

Good Drugs

Gone Bad



REDUCING THE ABUSE OF PHARMACEUTICALS

*2015 Winner
Community Policing Project of the Year*

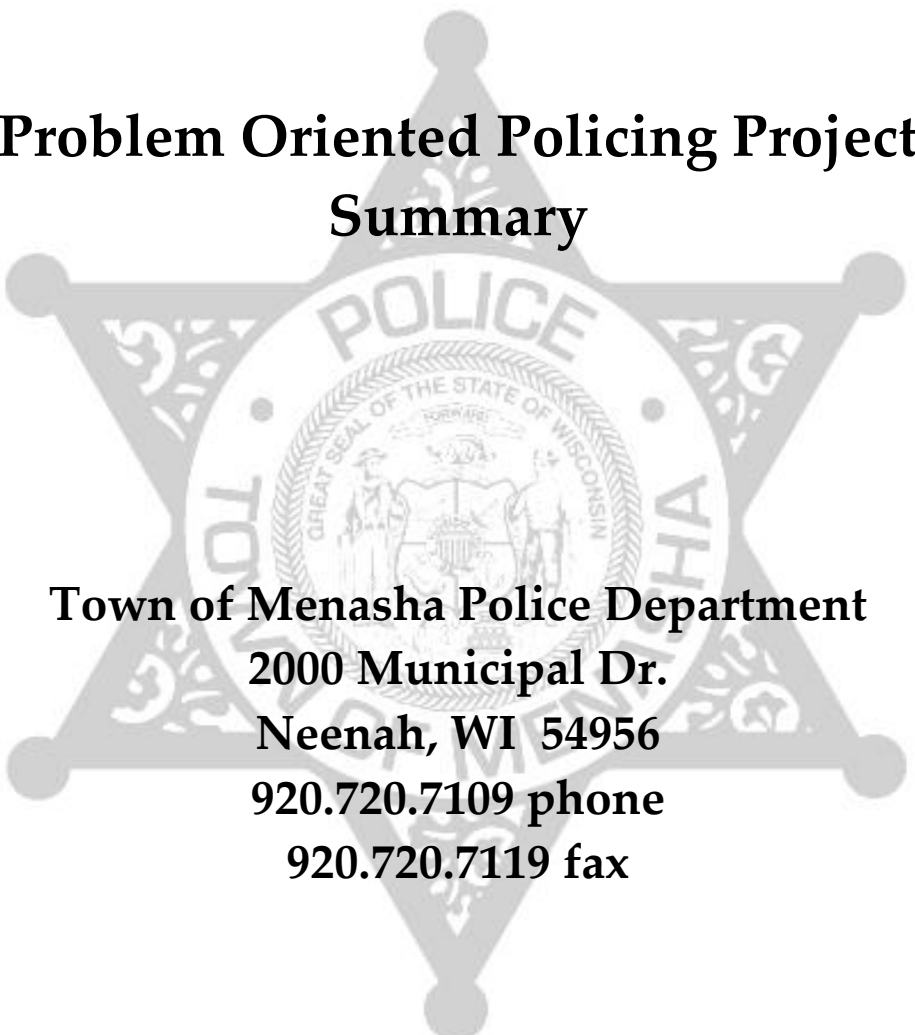


Wisconsin
Association of
Community
Oriented
Police

Sir Robert Peel Award

Good Drugs Gone Bad

Problem Oriented Policing Project Summary



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Introduction

The Town of Menasha lies in the “Fox Cities” area of Wisconsin, near the northwest corner of Lake Winnebago, about thirty minutes southwest of Green Bay. The Town of Menasha has enjoyed steady growth for many years, and is presently the second largest township in Wisconsin with a population of over 17,000.

The Town of Menasha has a service area of 12.3 square miles that includes two major federal highways that intersect within those boundaries. Approximately 66,000 vehicles cross USH 10 each day, and another 91,000 vehicles travel on USH 41 each day. In addition, the Town of Menasha maintains approximately 100 miles of local roadways.

