Take Back Day.

SUMMARY

DEA 360 aligned with West Virginia's existing prevention infrastructure and county-based grassroots coalitions. Rather than start an entirely new effort, the DEA representative worked with existing coalitions to complement their ongoing efforts. After receiving feedback about expanding DEA 360 to Huntington at an initial stakeholder meeting, DEA HQ agreed to expand DEA 360 from Charleston to the three counties that encompass the I-64 corridor. In addition to supporting existing efforts of the grassroots coalitions in each county, DEA 360 provided a platform for prevention and law enforcement to collaborate more closely than had previously occurred.

Several factors facilitated implementation of DEA 360 in West Virginia:






- The existing prevention infrastructure, coalitions, and collaborations in the three counties laid the groundwork for DEA 360 to support ongoing efforts.
- The local DEA representative was willing to follow recommendations from individuals working in prevention.
- Partnering early in the effort with the county-based coalitions provided insight into how DEA 360 could complement ongoing efforts.
- DEA HQ and local DEA representatives engaged high-level officials to network and support DEA 360, which helped gain stakeholder buy-in, including from law enforcement.

Although respondents mentioned few barriers to collaboration, there were some challenges.

- While all respondents praised the local DEA representative for collaborating with existing coalitions rather than starting a new effort, several commented on the need for DEA to conduct needs assessments within target communities to identify existing coalitions, efforts, resources, and gaps prior to implementing DEA 360 to ensure the program enhances existing efforts and fills gaps rather than reinventing the wheel.
- Cabell County Schools experienced a change in administration when the superintendent and assistant superintendent left. Although CCSAPP had been working in the schools, there was a long delay before the new administration approved the collaboration. During DEA 360, CCSAPP and the DEA 360 team did not have access to Cabell schools.
- The DEA 360 team expressed interest in partnering with the Huntington Police Department after the program was expanded to include Cabell County. As a result, the DEA 360 team included the Huntington police in the various activities they implemented.

COMMUNITY OUTREACH ACTIVITIES

Outreach to the community was the crux of the West Virginia DEA 360. The DEA 360 team attended, presented, or held 232 events during the yearlong effort. The DEA 360 team planned and held a daylong summit, assembled a panel of experts for town halls, presented at various conferences and community events, conducted trainings, and collaborated on National Prescription Drug Take Back Day. Through these efforts, DEA 360 helped increase knowledge about the opioid epidemic; reduce stigma related to addiction; build relationships between community organizations and law enforcement; raise awareness about available resources, treatment, and prevention; and ultimately, give community members a sense of hope.

Compassionate Call to Action Summit	 250 ATTENDEES
Town Halls and Community Meetings	 70+ MEETINGS
National Prescription Drug Take Back Days (October and April)	 11,644 LBS. COLLECTED
Trainings	 3 TRAININGS FOR 235 INDIVIDUALS
Parent Coach Training	 10 PARENT PARTICIPANTS

DEA 360 HEROIN AND OPIOID RESPONSE SUMMIT

The DEA 360 Heroin and Opioid Response Summit, A Compassionate Call to Action, was a daylong event held at the University of Charleston on May 11, 2017. Approximately 250 people attended.

According to a community respondent, the summit was an opportunity to “talk about good changes that are going on and things out there to help people,” including avenues for treatment and prevention. Guest speakers were the U.S. senators from West Virginia, Shelley Moore Capito and Joe Manchin, as well as U.S. Attorney General Jeff Sessions.

Summit participants included a broad range of community leaders representing health care, education, law enforcement, faith, and families. The summit included two breakout sessions where attendees chose from topics such as stigma, recovery, prevention, the role of faith communities, and first responders. As part of the summit, participants also received training on naloxone administration.

SUMMIT BREAKOUT SESSIONS

- Drug trends
- Protecting the public’s health
- Prevention in schools
- Stigma reduction statewide
- Recovery at a glance
- A comprehensive approach to addressing the pills to heroin epidemic
- The intersection of the faith community and substance abuse crisis
- First responder fatigue and PTSD
- Prevention in the community
- Treatment options and access: fighting the epidemic in our state
- Patient education on prescription opioids and an economic plan to help curb drug use

Attorney General Sessions’ presence was an indication of the importance of the summit from the state and federal perspective—the attorney general emphasized the role of law enforcement in addressing the opioid crisis. Community interviewees who work in prevention/treatment indicated that they would have liked to hear more about the role of coalitions and prevention from a federal perspective. For a full text of the speech, visit: <https://www.justice.gov/opa/speech/attorney-general-jeff-sessions-delivers-remarks-dea360-heroin-and-opioid-response-summit>.

The intersection between the faith-based community and opioid misuse prevention

West Virginia’s faith-based community has played a strong role in addressing the state’s opioid crisis. Prior to the summit, the West Virginia Council of Churches facilitated listening events to hear the concerns and experiences of people affected by substance misuse. As noted in the summit program, “The results of these events have become the motivation behind mobilizing communities, faith communities, and clergy around this issue.” During the breakout session, Rev. Jeff Allen and Rev. Aaron Gooden facilitated a discussion about how faith communities could play an important role in reducing the effects of substance use disorder in West Virginia. According to a DEA representative, “West Virginia was the first DEA 360 that had a relationship with the faith-based community ... [the DEA HQ representative] sat on the opioid steering committee of the WV Council of Churches”, which included every denomination in the state.

“The summit was about bringing people together that hadn’t worked together before, and making space to bring people to the table and share ideas.”

– Community respondent

Interview respondents felt the summit was a success, noting that West Virginia had not previously had such an event. All respondents were grateful that DEA 360 offered the summit, and several commented that the event facilitated further networking and collaboration. Based on post-summit feedback from 49 respondents:

- About 88 percent of respondents were satisfied or somewhat satisfied with the information presented.
- Over 75 percent of respondents found the breakout sessions helpful, stating they learned a fair amount or a great deal of new information and were likely or somewhat likely to use the information presented.
- More than 85 percent of respondents had positive reviews for the presenters in terms of expertise, presentation style, responses to questions, and engagement with the audience.

The summit resulted in earned media news coverage.



- Prior to and immediately following the summit (May 8–12, 2017), there were 121 news stories nationwide with a total reach, measured by unique visitors, of **454,928,732**, and a publicity value of **\$205,894.99**. Eight stories statewide had a total reach, measured by unique visitors, of **4,455,943**, and a publicity value of **\$338.13**.

West Virginia Coalition Training

In May 2018, CADCA held a West Virginia Coalition Training. The training aimed to provide information on the impact and root causes of opioid issues; engage coalitions in DEA 360 and conversations around the roles of coalitions in addressing the opioid problem; and engage coalitions in the Strategic Prevention Framework process and action plan development. The training also provided opportunities to network with others in West Virginia.





9

Town Halls



11

Coalition Meetings



5

University Meetings



22

Boards or Agencies



7

Churches



17

Community Groups and Businesses

PUBLIC AWARENESS EVENTS

A primary goal of DEA 360 was to bring awareness to the tri-county region about the opioid epidemic and available community-based resources. To accomplish this goal, DEA representatives and community partners participated in more than 70 town halls and community events.

Town Halls

The DEA 360 team assembled a diverse panel of experts to conduct town halls with community members and groups across the three counties. Several DEA 360 team members served on the panel, along with representatives from the county coalitions, law enforcement, treatment, harm reduction, and opiate use peer recovery coaching. The town halls consisted of roundtable discussions about the larger opioid epidemic, various issues communities were facing, treatment options, and resources available to each community. During some events, providers set up booths with informational resources. The town halls were held in convenient locations in each community, such as churches and recreational centers. Attendees included coalition members, faith leaders, church congregations, community-based groups, and community members.

During the yearlong implementation of DEA 360, the team aimed to conduct as many town halls as possible and in as many communities as possible, including smaller,

rural communities. Most of the town halls were well attended, and some of the events were televised. According to respondents, the overall reception was “phenomenal.”

Community Events

Team members also participated in other community events and met with community organizations to understand what they were working on and determine how DEA 360 could support them. The following are some examples of the DEA team’s outreach efforts:

- Toured Lily’s Place, a neonatal abstinence syndrome center, and discussed how DEA 360 could support them (April 5, 2017).
- Met with Alliance for Children, a partnership of leading private child welfare organizations in the state, and presented on DEA 360 at a Child Advocacy Day event (April 6, 2017).
- Helped Backpack Buddies fill 2,500 boxes of food for children in need (June 3, 2017).
- Set up tables and provided drug prevention materials at Bridgeport Family Day (June 22, 2017), Kid Strong 2017 (June 21, 2017), the Student Success Summit (July 25, 2017), and West Virginia Overdose Awareness Day events (August 26, 2017).
- Gave 19 children clothes and opioid-related comic books and coloring books about the dangers of opioids/drugs at the DEA Coat Drive (December 7, 2017).

Beginning in February 2018, DEA has a full-time community outreach specialist who is responsible for continuing efforts to bring awareness to various community groups and schools.

NATIONAL PRESCRIPTION DRUG TAKE BACK DAY

In Kanawha and Cabell counties, DEA team members participated in the April 2018 National Prescription Drug Take Back Day. In Kanawha County, the UCSOP assistant dean took Rex™ the Rx, a medication safety program avatar, and drug prevention coloring books to six Take Back Day events to educate young children. In Cabell County, CCSAPP and the county health department organized and held the most successful Drug Take Back Day event in the county in eight years.