The agency has a variety of zoning types within its jurisdiction, ranging from industrial/commercial to agricultural/residential. The economy of the area is based upon the paper industry and the town is home to many large corporations including Pierce Manufacturing, Kimberly Clark, SCA Tissue, CelluTissue, Outlook Corp., Great Northern and many other great businesses.

The police department is a full service police department employing 26 sworn officers and 7 civilian employees with a \$2.8 million dollar budget.



Good Drugs Gone Bad

Summary

When people speak of drug abuse, one immediately thinks of drugs such as marijuana and cocaine. However, people rarely think of the common drugs found in their homes and medicine cabinets. These pharmaceuticals typically are used for medicinal or “good” purposes; however we are starting to see an alarming trend of abuse of this medicine. According to the Drug Enforcement Administration, nearly 7 million Americans abuse prescription drugs. That’s more than the total number abusing cocaine, heroin, ecstasy and other drugs – and the number has increased 80% in the past 6 years.

Prescription drug abuse cuts right across all sectors of the community: from young teens to the elderly, from high school students and college students to health professionals like doctors, nurses and veterinarians. It can affect the unemployed in economically depressed areas to the wealthiest of Hollywood celebrities.

People fail to realize the significant impact medications have on our body chemistry. When they are taken in a non-prescribed fashion outside that which is intended by the manufacturer, or in combination with other substances like alcohol, pharmaceuticals can be hazardous and even deadly! Prescription drug abuse and misuse has silently risen to become one of the most serious prevention issues in the country.

In the spring of 2009, Wisconsin was witnessing a large increase in the abuse of pharmaceuticals. This was having a direct impact on law enforcement as our officers across the state were responding to pharmacy robberies, home invasions and thefts and burglaries all related to this new epidemic. In addition to this new crime wave, communities were being impacted through overdose hospitalizations and deaths. Even our outdoor enthusiasts and anglers were impacted with polluted waterways!

Locally, the greater Fox Cities area was seeing a rash of burglaries where the only item targeted were pharmaceuticals. Here in the Town of Menasha, we had six burglaries over a ten day period. During this same time frame, there was a newspaper story regarding a 19 year old New London boy that had died at a party near the UW-Milwaukee campus as a result of ingesting half of a Suboxone pill.

We quickly realized that there was a lack of awareness and education among the community. To address this, a coalition – led by Officer Jason Weber – was formed and worked to develop and education and awareness campaign titled, *Good Drugs Gone Bad*. Since the creation, the program has been recognized both on a state and national level, and has been presented throughout the United States.



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Scanning

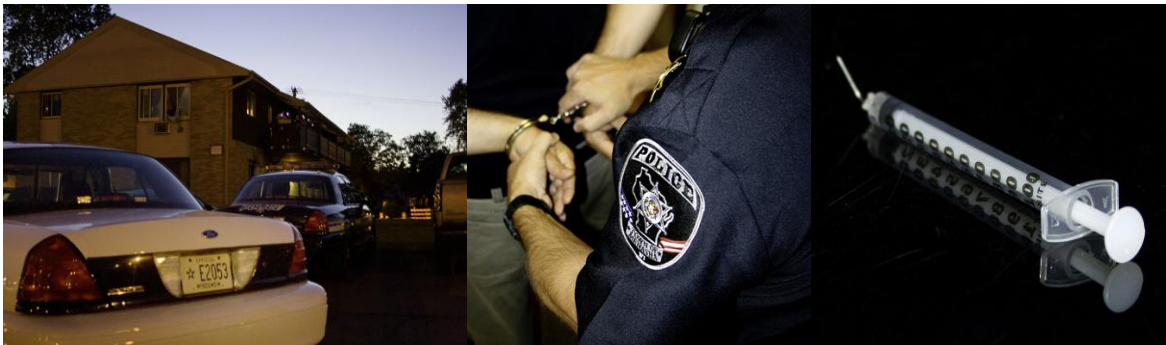
In April of 2009, a meeting of crime prevention/community policing officers was held in the Town of Menasha and this subject was brought up. In addition to the burglaries that were occurring throughout the Fox Valley, many other communities were being impacted by the abuse of prescription medication.