West Virginia's National Take Back Days Pounds Collected

October 2017	5,473 pounds
April 2018	6,171 pounds

TRAININGS

Three community education training events, one in each county, were held May 4–5, 2017. At each training, two presentations were delivered: “WakeUp West Virginia: Heroin + Other Opioids, from Understanding to Action” and “How to Talk With Your Teen About Anything (including alcohol and other drugs).” Each training lasted about 2.5 hours and included materials tailored to West Virginia. Across the three training of trainers events, 235 individuals were trained.

In order to identify training participants, key partners received an e-mail about the training and coalition partners were asked to share training announcements with their networks. Within the communities, trainees were members of law enforcement, substance abuse treatment or prevention organizations, health care providers, civic leaders, and concerned citizens.

75 individuals received training in Cabell County

125 individuals received training in Kanawha County

35 individuals received training in Putnam County

The goals of the presentations were to give trainees a foundation with which to go back to their communities and present on the problem and what can be done to address it. The trainings prepared trainees to coordinate their own sessions and present them in their own communities.

Twenty-nine trainees participated in a follow-up survey about their impressions of the training of trainers events. Nearly all participants agreed that:

- The training objectives were clearly defined.
- The content was organized and easy to follow.
- The training experience was useful.
- The trainer was knowledgeable about the training topics.
- The trainer was well prepared.

Additionally, 76 percent of the respondents indicated they were very likely or somewhat likely to deliver or organize a DEA 360 presentation. One individual reported they found the training useful because they “got a sense of who else in the community is concerned about the topic.”

The goal of these trainings was to prepare participants to go into the community and deliver the presentations to many audiences. Four trainees in West Virginia stated they had delivered presentations to a total of 69 people.

PARENT COACH TRAINING

Partnership for Drug-Free Kids, in collaboration with a clinical partner, the Center for Motivation and Change, conducted a parent coaches training. Parent coaches are volunteers who have been personally affected by a child’s substance use. For other parents struggling with a child’s substance use, parent coaches provide resources and compassion as peers who have experienced similar situations. Since the training, parent coaches have engaged with

Methods for Connecting to Helpline Specialists



Phone
1-855-378-4373



E-mail
support@helpandhope.drugfree.org



Text
55753



Facebook
Messenger

the Partnership’s helpline and been involved with Rock Ministries and local faith groups as well as Al-Anon/Nar-Anon peer support groups.

Parent coach training participants reported that the training was helpful in increasing understanding of a variety of issues associated with substance use disorders. From baseline to follow-up, more parent coaches reported believing things were beginning to get better, feelings of confidence in dealing with issues around a child’s substance use, and the ability to manage negative reactions toward a child.

10

Parents received parent coaches training

5

Coaches have taken a total of 16 cases since the training

SUMMARY

Conducting outreach to the community is at the heart of DEA 360. DEA 360 in West Virginia consisted of several community outreach efforts, including the DEA 360 summit, community town halls and events, trainings, and National Prescription Drug Take Back Day. The events were a success largely due to the hard work and dedication of DEA 360 team members.

Interview respondents agreed that the DEA 360 summit was a success, with one respondent noting that it was the type of event “West Virginia has rarely seen.” The summit provided an opportunity for individuals in a range of fields to network, attend workshops, and identify strategies to address the opioid epidemic.

The town halls gave community members access to a panel of experts to discuss and troubleshoot local concerns, learn about resources and ongoing prevention efforts, ask questions, and provide feedback. In general, the events were well attended and received.

The Partnership trained a total of 235 participants during the three trainings of trainers. The focus of these trainings was providing resources for parents to talk with their children about the opioid epidemic. Unfortunately, only 12 percent of training participants completed a follow-up survey, so feedback on the training events is limited. Among the small number of respondents, reception to these trainings was positive. Four training participants reported using the material to conduct their own training sessions. In addition, 10 parents participated in the parent coach training. Five of the parent coaches reported a total of 16 cases since the training.

Finally, respondents described National Prescription Drug Take Back Day as a success. In Cabell County, the 2017 event was the busiest in eight years. In Kanawha County, Rex™ the Rx made an appearance at six events to educate children.

YOUTH OUTREACH

Youth outreach and education were important components of DEA 360 in West Virginia. DEA 360 activities consisted of direct outreach to youth through the DEA Youth Dance Program and school presentations, as well as participating in other organizations' efforts, such as Powerama. This section presents a summary of DEA 360 youth outreach activities, including prevention education, community-based activities, and the DEA Youth Dance Program.

EDUCATION EFFORTS

Across the DEA 360 period, the coalitions, Pretera Center, UCSOP, Marshall University School of Pharmacy, and DEA 360 team members implemented various evidence-based curricula and presentations, and these efforts are continuing. While some efforts were not part of DEA 360, various members of the DEA 360 team were involved in each of the educational efforts described below.

"We know that without making a start in a child's life, we are never going to completely break this cycle. We are looking at this from a holistic approach. ... [The children] don't stand a chance if we don't start getting involved and showing them that there is a different lifestyle, there is hope, you can have dreams, other than what is being shown to them at home."

— Community respondent

DEA 360 has a strong presence in schools

DEA representatives visited all of Putnam County's and nearly all of Kanawha County's high schools and middle schools to conduct presentations aimed at raising student awareness about the dangers of opioids. These presentations began as a result of a personal relationship, but quickly expanded throughout the two counties.

13	high schools
4	middle schools
9	elementary schools

15,000
STUDENTS IN PUTNAM
AND KANAWHA COUNTIES
REACHED BY DEA 360



Jack Luikart and Amanda Lacy presented to South Charleston High School on January 26, 2017. According to a student publication, “Mr. Luikart and Ms. Lacy pointed out that they want to try and break the cycle of abuse of drugs. ‘This is often a generational problem and it does not have to remain one,’ stated Ms. Lacy.”
Source: <https://kcs.kana.k12.wv.us/schs/IEagle%20News/IEagleJanuary2017pdf.pdf>

During the two-hour high school presentations, the team showed the film “Chasing the Dragon: The Life of an Opiate Addict,” which features real people from various walks of life who — or whose children — were addicted to opioids and experienced the tragic consequence of the abuse. Afterward, they discussed the film and the realities of drug use. In smaller schools, the team separated younger students (freshmen and sophomores) from older students (juniors and seniors) when presenting. In larger schools, they presented to each grade separately. The rationale for the groupings and separate presentations was that the students were likely at different points in their decision-making about using drugs. In addition, presentations were conducted in the middle schools using information tailored to younger students.

“I was amazed about how many children were directly affected by our opioid crisis. The amount of kids that would come up after the presentation who would say ‘I’m being raised by grandma’ or ‘I haven’t seen my mother in years,’ ‘Don’t know who my daddy is’... each time we would go to the school, there would be 5 to 10 students who would approach us and tell us their story.”

— Community respondent





Operation Prevention

DEA began collaborating with Discovery Education in 2016 to educate students, families, and employees about opioids. Virtual Field Trips combine videos, resources, and digital tools. In 2017, “On the Frontline of the Opioid Epidemic: A Community Fighting Back” was filmed in Huntington. Known as the Operation Prevention Virtual Field Trip, the video features an array of speakers and highlights the opioid epidemic. Speakers include the West Virginia DEA ASAC and Senator Manchin in Huntington; representatives from Marshall University, the Prestra Center, Huntington High School, and CCSAPP discussing prevention in school; and youth personally affected by the epidemic sharing their stories.

Every day there is a story about drug addiction/problems in West Virginia ... When filming the Operation Prevention Virtual Field Trip in Huntington, we wanted to cover good things going on. We went to the mayor to see if they would cover it. We convinced him and had 10 speakers interviewed ... that were all positive messages.

— Community respondent

Operation Prevention is currently being piloted in one facility in the juvenile justice system and will be rolled out across the state in fall 2018. During a news conference on efforts to combat drug abuse, the director of Correctional Substance Abuse Control, who has been involved with numerous DEA-related efforts, described the importance of this effort: “In 2016, we had over 830 people overdose and die. Out of those people, 463 had been in the justice system in their life and 158 of them had been in the justice system within 12 months of their death ... We have the largest population of drug-addicted people at our disposal just sitting there not getting treatment, and when they get out of jail, they die. For those that want to get better, we are going to provide the opportunity.” (Stuck, 2018)

**OPERATION
PREVENTION**



In an effort to meet the requirement of schools to implement K–12 comprehensive drug awareness and prevention programs beginning in academic year 2018–2019 (West Virginia House Bill 2195), representatives from DEA met with the Governor’s office to discuss the use of the Operation Prevention curriculum across the state with the state Department of Education’s support. There are currently plans to pilot the program in Putnam County schools.

Other School-based Initiatives

The following school-based initiatives related to opioid prevention are conducted by coalition members or DEA 360 partners in schools in the tri-county region. Some of these initiatives were in place prior to DEA 360. In those instances, DEA 360 did not partner on the initiatives, but rather offered support and a larger platform for gaining stakeholder buy-in.

Generation Rx

Generation Rx is an evidence-based medication safety and prevention curriculum developed through a partnership between the Ohio State University College of Pharmacy and the Cardinal Health Foundation. Generation Rx aims to educate people of all ages about the dangers of prescription drug misuse, including proper disposal of prescription drugs. Generation Rx curricula are available for elementary, middle school, and high school students:

In 2017, the West Virginia legislature passed House Bill 2195, requiring schools to implement K–12 comprehensive drug awareness and prevention programs beginning in academic year 2018–2019. House Bill 2195 states that sixth-through 12th-grade health classes must include at least 60 minutes of instruction per year on the dangers of opioid use, the addictive characteristics of opioids, and safer alternatives to treat pain. The law further requires law enforcement agencies and drug rehabilitation specialists to coordinate with school boards to implement age-appropriate lessons on the effects of illegal drug and alcohol use.

- UCSOP first-year students implement Generation Rx in third-grade classrooms in Kanawha County. Pharmacy students visit each school twice a year—once each in the fall and spring to conduct a 45-minute prevention lesson and to discuss proper medication disposal.

- Marshall University School of Pharmacy students implement Generation Rx in elementary schools in Cabell County. At the end of each lesson, they test the students' learning through a bingo-style game called "SAFE."

Too Good for Drugs

Too Good for Drugs is an evidence-based, universal prevention program developed to mitigate risk factors and enhance protective factors through skill development. The curriculum helps children develop social and emotional skills for communicating effectively, resisting peer pressure, and making healthy choices. CCSAPP, Kanawha Communities That Care, and the Putnam Wellness Coalition each purchased Too Good for Drugs and train school counselors each year on the curriculum. The coalitions also had DEA 360 representatives meet with the counselors. Too Good for Drugs is being implemented in all Cabell, Kanawha, and Putnam County elementary, middle, and high schools.

Rex™ the Rx

UCSOP and Murphy Media developed a medication safety program for pre-kindergarten students. Rex™ the Rx is a live-action, real-time generated avatar (a pill bottle) operated by facial recognition in a livestreaming platform. Through a partnership with Kanawha Communities that Care, UCSOP students are delivering the pilot program to pre-K classes in Kanawha County. Pharmacy students talk to the children about medication safety using a coloring book designed to demonstrate three easy curriculum objectives: "Cap Him," "Know Him," and "Throw Him."

	Cabell	Kanawha	Putnam
DEA 360/Chasing the Dragon	✓	✓	✓
Generation Rx	✓	✓	
Too Good for Drugs Program	✓	✓	✓
Rex™ the Rx		✓	

YOUTH-FOCUSED COMMUNITY EVENTS

Local DEA staff successfully partnered with existing community-based events to reach large numbers of youth throughout West Virginia. While these were not DEA events, local DEA representatives were able to increase their reach across the area by co-sponsoring or providing a booth at well-attended, youth-focused events.

Powerama

In August 2017, the Charleston Police Department partnered with DEA 360, the West Virginia National Guard, and others to host a free Powerama aimed at talking to fifth- and sixth-grade students about drug prevention, bullying, and achieving their goals. The Powerama was held at the Charleston Civic Center and featured a parade of cruisers, DEA 360's anti-drug message, and demonstrations by the fire department, K-9 squad, and SWAT team. Batman appeared, along with the Power Team, who bent and broke steel with their bare hands. Retired NFL player Chris Massey was a special guest. The DEA 360 team worked with local schools to arrange early release and transportation for students to the event from the surrounding counties. In all, approximately **3,500 kids attended.**



2017 National Scout Jamboree

DEA 360 hosted a booth at the 2017 National Scout Jamboree, held July 19–28 in West Virginia. Approximately **40,000 scouts** from across the nation attended the event. DEA representatives passed out informational materials, as well as DEA 360 carabiners, cups, and other giveaways. In 2018, the World Scout Jamboree will be held in West Virginia and representatives from the local DEA office are planning to attend.

DEA YOUTH DANCE PROGRAM

The DEA Youth Dance Program, a part of the DEA Educational Foundation, was established to empower kids by providing a free and positive after-school alternative to drugs through the fun, healthy, and expressive art form of dance. In West Virginia, the program offers a positive, healthy alternative to drug abuse using three methods:

1. Exciting and interactive professional performances where students received critical messages about the importance of staying drug-free and healthy, working as a team, taking a “positive” risk in trying something new, and the power of dance to bring joy through physical movement.
2. Free dance class series in a safe location where students work with mentors and focus on working in a positive environment with peers, resisting peer pressure, building

self-confidence, and participating in a healthy activity.

3. Providing children with their own performance opportunity at their schools.

The Youth Dance Program serves to empower kids, teach them focus and discipline, and provide an opportunity to express emotions through dance. In West Virginia, it partnered with 4th Avenue Arts and DEA 360 on programming in three elementary schools: Poca, Spring Hill, and Edgewood.

“This program targeted higher than normal at-risk schools in the areas of Kanawha, Putnam, and Cabell counties in West Virginia. The schools ... were selected by the respective school board officials knowing that the program would have the greatest impact on those students in the selected schools.”

— DEA representative

DEA representatives were instrumental in connecting the Youth Dance Program with the local schools. The DEA field office was very active at each school, hosting the dance program and providing students the benefit of hearing important drug information and messaging from DEA agents.



EDGEWOOD Elementary School

- Kanawha County
- 473 student population
- 66.4% free/reduced-lunch recipients
- 24 fifth-graders participated — nine boys and 15 girls

SPRING HILL Elementary School

- Cabell County
- 553 student population
- 81.2% free/reduced-lunch recipients
- 30 fourth- and fifth-graders participated — 12 boys and 18 girls

POCA Elementary School

- Putnam County
- 318 student population
- 63.1% free/reduced-lunch recipients
- 23 fifth-graders participated — six boys and 17 girls

The Youth Dance Program creates a unique environment for students to explore and gain confidence. In a summary report provided by the dance program, a 4th Avenue Arts Youth Dance Program instructor said: **“Not only are the students getting a chance to move and get positive messages, but they are getting nourishment in their bodies ... and they were getting support from their peers. Allowing the students to build trust within themselves through movement and gain self-confidence was such a beautiful part of the process.”**

In West Virginia, the Youth Dance Program began with launch assemblies in all three elementary schools in March 2017, attended by students in fourth and fifth grades. The launch assemblies were followed by 20 weeks of classes in each elementary school. Poca and Spring Hill schools conducted two class sessions for a total of 20 weeks (6 weeks in the spring and 14 weeks in the fall). Edgewood conducted 20 consecutive weeks of classes. A final assembly at each school was attended by parents, students, faculty, and DEA representatives.

Feedback to the Youth Dance Program administrators was positive, prompting hopes to fund another year in West Virginia as the area continues to address the effects of opioid misuse and heroin use.

PARENT

As one parent said in a Youth Dance Program summary report: “It was a new experience for all of us and a great experience for [my child] to get to be in the dance class. I really hope [the program] comes back to the school because we need this program for our kids.”

COUNSELOR

A counselor at one of the schools agreed: “I believe the DEA [dance program] empowered students to feel comfortable in their own skin and to speak out about what they believe. I support this program 100 percent. I wish there was funding for it annually.”

STUDENT

One student described appreciation for the program: “I thank you for helping me show my emotions and helping me be brave to dance.”



SUMMARY

The DEA 360 team reached an estimated 12,000–15,000 students during two-hour school presentations in Putnam and Kanawha counties. Seventy-nine elementary school students from the three counties also participated in the Youth Dance Program.

In addition to DEA 360's efforts, Prester Center, local universities, and community coalitions implemented a variety of other school prevention programs in grades pre-K through 12, such as Generation Rx and Too Good for Drugs. DEA 360 also supported and participated in events hosted by other organizations, such as the National Scout Jamboree and Powerama. These community events resulted in DEA 360 having a broad reach in southwestern West Virginia.

All three counties agreed to implement the Youth Dance Program in one elementary school in each county. In addition, Kanawha and Putnam county schools partnered with DEA 360, allowing the DEA team and the local coalitions to access students in their counties.

Although the DEA 360's youth outreach efforts were largely successful, there were some challenges. Due to a change in administration in Cabell County Schools, CCSAPP and DEA 360 team members were unable to gain access to students to conduct educational efforts in the schools.

In addition, when working with local school boards to obtain early release and transportation for students to attend Powerama, the DEA 360 team had difficulty identifying and accessing the right individuals to approve the early release. In addition, some of the school systems initially mentioned the need to pay for buses to the event; however, the schools ultimately arranged and provided transportation at no cost to DEA 360.