- **Green Bay Police Department** reported that they were having issues with teens having 'pharming' parties. In fact, the GBPD crime prevention officer was working with the school district to put together a parent meeting on this disturbing trend.
- **Two Rivers Police Department** reported that they had a rash of thefts of medication during open houses.
- **Ripon Police Department** reports that their officers were encountering people on traffic stops that were found with unidentified pills in containers and bags.
- **Appleton Police Department** reported that they have had a few robberies of pharmacies where the suspects only took medication and not money.
- **Nearly every agency** at this meeting had a story or experience of an overdose as a result of prescription medication.



After this conversation, it was quite apparent that there was a problem in our communities. We began to see risk taking people experimenting with these medications here in Northeast Wisconsin. More and more people were starting to use prescription and over the counter medication as a way to achieve a quick high. People viewed these medications as safe, in a sense that they are prescribed and approved by the FDA. These medications are also easily accessible and people don't even have to venture out of their home to access them.

Some people may view this as a "victimless" crime, in a sense that the only damage being done is to the abuser. Law enforcement agencies in Northeast Wisconsin can attest to the fact that this is not the case. In recent years, law enforcement has investigated many thefts and burglaries where pharmaceuticals were the primary target. These addicts and criminals have become increasingly brazen in their crimes and we have started to see home invasions where innocent residents have suffered serious injuries. We have also heard the stories from family members on how this abuse has affected their families.



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Analysis

After that April meeting, Officer Weber began researching this problem at greater length. Through contacts with the Winnebago County Coroner's Office, Cooperative Education Services Agency (CESA), and local police records – the suspicions of the officers at the meeting were quickly verified.

COMMUNITY IMPACT

Crimes

- 6 burglaries in 10 days in the Town of Menasha – only medication taken.
- 4 home invasions in the Fox Cities – medication only targeted.
- According to the DEA, nearly one-third of all pharmacy robberies occurred in Northeast Wisconsin.

Health

- In 2008, half of the drug related hospital emergency room visits in Winnebago County were due to the abuse of a pharmaceutical.
- In 2008, Winnebago County saw 36 drug related deaths of which 27 had a pharmaceutical present.

Youth Use

- In 2008, 25% of the youth in Winnebago County admitted to using a prescription medication without a doctor's order. That was in comparison to 20% of the youth in the United States.
- In 2008, 17% of the youth in Winnebago County admitted to taking an over the counter medication to get high.

Real Stories

- *A 19-year-old college student took one-half of a pain pill at a college party and never woke up.*
- *A 14-year-old boy took three pills while at a friend's house after school. He began convulsing and was taken by ambulance to the hospital. The pills affected his breathing and he later died.*
- *A 19-year-old boy was at an underage drinking party and began taking a pain pill to get high. The pain pill was an extended release pill which led him to take 6 more pills. When the medication began working, his body couldn't handle it. His friends became scared and dropped him off at home, passed out. His mother found his body in bed the following day.*

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Response

The crime prevention officers of Northeast Wisconsin recognized this threat and saw the need to act on this quickly! These officers formed a coalition consisting of law enforcement, pharmacists, juvenile justice, drug free coalitions and victims of this abuse to develop a prevention campaign targeting pharmaceutical abuse and crimes. The goal was to create a comprehensive kit that would contain material to educate and raise awareness of this problem. This kit is intended for crime prevention practitioners and educators to assist them to deliver this message to students, parents, community members, older adults, and pharmacies and health care facilities.



The group was able to partner with national organizations such as *The Partnership for a Drug Free America*, *The Office of National Drug Control Policy (ONDCP)*, *National Institute for Drug Abuse (NIDA)*, and *Purdue Pharma* who all provided material to be included in the kit. The *Wisconsin Department of Justice* also produced a radio and television public service announcement highlighting this danger.