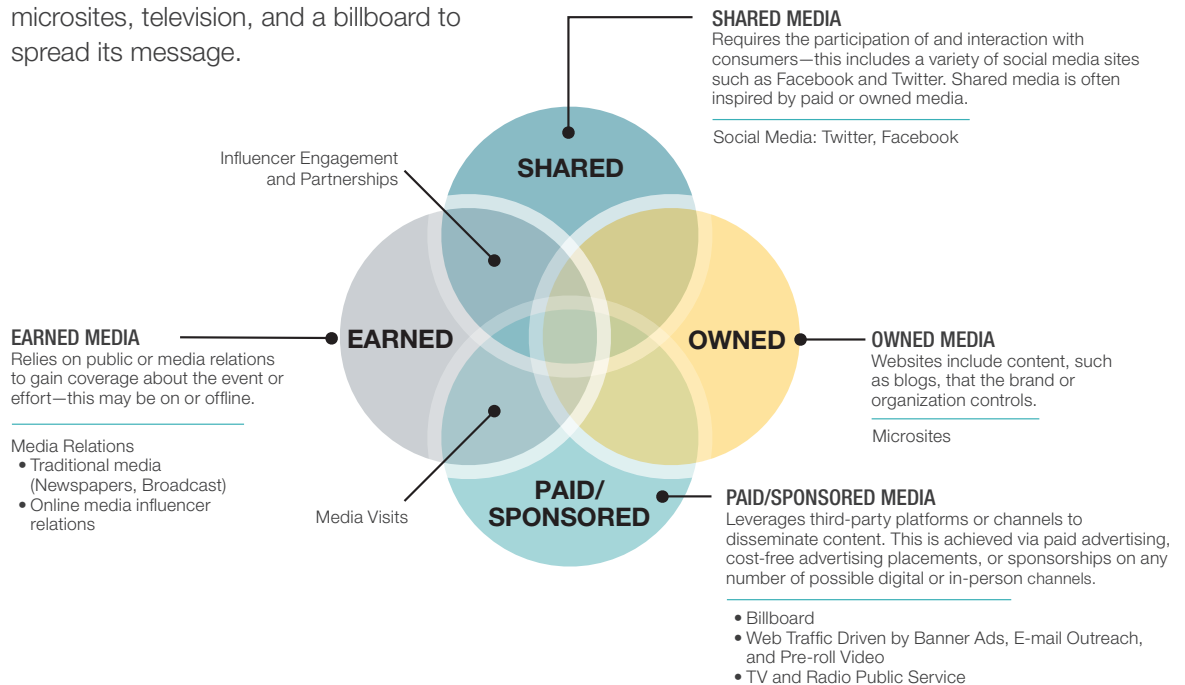
MEDIA OUTREACH

The DEA 360 Strategy in West Virginia involved various media outreach efforts—television and radio ads, digital marketing, social media, and a billboard placement—in the Charleston-Huntington media market to raise awareness about the opioid epidemic and resources to combat the epidemic in the community. In the following section, we present results from interviews and metrics to describe community media outreach, including messages disseminated in the community and the impact of these activities. Results are based on four types of media used in West Virginia—paid/sponsored, earned, shared, and owned.

Community messaging and media outreach is a central component of the DEA 360 Strategy. As noted in the DEA 360 Strategy Campaign Execution Guide created by A. Bright Idea, “The DEA 360 Strategy campaign utilizes a comprehensive communication approach with aggressive public messaging through mass media, television, radio, and social media outlets.” DEA 360 in West Virginia employed radio appearances, social media, microsities, television, and a billboard to spread its message.

PAID/SPONSORED, EARNED, SHARED, AND OWNED MEDIA

The DEA 360 Strategy used a multimedia approach, incorporating paid, earned, shared, and owned media, resulting in a wide reach across the tri-county area in West Virginia.



PAID/SPONSORED MEDIA

DEA 360 used a number of paid media opportunities to disseminate information broadly to the target counties:

- A series of Partnership for Drug-Free Kids media visits and trainings
- A 13-week WakeUp West Virginia campaign including:
 - Public Service Announcement (PSA) spots on television and radio
 - Outdoor billboard units
 - Digital advertising placements

These efforts were designed to reach a broad audience within the community, including parents, youth, and individuals struggling with opioid addiction.

Media Visits

Partnership for Drug-Free Kids facilitated a series of media visits with major news stations and publications throughout the Charleston/Huntington areas from March 22–24, 2017. Media visits were led by a local DEA representative and the Partnership's Steve Cline, with the director of the Huntington Mayor's Office of Drug Control Policy, and the executive director of Kanawha Communities That Care in Charleston.

The media visits were targeted at general managers, news directors, and managing directors with goals of:

- Providing more detailed information about the DEA 360 Strategy in West Virginia.
- Encouraging continuing coverage of the opioid issue.
- Increasing local support of on-air messages.

Several organizations participated in the media visits, including Kindred Communications, The Herald Dispatch, WSAZ-TV Huntington, WSAZ-TV Charleston, West Virginia Radio Corporation, WCHS-TV, WVAH-TV, and West Virginia Gazette.

MEDIA MARKET FOR CHARLESTON-HUNTINGTON

The Charleston-Huntington designated market area (DMA) has a population of 962,200 over the age of 12 (Kantar Media, 2018). The Charleston-Huntington DMA is ranked 194th in the radio market and 70th in television. The DMA is home to 11 television stations and has approximately 431,150 residences with TVs in them. The Charleston-Huntington DMA has over two dozen radio stations, opportunities for outdoor advertising, and several circulated print publications including The West Virginia Daily News, The Herald-Dispatch, and The Register-Herald. Of the total DMA population, approximately 21.5 percent of people are under age 18 (Kantar Media, 2018).

The media visits were successful from several perspectives.

- DEA 360 was able to meet with high-level station personnel, which is uncommon for these types of visits. This underscores the importance of the opioid problem in West Virginia.
- A local DEA representative and Steve Cline from Partnership for Drug-Free Kids were invited to participate in a five-minute live segment on WSAZ-TV News at 5:00 p.m. on March 23, 2017.
- Support for DEA 360 PSAs increased following the media visits.



WakeUp Campaign (May 8–August 6, 2017)

Each DEA 360 Strategy location implemented a 13-week WakeUp advertising campaign, comprised of television, radio, and digital components targeting the local media market. The WakeUp campaign used broadcast and outdoor billboards to increase awareness, and digital placements were more targeted to encourage users to seek additional information by visiting the landing page.

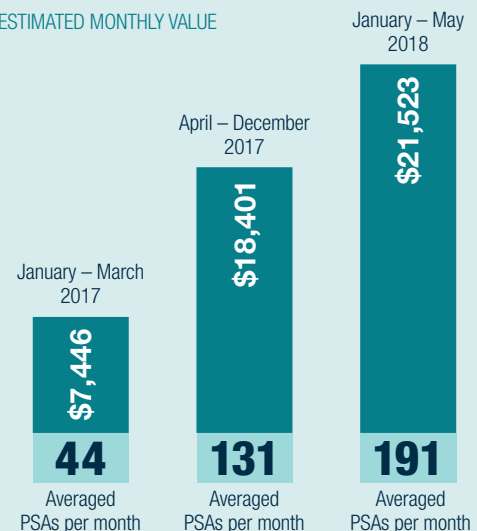
Television and Radio Commercials

The WakeUp campaign’s 15- and 30-second radio and television commercials had a call to action of seeking out more information and resources **“to help someone you know struggling with pill or heroin use,”** and directed individuals to the WakeUp West Virginia website. The television PSAs included statistics on how drugs affect West Virginia, including the number of overdoses in the tri-county area and the increase in overdoses year over year. The campaign delivered a total of 8,276,507 impressions across four television stations (WSAZ, WQCW, WOWK, and ESAZ) and three radio stations (WKCL-FM, WQBE-FM, and WWSR-FM).

PSAs increased as a result of the media visits:

- Support for the first three months of 2017 averaged **44 PSAs** per month, with an estimated monthly value of **\$7,446**.
- Post-media visit, through the end of 2017: The remainder of 2017 averaged **131 PSAs** per month, with an estimated monthly value of **\$18,401**.
- Post-media visit, after the close of DEA 360: Through May 2018, TV support averaged **191 PSAs** per month, with an estimated monthly value of **\$21,523**.

ESTIMATED MONTHLY VALUE



WAKE-UP WEST VIRGINIA

Media Campaign May 8–August 6, 2017



TELEVISION

4 Stations
1,295 Television Spots
8,276,507 impressions



BILLBOARDS

3 locations
4,162,072 impressions



RADIO

799 radio spots
3,626,100 impressions



DIGITAL ADVERTISING*

12,075 clicks, yielding a click-through rate (CTR) of 0.34%
3,604,094 impressions

*Typically, a CTR above 0.10% indicates strong performance.
Added value placements: 321 television spots and 182,368 digital banner impressions

- Gross Rating Points (GRPs) were high for two of the stations, WSAZ (541.7) and WOWK (794.7). WSAZ, the NBC affiliate, had a reach of 90 percent, driven by the high viewership in the area. WOWK's GRP was a result of the high frequency of the ads—on average, a WOWK viewer saw an ad 37.3 times compared with 5.7 times for WSAZ.
- There were 321 added-value television spots. WSAZ, the partner station to WOWK, included 312 added-value television spots. Similarly, WOWK included nine added-value spots. Because of lower viewership, it is common for small partner stations to include added value to the main station buy, or to get added-value spots.

TV and Radio Definitions

REACH

Percentage of people in the market who were exposed to the ad.

FREQUENCY

Number of times a person, on average, saw the ad on that channel. GRPs are the industry standard measure of broadcast advertising's impact. They are calculated by reach, multiplied by frequency for a target demographic audience. In most cases, for radio and TV buys, reach and frequency oppose one another—there may be a small targeted reach with a higher frequency, meaning a message is delivered to a particular group many times, or more individuals are reached a fewer number of times. Because the GRP equation involves both reach and frequency, comparison is allowed across media buys.

ADDED-VALUE PLACEMENTS

Radio and TV advertisements that run without incurring any costs.

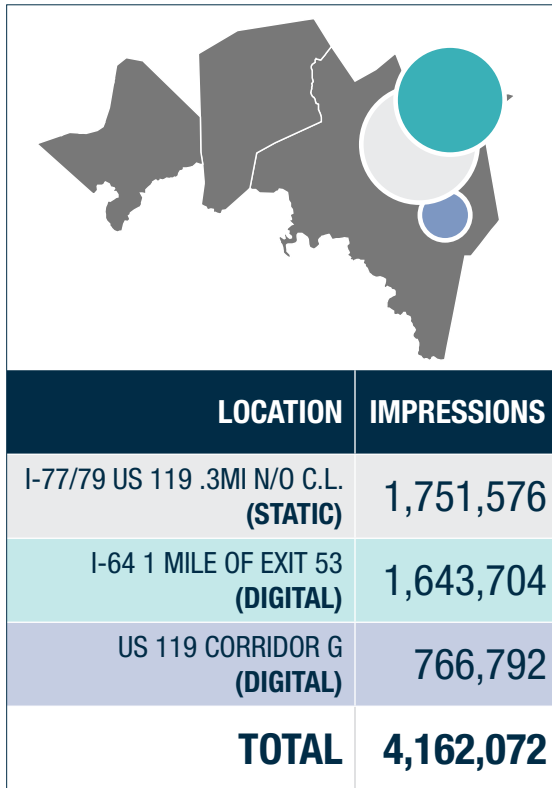
- More than 80 percent of the TV impressions came from WSAZ and WOWK.

See Appendix C for more information about television and radio spots between May and August 2017.

Billboard Campaign

A. Bright Idea placed three billboards in various locations throughout the region to increase the public's awareness of the state's opioid epidemic. The billboards included one static and two digital boards, along I-77/I-79, I-64 east, and US 119. The ads called out the statistic that West Virginia is the number one state for drug overdoses. The billboards ran May 29–July 23 and garnered a total of 4,162,072 impressions.

The billboard campaign targeted various major highways in the Charleston region. The two digital billboards were shared with other advertisers, with the DEA ad being displayed 25 percent of the time during the campaign. Nevertheless, the frequency was high and drove the overall number of impressions.



Digital Advertising

Digital advertising for the WakeUp West Virginia campaign included display banners across desktop and mobile devices and 30-second video pre-roll. The display ads featured the call to action to “click” to help someone struggling with pill or heroin use. The pre-roll ads leveraged the PSAs also used for the television commercials. All digital placements were targeted to three demographics groups: adults 18–24, adults 25–54, and adults 25–54 with children ages 13–18. Placements were also targeted to appear within content related to health and wellness or family topics.

Display Advertising

Desktop and mobile banners, purchased through a third-party platform, Xaxis, drove 2,273,873 impressions and resulted in 1,944 clicks. This included 182,368 added-value impressions that generated 134 clicks at no cost.

- The ads generated a click-through rate (CTR) of 0.08 percent. This is on par with the benchmarks of 0.08 percent for desktop banners and 0.10 percent for mobile.
- Digital banners are a great vehicle for driving awareness through low-cost impressions. In this campaign, impressions were obtained at a cost per thousand (CPM) of \$4.77.
- While banners help to build awareness at a low cost, they generally have low click-through rates, which is common across all industries and campaigns.

Pre-Roll Video

Pre-roll video, or video ads that play before the content that a user has selected, drove 1,330,221 impressions and 10,131 clicks, resulting in a CTR of 0.76 percent. This is above the benchmark of 0.40 percent.

- The pre-roll video ads were obtained at a CPM of \$16.52. While the cost per impression is higher for pre-roll than display banners, these pre-roll videos are more likely to cause the user to engage with the ad by clicking to visit the website and ultimately obtain more information.

261 Tri-County overdoses in 2016 alone

OWNED MEDIA

Microsites

Three microsites were created for West Virginia’s DEA 360 Strategy: WakeUp West Virginia, Just Think Twice West Virginia, and Get Smart About Drugs West Virginia. These sites were intended to provide resources and information related to opioid addiction. According to the DEA local office, the sites were used to highlight activities of DEA and its coalition partners, and to share contact information for local treatment facilities. In an effort to share fresh and relevant content, the DEA office invested time and resources to conduct interviews with people recovering from addiction and with those affected by the loss of loved ones from addiction.

The WakeUp West Virginia microsite was the primary destination for many of the digital advertisements, PSAs, and other outreach efforts conducted by A. Bright Idea as part of their WakeUp West Virginia campaign. This microsite served as a landing page for the other two microsites, as visitors could choose between Just Think Twice (targeted to teens) and Get Smart (targeted to parents, educators, and caregivers).

- The Just Think Twice West Virginia microsite was built primarily for teen audiences. It includes facts about heroin use and prescription drug misuse, resources for users looking to get help, ways to get involved in community programs, true stories of people who previously abused drugs, and recent news items about heroin use and prescription drug misuse in West Virginia.

Digital Definitions

DIGITAL IMPRESSIONS

When an advertisement or any other form of digital media renders on a user’s screen. Impressions are not action-based and are defined merely by a user potentially seeing the advertisement. While media buys can guarantee impressions, they cannot guarantee action.

CLICK-THROUGH

Clicks refer to a user clicking on a link included in outreach materials to a specific digital asset, such as a website. In this case, click-throughs were links back to the microsite.

CLICK-THROUGH RATE (CTR)

The number of clicks on an ad divided by the number of impressions, expressed as a percentage.

Data for the Just Think Twice West Virginia and Get Smart About Drugs West Virginia websites were split between two Google Analytics accounts. From March 13 to June 10, 2017, data for Just Think Twice West Virginia were mistakenly placed in the Google Analytics account for the Just Think Twice Pittsburgh account. After June 10, 2017, the data were available in the Just Think Twice West Virginia account. From March 13 to June 10, 2017, data for Get Smart About Drugs West Virginia were mistakenly placed in the Google Analytics account for the Get Smart About Drugs Pittsburgh account. After June 10, 2017, the data were available in the Get Smart About Drugs West Virginia account. For some of the more complex calculated metrics, such as average session duration, data may be reported separately due to the split of Google Analytics accounts. Data for the WakeUp West Virginia website are only available after August 12, 2017, because Google Analytics was not enabled on the site until that date. This means that all data prior to August 12, 2017, including a large portion of the analytic data on the WakeUp campaign, was not available for analysis. Any insights will have to be taken with caution due to these data issues.

- The Get Smart About Drugs West Virginia microsite was built primarily for parents, educators, and caregivers. It includes a description of the heroin use and prescription drug misuse problem in West Virginia, resources for people seeking help, ways to identify people who may be abusing drugs, ways to get involved at the community level, and recent news on heroin use and prescription drug misuse in West Virginia.

MICROSITE	An individual webpage or a small cluster of pages meant to function as a discrete entity within an existing website or to complement an offline activity.
VISITS	The number of times the website is accessed.
VISITORS	The number of unique individuals who visit the website. Visitors are determined by IP address, so it is possible an individual could count as more than one visitor if he/she visits the website on multiple devices.
BOUNCE RATE	The total number of visits divided by the number of visits that only have one page view.
AVERAGE SESSION DURATION	The total duration of all visits divided by the total number of visits.
PAGES PER VISIT	The total number of page views divided by the total number of visits.
PAGE VIEWS	The number of times a specific webpage is accessed. A page may be viewed multiple times in a single visit.

Time periods for analysis:

- WakeUp West Virginia:
August 12, 2017–February 28, 2018
- Get Smart About Drugs West Virginia:
March 13, 2017–February 28, 2018
- Just Think Twice West Virginia:
March 13, 2017–February 28, 2018

Engagement for the WakeUp microsite is difficult to gauge because it is a single page that points users to the other two microsities. This microsite should ideally have a high bounce rate, as it means users are leaving the site to visit one of the other campaign microsities.

- GovDelivery was an effective outreach strategy for driving traffic to the Just Think Twice website. Two GovDelivery e-mails highlighting true story pages on the Just Think Twice microsite were sent on August 30, 2017, and September 29, 2017. These targeted outreach efforts, rather than to the homepage of the WakeUp microsite, are effective in driving users to the webpage.
- For both WakeUp and Get Smart About Drugs, direct traffic was the main driver of visits to the website. Unfortunately, it is difficult to make any inferences about direct traffic because users could have inputted the website into their browser after seeing an offline tactic, or the visits could have come from a digital source that was not tagged properly.

Direct visits are traffic where Google Analytics cannot determine a specific source. This includes visits where a user inputted the website URL manually, had the URL bookmarked, visited from a mobile application, visited from certain advertisements that were not properly tagged with campaign source information, or where a user visited the website from an http website (source information is lost when a visitor goes from an http website to an https website). To avoid such large direct traffic numbers in the future, outreach tactics should use Google campaign links with Urchin Tracking Module (UTM) parameters so that individual tactics or ads can be analyzed for effectiveness.

Microsite Visits and Engagement

Microsites	Page Views	Visits	Visitors	Pages Per Visit	Bounce Rate	Average Session Duration
WakeUp West Virginia	476	302	274	1.58	64.57%	0:30
Get Smart About Drugs West Virginia	4,441	970	736	March 13–June 10: 5.03	March 13–June 10: 45.06%	March 13–June 10: 5:27
				June 11–February 28: 4.27	June 11–February 28: 29.57%	June 11–February 28: 2:35
Just Think Twice West Virginia	3,890	1,718	1,474	March 13–June 10: 3.39	March 13–June 10: 54.31%	March 13–June 10: 2:40
				June 11–February 28: 2.01	June 11–February 28: 53.31%	June 11–February 28: 1:24

Engagement across the microsites was mixed. Engagement for the Get Smart site was exceptional (high pages per visit, low bounce rate, high average session duration) and was adequate for Just Think Twice. Generally, a bounce rate near or below 50 percent is ideal, so these two websites performed well in terms of keeping users on the site and engaged with the content.