Train the trainer kit

Our coalition identified four target audiences to receive the message:

- Youth
- Parents
- Older adults
- Healthcare

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The coalition wanted to make this kit as user friendly as possible; therefore all of the material was presented in an “electronic” format on a DVD and CD. Within each target audience, through a combination of our coalitions creativity and the assistance of those national organizations identified above, we were able to create “folders” of materials that included Power Point presentations and handouts specific to that target audience. Many of the school districts throughout Wisconsin use Apple products in the classroom and we were able to accommodate that by having the Power Point presentations and videos created for both PC and MAC operating systems.

We also were able to provide some in-depth information on this problem not only here in Northeastern Wisconsin, but in the United States as a whole, for the presenter to increase his or her knowledge. To assist prevention practitioners on delivering the message we included several public service announcements for television, radio and print media in addition to posters for schools and other locations. Also included were facilitator guides for holding community meetings and information on disposal programs and steps to create such a program. Lastly, a directory of Wisconsin substance abuse treatment providers along with a list of contact information for coalition members was provided.

What was truly impressive and refreshing to the coalition was the strong support and willingness to cooperate between law enforcement agencies, national and state organizations and private corporations. The kit was able to be produced through funding by the Lake Winnebago Area MEG Unit, Wisconsin Department of Justice, School Specialty and AmeriPrint Graphics. With the support of the Wisconsin Crime Prevention Practitioners Association, *Good Drugs Gone Bad* was distributed to crime prevention practitioners across Wisconsin.

Press conference –marketing and raising awareness

To launch this campaign, we held a press conference on September 10, 2009 at the Town of Menasha Police Department. The main goal was to bring awareness to this problem and the effort to combat it. In order to draw as much media interest as possible, we sent invitations out to many politicians (both state and local), along with law enforcement executives and people who have been impacted by prescription drugs. We also wanted to make sure that we had every person who had a role in this prevention effort to be present in order to address any question that would arise. All of the confirmed speakers were listed on a press release that was sent out ten days prior to the conference. That press release was then followed up with phone calls to media contacts a few days prior.

Wisconsin Attorney General J.B. Van Hollen attended this press conference to address the crowd on the scope of the problem across Wisconsin. The local drug unit, Lake Winnebago Area MEG Unit commander Brad Dunlap was also present to answer any questions on the local scene. Also in attendance was Wisconsin State Representative Gary Sherman, who co-authored a bill that will create a prescription drug monitoring program. Winnebago County Coroner Barry Busby also spoke about the many deaths that are occurring, not only in Winnebago County, but throughout the state. He also brought along a forty gallon container filled with



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medication that has been taken out of homes where deaths have occurred in the past year. This was a very impressive display that each media outlet focused on and used in their segments! Members of this coalition spoke on behalf of the prevention campaign and how we were going to get this message out.

Lastly, but most importantly, we had two mothers attend whose lives have been impacted. One mother lost her teenage son to a prescription drug overdose a few years ago and the other mother has a son that is currently battling addiction. The stories on how it has impacted people are critical in delivering the message as they present a “real life” of “that could be me” image. The press conference was considered a success. All four television stations were in attendance along with radio and print media. We also invited the local cable carrier, Time Warner Cable, as they have an On Demand channel that features public service announcements and they agreed to film the press conference and placed the entire conference on their channel.

Community Outreach

In Winnebago County, coalition members immediately began working with local schools and communities to raise the awareness of prescription drug abuse. The re:TH!NK coalition of Winnebago County began a campaign targeting students at Oshkosh West High School utilizing the youth PowerPoint presentation and WRECKED program from the toolkit. Copies of the toolkit were distributed to other prevention workers and school staff in Winnebago County and other parts of the Wisconsin at a train the trainer session held in February of 2010. In addition to the program being provided to Oshkosh West High School, the Neenah Police Department has conducted presentations to students at Neenah High School. Since 2010, a coalition in the western part of Wisconsin – Together for Jackson County Kids, has been utilizing the program exclusively among the youth in Jackson County.