Why This Matters:

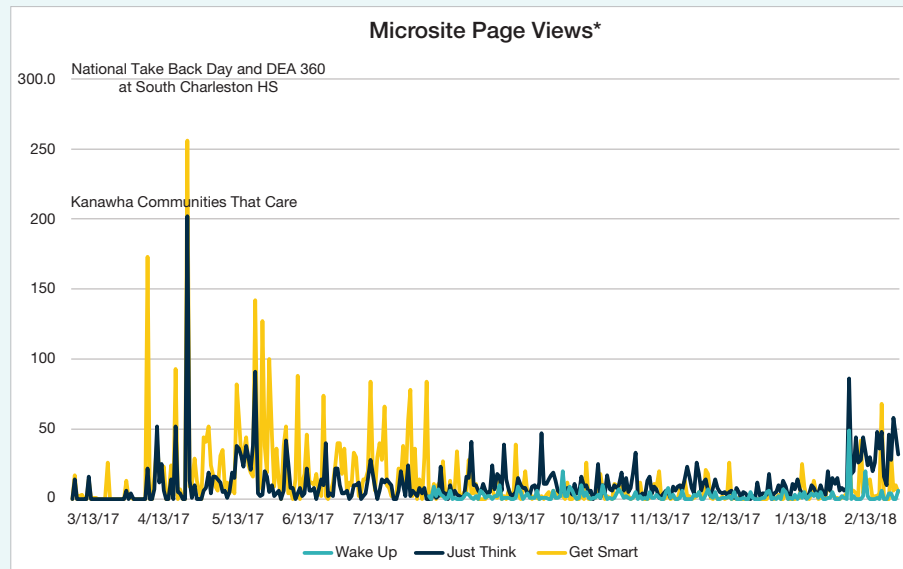
Keeping visitors engaged in microsite content means they are more likely to visit more pages, absorb more content, and move forward with recommendations posited on the website (e.g., contacting counseling services or downloading educational materials).

Recommendation:

Understand more about what entry pages (the first page that users visit on the website) and referral sources (how users get to the website) produce the best engagement outcomes. Using these pages and outreach tactics moving forward can help improve overall website engagement. Also, set benchmarks for engagement at the outset of the DEA 360 effort, so that data can be examined month to month and outreach optimizations can be completed midstream during the effort.

- **The Facts page on the Just Think Twice website performed exceedingly well on Google organic search.** The high referrals from Google organic search indicates that this page appeared high in search results for one or more keywords. To enhance future outreach messaging, DEA should investigate the keywords or phrases that are driving high traffic to this page.
- While the **WakeUp** microsite was the primary destination for many of the digital advertisements and PSAs for this campaign, **it did not seem to garner a significant amount of traffic overall** and may have been an impediment for users to get to the appropriate website for their needs. Efforts should be focused more on directing users of campaign materials to Get Smart About Drugs or Just Think Twice, depending on the target audience being considered for that campaign tactic or advertisement.

Microsite Page Views (March 2017–February 2018)



*Visits across all of the microsites came from the stage and development versions of the websites. These sites, created so the developers of the website could make and test changes before pushing them live, should not be considered as legitimate site visits. Future campaigns should remove this traffic via Google Analytics filters.

- For all three microsites, **desktop visits were higher than mobile visits**, a trend that is somewhat surprising considering current trends of smartphone use in the United States. According to the Pew Research Center, 77 percent of Americans own a smartphone and 20 percent of all Americans are smartphone-only internet users (meaning they do not have broadband internet service at home). This percentage of smartphone-only users is higher for people who make less than \$30,000 a year (31 percent) or did not graduate high school (39 percent). This may signal a need to target mobile users with some of the outreach tactics for the DEA 360 Strategy.
- Although media coverage of the campaign occurred throughout the analysis period, there seemed to be a **lack of visits from the news websites or news sources**. Media visits were a crucial component of the DEA 360 Strategy, so a lack of website visits from news sources reflects a missed opportunity. News media did not prominently mention the URL to any of the microsites within their news articles.

The DEA 360 Strategy was fairly effective in targeting people in West Virginia. For both the Get Smart About Drugs and Just Think Twice websites, the percentage of total visits from West Virginia topped 40 percent. However, only 18 percent of visits to the WakeUp website came from West Virginia. The top visits by West Virginia cities were from Huntington and Charleston, followed by Morgantown and Fairmont. The low visits to the WakeUp website from people in West Virginia is concerning, as this was a campaign targeted to West Virginia.

Geographic Region

Website	Visits From West Virginia	% of Total Visits From West Virginia Region
WakeUp West Virginia	36	17.92%
Get Smart About Drugs West Virginia	412	42.47%
Just Think Twice West Virginia	715	41.62%

“I used to say prevention isn’t sexy. Going out and arresting 45 people is headline news, but it was important to educate people on how important prevention is in the long-term solution.”

– Community respondent

EARNED MEDIA

Earned media outreach in West Virginia consisted of a kickoff press conference, a series of media visits facilitated by Partnership for Drug-Free Kids, and various individual interviews with a local DEA representative. Notable coverage around DEA 360 events included live coverage of the DEA 360 Heroin and Opioid Response Summit at the University of Charleston and the WCHS-TV livestreaming of the Your Voice, Your Future Town Hall.

Media Coverage

Earned media coverage consisted of 75 news clips, reaching a total estimated audience of 31,619,715.

- 23 TV clips, reaching 210,807 viewers
- 1 print clip, reaching 6,000 readers
- 51 online clips, reaching 31,402,908 million internet users

Earned media coverage consisted of coverage from online media outlets, local newspapers and television/radio stations, and broadcast television clips. Two press releases from partner organizations, Milken Institute and Cardinal Health, also mentioned the DEA 360 Strategy in relation to West Virginia. The press conference/kickoff event was covered by local radio and television stations. WSAZ-TV covered the initiative extensively, including an online story featuring quotes from SAC Colder. WSAZ-TV

also published online stories related to the DEA 360 Heroin and Opioid Response Summit, National Prescription Drug Take Back Day, and Operation Prevention Virtual Field Trip.

Stories ran in the Charleston/Huntington, Parkersburg, and Clarksburg DMAs and local newspapers:

- WBOY-TV (Clarksburg): 1 broadcast story and 1 online story
- WCHS-TV (Charleston): 4 broadcast stories and 9 online stories
- WOWK-TV (Huntington): 7 broadcast stories
- WSAZ-TV (Huntington): 5 online stories
- WTAP-TV (Parkersburg): 1 online story
- WVAH-TV (Charleston): 7 broadcast stories
- WWPB-FM (Charleston): 3 online stories
- Charleston Gazette-Mail: 5 online stories
- Herald-Dispatch (Huntington): 3 online stories
- MetroNews (Charleston): 2 online stories

Local DEA representatives conducted interviews with media outlets at local universities, including the Marshall University newspaper, The Parthenon, which published the story in print and online. ASAC Gourley was also featured in UCSOP’s Parent Talk Live blog radio show special edition, “Safe Medication Use.” Tri Counties Finest, a hyperlocal news bulletin, shared four different stories related to DEA 360 and its events.

Recommendations for maximizing earned media

To improve visibility of DEA 360 and encourage access to relevant materials through earned media, DEA 360 should:

- Provide the media with links to DEA 360 websites and information about local resources and contacts.
- Use uniform messaging that refers to DEA 360 consistently.
- Find a positive angle for media pitches to break through the high volume of drug-related coverage. In West Virginia, media coverage was earned around the DEA summit and Operation Prevention Virtual Field Trip. Other positive messaging may highlight stories of individuals who overcame drug addiction or examples of community partnerships.



MEDIA COVERAGE BY EVENT (in chronological order)

Event	Total Stories	Reach
Kickoff Press Conference	11	1,027,826
National Prescription Drug Take Back Day	2	825,366
Training of Trainers	3	226,606
DEA 360 Heroin and Opioid Response Summit	26	2,691,402
Caring Community Seminar	1	8,268
WCHS-TV West Virginia Drug Town Hall	8	172,736
Powerama	1	27,837
Operation Prevention Virtual Field Trip	7	3,805,612

DEA 360 Heroin and Opioid Response Summit News Coverage

The DEA 360 Heroin and Opioid Response Summit received extensive local media coverage leading up to, during, and following the event. The summit was held at the University of Charleston on May 11, 2017. U.S. Attorney General Jeff Sessions made the opening remarks and U.S. Senator Shelley Moore Capito presented. The summit was widely referred to as “A Compassionate Call to Action.”



Local newspapers, including The Charleston Gazette-Mail, The Herald Dispatch, The Register-Herald, and The West Virginian, published online news stories before and after the summit. These stories mentioned the launch of the DEA 360 Strategy and highlighted its role in combatting the opioid epidemic in West Virginia. The stories also mentioned the DEA 360 Strategy in relation to federal funding for the anti-drug effort.