Our students and youth are not the only target audience for the message and coalition members have been active presenting to older adults at various senior centers and housing facilities throughout Winnebago County. In addition to the presentations in schools and senior citizen facilities, we reached out to parents and the general community. We have found success in this avenue through holding “lunch and learns” at local businesses. An officer or coalition member will provide a short presentation over the noon hour to employees at local businesses. This has proved to be an easier way to attract a more people than holding a community meeting in the evening.

Disseminating the toolkit

As indicated earlier, the toolkit is intended for other prevention practitioners as a clearinghouse of material to use in their own community. The toolkit was introduced to the crime prevention community at the 2009 Wisconsin Crime Prevention Practitioners Association conference held in the Wisconsin Dells. Attendees were provided with a brief overview of the program and all were given a copy of the CD/DVD toolkit.



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In February of 2010, the coalition hosted a more “formalized” train the trainer session at the Winnebago County Fairgrounds. This session was provided free of charge and attracted over 150 prevention professionals from the eastern half of Wisconsin. Since 2010, coalition members have delivered 23 train the trainer sessions throughout Wisconsin and several other states, providing over 600 toolkits to educators!

Marketing

In addition to delivering the message through presentations and train the trainer sessions, coalition members have worked to reach a much broader audience through traditional and social media. In addition to the press conference that was held to kickoff the program, coalition members wrote articles and editorials that were featured in local newspapers such as the Appleton Post-Crescent and Oshkosh Northwestern. The program was also featured in the November 2009 issue of *The Crime Prevention Practitioner* from the National Crime Prevention Association.

In the fall of 2010, the Wisconsin Crime Prevention Practitioners partnered with northeast Wisconsin radio station 91.1 –The Avenue, to create a public service announcement (PSA) that aired for close to a year. Also in the fall, the re:TH!NK coalition funded a PSA that aired in the Marcus movie theaters in Winnebago County over the holiday season. This PSA utilized an ad created by the Wisconsin Department of Justice along with a message from re:TH!NK.

In March of 2012, our coalition worked with a local film director, Ron Haese from HaeseFilms and produced [three PSA's](#) aimed at prescription drug abuse. Once again, re:TH!NK funded spots for these PSA's at the Marcus movie theater in Winnebago County during the 2012 holiday season. In addition to the movie spots, the PSA's continue to be aired on local television stations WBAY and WLUK and in local high schools during morning announcements. We also have made these PSA's available on an updated version of the toolkit for other organizations to use in their communities.



Since 2009, the *Good Drugs Gone Bad* program has been the subject of numerous television and radio news stories along with being featured as a spotlight in [Fox 11's Good Day WI](#) program and [WHBY 1150AM's Assignment Fox Cities](#). Not only have we utilized traditional media in delivering the message we have used social media to deliver the message and provide current information to other prevention practitioners. As a result of the growth of the program, in 2012 we created a website, www.gooddrugsgonebad.com, devoted to the program. In addition to the website, we maintain a Facebook page that is updated weekly with program and current drug trend information.

In the spring of 2013, we partnered with a local photographer – Images by Hawkeye, to create several posters that can be used throughout the community and in schools.

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Teen Film

Our organization was fortunate to partner with Haese Films in the spring of 2012 to film three public service announcements on this issue. Since that time, these commercials have aired on two local television stations and in a movie theater during the 2012 holiday season. Haese Films was impressed with the program and the level of talent that our student actors exhibited that they offered to do a film on prescription drug abuse.

The film director, Ron Haese, spent several months researching local prescription drug use by speaking with teens, law enforcement and emergency medical personnel. "The best teacher with any student nowadays is their peers, what they see, what other kids do, they emulate," added Haese. The film is titled [Ten Forty Eight](#), which is the emergency radio code for overdose.