The summit yielded 26 news stories, reaching an estimated audience of 2,691,402. Although reach numbers for summit news coverage were low compared to overall coverage (8 percent of overall coverage), the event received more published articles than other DEA events in West Virginia.

SHARED MEDIA

Social media data were provided in part by the DEA Washington, D.C. office, in combination with the use of Crimson Hexagon¹ by ICF. Crimson Hexagon is a social media monitoring program that provides data on a specific set of keywords or hashtags. ICF conducted a Crimson Hexagon search on Twitter using hashtags #DEA360, #DEAStrategy, #operationprevention, #DEAtakeback, and #DEAredribbon. Twitter activity for these relevant hashtags was generally passive engagement—out of the 6,928 posts from February 2017 to February 2018, 70 percent were retweets.



What are people in West Virginia tweeting about?

For Twitter activity in West Virginia,² 33 posts included one of the campaign hashtags between February 2017 and February 2018. The most posts were on May 11, 2017, the day of the DEA 360 Heroin and Opioid Response Summit, with eight posts. The second highest number of posts occurred on Oct. 25, 2017, which was the #OperationPrevention Virtual Field Trip.

The number of potential impressions for the analysis period was 55,967. The highest number of potential impressions on any given day were 13,000 potential impressions on Oct. 25, 2017. Potential impressions are calculated by the potential number of people who saw the posts that occurred in our selection. Generally, the relevant tweets were from accounts with low followership and influence.

The top five hashtags included in the relevant tweets were #DEA360 (20), #OperationPrevention (9), #DEAtakeback (5), #HuntingtonWV (5), and #UCSOP (3). People often include a URL in their tweet. The top two links include <https://www.operationprevention.com/virtual-field-trip> (4 posts) and <https://takebackday.dea.gov/> (2 posts).

The top five retweets are shown below. The top retweet came from the @huntingtoncity account about the Operation Prevention Virtual Field Trip.

The screenshot displays five tweets that were retweeted. Each tweet entry includes the user's profile picture, their handle and name, the number of retweets (indicated by a blue bar), the tweet text, the date, and options to favorite, retweet, or reply. The tweets are as follows:

- @huntingtoncity (Huntington, WV)**: 3+ retweets. Tweet: "Watch #OperationPrevention VFT in #HuntingtonWV at 1p to see how students can make positive change in drug epidemic: <https://t.co/FrEiPVtjXV>". Date: Oct 25, 2017.
- @TaylorStuckHD (Taylor Stuck)**: 2+ retweets. Tweet: "People in Washington use 'crisis' to describe a whole lot of things...but I truly believe this is a crisis." -Sessions #DEA360. Date: May 11, 2017.
- @MichelleEaston4 (Michelle Easton)**: 2+ retweets. Tweet: "Proud of UCSOP's efforts to address opioid addiction, sub abuse & mental health! Appreciate the recognition by the DOJ DEA! #DEA360 #UCSOP". Date: Aug 31, 2017.
- @DEAWASHINGTONDC (DEAWashington)**: 2+ retweets. Tweet: "@CharlestonFDWV what a rescue!! @CharlestonPDWV #powerama #DEA360 <https://t.co/emRUndvu3v>". Date: Aug 30, 2017.
- @DiscoveryEd (Discovery Education)**: 1+ retweet. Tweet: "The #OperationPrevention Video Challenge is offering students a chance at a \$10,000 scholarship and other prizes. <https://t.co/PLHprw7KfA>". Date: Feb 10, 2017.

¹ Crimson Hexagon is a social listening tool that allows one to search either a social account or topic/keywords to determine what is being said about an account/brand/topic and who is engaging in the conversation. It goes deeper than traditional social media analytics (e.g., likes, shares, engagement rate) and instead provides actionable insights to answer strategic questions, discover new trends in the conversation, help and organization to better understand your audience, or identify content options to drive up engagement.

² Geographic information for Crimson Hexagon is about 60 percent reliable for city/state location. Posts created on a computer in Washington, D.C., would most likely NOT show up in a scan using the location filter for West Virginia.

LESSONS LEARNED

There were several key lessons learned from the compilation and analysis of data to assess the DEA 360 Strategy implementation in West Virginia. These represent both program successes and aspects of the DEA 360 strategy that are important for other cities to consider, and also opportunities for strengthening the model.

Find opportunities to assess the local landscape

Interview respondents felt strongly that DEA must understand the local landscape, assess what resources exist, and determine the needs of the community prior to implementing DEA 360. Some respondents felt as if this was well accomplished, while others believed that the 360 model was too prescriptive considering all of the local efforts that already existed in West Virginia. As one community respondent noted, DEA 360 in West Virginia was successful because of the flexibility to accommodate the community; a program of this scope cannot be a “one-size-fits-all program, [it] needs to be flexible.”

All respondents looked favorably on the expansion of DEA 360 to three counties and applauded DEA’s willingness to adapt the scope of the work based on key stakeholders’ recommendations. Despite the similarities and connections across these counties, the individual needs and local landscape varied in each community (e.g., relationships with the schools, support for harm reduction programs, and the coalition’s focus). To fully understand these differences, one respondent recommended conducting a more thorough needs assessment or soliciting feedback from the community before implementation.

Rely on local expertise

Several respondents discussed the importance of relying on local people who have practical experience and who are invested in the community. An interview respondent described that one of the greatest strengths was community networking and development. Local coalition members were able to reach across community lines to engage stakeholders and “get the ball rolling for DEA 360.” Similarly, a key member of the team began conducting presentations in the school due to a personal request by a school administrator. Word quickly spread and eventually every high school in the county received a presentation. Said the team member: “We just started going everywhere. We just went and did it. Everyone who called, we went.” These personal relationships, especially in small rural communities, are critical to facilitate partnerships and move the initiative forward.

DEA 360 in West Virginia was also successful by partnering with existing events such as the Boy Scouts’ Jamboree, Powerama, and Youth Leaders Camp. This enabled DEA 360 team members to have a strong presence at well-established, youth-focused events. Similarly, DEA 360 team members had a strong presence at town halls and coalition events. By tapping into these existing meetings, team members were able to reach targeted interest groups of stakeholders with vested interest.



Work with federal representatives

Interview respondents shared the community's initial hesitancy about working with DEA and other federal representatives. On several occasions, respondents referred to DEA in Washington, D.C., as the “guys in suits” and “outsiders” in the tight-knit, rural community and described the need for individuals to overcome the notion that DEA only arrests people. As one respondent stated, “You don’t go sign up to be a DEA agent without some kind of motivator. They all are passionate. They want to arrest but also keep people from being arrested.”

Despite the initial hesitation, community members were pleased that DEA was offering them help. Respondents noted that DEA brought credibility and financial resources to the existing prevention efforts in the area. One community respondent stated, “It was important that it was the DEA doing this work more than anyone else because DEA brings credibility.” Ultimately, DEA representatives successfully communicated their goal: To increase enforcement but also to build community partnerships.

Determine a vision

Given the existing, wide-ranging prevention efforts in the tri-county region targeted by DEA 360, the vision for DEA 360 was less about creating new partnerships and efforts and more about integrating into existing efforts. Respondents described the DEA 360 program as “making space to bring people to the table and share ideas.” While DEA 360 was considered successful, community respondents had difficulty explaining the program’s goals. As one respondent described: “Sometimes we felt lost—what do you want us to do? Let us know the goal for the community.” DEA should continue to find opportunities to identify a clear vision for DEA 360 in the community.

Ensure follow-through

For prevention efforts like DEA 360 to be successful, interview respondents warn that the program cannot be a “one-shot deal.” Community members, especially in rural America, must feel a sense of commitment and follow-through from the federal agents implementing the program. As one interviewee described, people were excited to hear that DEA was trying to help, rather than just arrest people. Community partners should be clear on the vision for DEA 360 and able to set realistic expectations for community members.

Beginning in early 2018, the local DEA office hired a community outreach specialist, expanding its ability to conduct outreach across the state and sustain program activities. While the position formally began in February 2018, the community outreach specialist's work was instrumental over the course of the DEA 360 year and will be critical for sustaining DEA 360 activities. Several community respondents noted that this position was critical to maintaining the impact of DEA 360 in the community.

Build synergy between prevention and law enforcement

As a result of DEA 360, the relationship between prevention and law enforcement has been greatly improved. DEA 360 helped to build alliances and relationships between disciplines that had historically been siloed. Prior to DEA, the local police were not regularly involved with prevention—as one respondent described, the perception of police was often that “they didn’t understand how they would benefit from being part of prevention and part of a coalition. Once they sat down together, they started to understand the importance of prevention and what their role could be to work with youth and bring them together with treatment and recovery.” Respondents in prevention believed the keys to improving this relationship were eliminating the stereotyping of who was struggling and reducing animosity toward law enforcement. One respondent described this mutual understanding, saying “even if we didn’t agree, we started to understand.”

Avoid language that stigmatizes addiction

Interview participants acknowledged the importance of using language that does not blame individuals with addictions when presenting to community members, students in schools, and prevention stakeholders. When conducting presentations at the schools, the presenters were particularly aware that some

students in the audience had family members suffering with addiction; they focused on incorporating language that referenced bad decisions rather than bad people. Interviewees referenced Attorney General Sessions’ presentation during the summit as an example of language representing the philosophical differences that existed between enforcement and prevention. DEA 360 should continue to promote non-stigmatizing language to support cross-sector relationships and community engagement.

Use the website as a valuable tool

While the WakeUp microsite was the primary destination for many of the digital advertisements and PSAs for this campaign, it did not seem to garner a significant amount of traffic overall and may have been an impediment for users to get to the appropriate website for their needs. To improve the utility of the websites, DEA should consider several strategies:

1. All DEA 360 efforts should include links to relevant websites or social media for additional resources.
2. DEA 360 cities should continue to identify strategies for keeping the information posted on these accounts fresh and relevant—for example, the West Virginia local DEA representatives conducted interviews with individuals affected by the opioid epidemic and shared links to these stories to drive users to the microsite.
3. Community partners may benefit from an overview of the website so they can help their stakeholders to navigate the resources more effectively.

APPENDIX A.

METHODOLOGY



To evaluate and disseminate findings related to the community outreach portion of the DEA 360 Strategy in West Virginia, ICF implemented a mixed-methods approach for metrics compilation and analysis.

Metrics Compilation

The metrics compilation was conducted over two tasks:

1. Provision of metrics from program facilitators
2. Community interviews

Provision of Metrics from Program Facilitators

Individual discussions were held between the ICF team and four program facilitators implementing outreach activities in West Virginia. These discussions focused on metrics availability and format, as well as timelines for metrics delivery to ICF. The program facilitators and DEA Charleston office collected metrics throughout implementation of the DEA 360 Strategy.

Following the individual discussions, designated representatives of the program facilitators provided the agreed-upon metrics to the metrics compilation lead via e-mail. The metrics compilation lead assessed the completeness of the metrics, organized the metrics according to content and analysis area, and provided the compiled metrics to the Analysis Team.

Community Interviews

ASAC Gourley provided recommendations for community interviewees. Interviewees were invited to participate in the community interviews via e-mail. During June and July 2018, nine community interviews, lasting one to two hours, were conducted via telephone using an interview guide approved by ICF's Institutional Review Board, which assessed key domains related to implementation of the DEA 360 Strategy in West Virginia, including perceived reach and impact, partnerships and collaborations, facilitators and barriers to implementation, technical assistance and support needs, and lessons learned. Each community interview included a lead interviewer and notetaker.

Metrics Analysis

The metrics analysis was conducted over three tasks:

1. Social media, traditional media, and digital metrics analysis
2. Outreach activities analysis
3. Community interview analysis

Social Media, Traditional Media, and Digital Metrics Analysis

Social media data were provided in part by A. Bright Idea, in combination with the use of Crimson Hexagon by ICF. Crimson Hexagon is a social media monitoring program that provides data on a specific set of keywords or hashtags. The hashtags

DEA360, #DEASstrategy, #operationprevention, #DEAtakeback, and #DEAredribbon were used in searches of Twitter for the West Virginia DEA 360 campaign February 2017–2018. Website data were collected using Google Analytics data from the DEA accounts. Data for the Just Think Twice West Virginia and Get Smart About Drugs West Virginia websites were split between two Google Analytics accounts. From March 13 to June 10, 2017, data for Just Think Twice West Virginia were mistakenly placed in the Google Analytics account for the Just Think Twice Pittsburgh account. After June 10, 2017, the data were available in the Just Think Twice West Virginia account. From March 13 to June 10, 2017, data for Get Smart About Drugs West Virginia were mistakenly placed in the Google Analytics account for the Get Smart About Drugs Pittsburgh account. After June 10, 2017, the data were available in the Get Smart About Drugs West Virginia account. For some of the more complex calculated metrics, such as average session duration, data may be reported separately due to the split of Google Analytics accounts. Data for the WakeUp West Virginia website are only available after August 12, 2017, because Google Analytics was not enabled on the site until that date. This means that all data prior to August 12, 2017, including a large portion of the analytic data on the WakeUp campaign, were not available for analysis. Any insights will have to be taken with caution due to these data issues. Traditional media data were provided by a number of sources, including DEA HQ, the Charleston DEA office, A. Bright Idea, and CADCA. ICF collected additional metrics on media placements, including reach, using the Cision media monitoring tool. Paid media data, including digital advertising, billboards, and PSAs, were provided by A. Bright Idea and PDFK.

Outreach Activities Analysis

Outreach activities included in this analysis were YDP attendance, youth retention, and performance dates; presentations given by DEA staff; training of trainers events conducted by DEA staff; summit attendance; and meetings with local partners, stakeholders, and coalitions. An analysis of the types of organizations involved in DEA 360 events and trainings was performed to determine completeness and appropriateness to the DEA 360 objectives. A qualitative synthesis of community presentation themes, training topics, and meeting agendas was conducted and mapped to DEA 360 outreach objectives.

Community Interviews

A series of nine semistructured, one- to two-hour, phone-based interviews were conducted June 20 to July 18. Interview respondents provided verbal consent to participate in the interview and to be recorded. Domains in the interview included background and role in the DEA 360 Strategy; program approach and implementation; involvement in and exposure to program activities; and lessons learned, sustainability, and recommendations. Following each interview, the lead interviewer and notetaker employed a rapid, notes-based analysis of the qualitative interview data to detect themes and patterns. Following individual analysis, the lead interviewer and notetaker met to discuss relevant themes and resolve any discrepancies. Data and conclusions from each analysis were synthesized toward final findings and recommendations. All quotes in the report come from notes taken during the interview.

APPENDIX B.

GLOSSARY OF TERMS

Added-value: Includes free air time or spots.

Average session duration: The total duration of all visits divided by the total number of visits.

Bounce rate: The percentage of visitors to a particular website who navigate away from the site after viewing only one page.

Call to action: Aims to persuade a viewer to perform a certain act immediately.³ In the case of the billboard campaigns, the call to action was to visit a website or call 211 for help.

Click-through: Clicks on a link included in an outreach material to a specific digital asset, such as a website. In the case of this effort, click-throughs were links back to the microsite.

Digital impression: When an advertisement or any other form of digital media renders on a user's screen. Impressions are not action-based and are merely defined by a user potentially seeing the advertisement, making cost per thousand impressions (CPM) campaigns ideal for businesses intent on spreading brand awareness.⁴

Earned media: Media relies on public or media relations to gain coverage about the event or effort—this may be on or offline.⁵

Frequency: The average number of times a person was exposed to the billboard.

Impact: Short-term and long-term changes on the community as a result of DEA 360—this may be related to sustainability of the DEA 360 activities.

Impressions: The number of times a person passed and potentially saw the billboard.

Owned media: Content, such as websites or blogs, that the brand or organization controls.

Pages per visit: The total number of page views divided by the total number of visits.

Page views: The number of times a specific webpage is accessed. A page may be viewed multiple times in a single visit.

Paid media: Paid or sponsored media is when a third-party channel is leveraged through sponsorship or advertising.⁶

Potential impressions: Calculated by summing the total followers of each Twitter author for a specified topic and time period.

Reach: Number of people exposed to the various components of DEA 360 (e.g., number of people trained, number of youth participants at the Youth Dance Program, and the reach/frequency of the PSAs).

Shared media: Requires the participation and interaction with consumers—this includes a variety of social media sites, such as Facebook and Twitter. Shared media is often inspired by paid or owned media.

Train the trainer: A learning technique that teaches students to be teachers themselves.⁷

Video pre-roll: Brief advertisement that appears before online video.

Visitors: The number of unique individuals who visit the website. Visitors are determined by IP address.

Visits: The number of times the website is accessed.

³ Marketing Terms. (n.d.). Call to action. Retrieved from https://www.marketingterms.com/dictionary/call_to_action/

⁴ Big Commerce. (n.d.). *Understanding impressions in digital marketing*. Retrieved from <https://www.bigcommerce.com/e-commerce-answers/impressions-digital-marketing/>

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⁶ Campbell, A. (2013). *What is "owned, earned and paid media"? small business trends*. Retrieved from <https://smallbiztrends.com/2013/08/what-is-owned-earned-paid-media.html>

⁷ Simplicable. (2012). *What train the trainer really means*. Retrieved from <http://business.simplicable.com/business/new/what-training-of-trainers-means>

APPENDIX C.

ADDITIONAL TELEVISION AND RADIO METRICS

DEA 360 West Virginia Television and Radio Spots (May–August 2017)

Channel	Total Spots	Gross Rating Points (GRPs)	Reach	Frequency	Impressions
WSAZ	119	541.7	90.0%	5.7	1,958,000
WQCW	195	69.3	12.9%	5.4	267,000
WOWK	669 (9 added-value spots included)	794.7	21.3%	37.3	2,046,407
ESAZ	312 (all spots added value)	99.6	12.9%	7.7	379,000
iHeartRadio Cluster Stations: WKCL FM, WQBE FM, WWSR FM	799	1,887.40	79.7%	23.6	3,626,100

Digital Advertising Metrics

Medium	Impressions	Clicks	Click-through Rate (CTR)	Cost per Thousand Impressions (CPM)	Spend
Display Banners	2,091,505	1,810	0.09%	\$5.16	\$10,800
Added-value Display Banners	182,368	134	0.07%	\$0.00	\$0
Pre-roll Video	1,330,221	10,131	0.76%	\$16.54	\$22,000
Total	3,604,094	12,075	0.34%	\$9.10	\$32,800

APPENDIX D.

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