The film centers on a group of teens that obtain prescription medication through a variety of means – some from home or stolen from relatives and others from pharmacies. The film continues with a party scene where the teens are taking the medications along with alcohol. As a result, two teens overdose, one dies and the other is saved due to the valiant efforts of emergency responders and hospital emergency room staff. The film culminates with the aftermath of these overdoses as they attend the funeral of one of the teens and watch as three teens are arrested and jailed for their role in bringing the prescription medications to the party.

We wanted to make the film as realistic as possible and use actual locations and emergency personnel. One of my roles in this project was coordinating all of the logistics. We were a little apprehensive in being able to utilize a "real" emergency room and staff, and were very fortunate to have a local hospital, Theda Clark Medical Center, offer the use of a room in their Level 2 Trauma Center. For the overdose scene at the party, we wanted police and paramedics and when I contacted our local ambulance service, Gold Cross Ambulance, not only did they offer two paramedics, but also an ambulance.

The film was shot at various locations throughout the Fox Cities including Kimberly High School, Theda Clark Medical Center, Westgor Funeral Home, Menasha Police Department and a local home. Cast for the film included students from Kimberly, Neenah and Kiel High Schools along with staff and employees from all of the film locations as well as Gold Cross Ambulance and the Town of Menasha Police Department. All of these organizations and actors donated their facilities, equipment and time.

Ten Forty Eight



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Prescription Drug Monitoring Program

As we learned more on this problem and the methods that these medications are diverted, it was apparent that “doctor shopping” played a major role. In 2009, at the time we created this program, there was no program established in Wisconsin. Many other states across the country had programs in place, including all of the surrounding states of Wisconsin. This placed a burden on those “border” communities in Wisconsin as they were experiencing a high amount of those “doctor shoppers” crossing state lines to obtain medications in their pharmacies. Our coalition worked with former State Representative Gary Sherman, who is now an Appellate Court Judge, on this legislation. Judge Sherman was a great mentor on the legislative process as well as a supporter for our program and efforts.

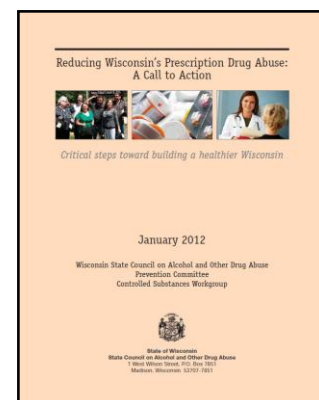
This prescription drug monitoring program is a database of certain prescription medication that a person has been prescribed. Dispensers (pharmacies) are required to enter the information into a database that is then accessible to prescribers (doctors and clinical nurses) to review prior to prescriber new medications. Advocates for limited government could argue that government is overstepping its authority again, however, the intent is to prevent “doctor shopping” whereby an abuser goes to multiple prescribers in a short timeframe to obtain multiple prescriptions. A governmental agency will oversee the database, but it is those in healthcare that have access to the database with the intention of the database to be used as a patient care tool.

Wisconsin became the 45th state in the United States to create such a database. Our coalition was fortunate to have been involved in the process of seeing this occur from the point of drafting the legislation to having members testify in front of Assembly and Senate subcommittees to seeing the legislation signed into effect.

Wisconsin Controlled Substances Workgroup

In the spring of 2010, the Wisconsin State Council on Alcohol and Other Drug Abuse (SCAODA), in recognition that prescription drug abuse and narcotic abuse is a growing problem in Wisconsin, established a Controlled Substances Subcommittee. The committee, known as the Controlled Substance Workgroup (CSW) convened for the first time in July 2010 and was tasked with studying this issue and making recommendations to reduce and prevent this type of substance abuse in Wisconsin. Three members of our *Good Drugs Gone Bad* coalition were invited to be members of this workgroup.

The CSW met monthly for about 16 months and was able to identify recommendations for actions as well as recommendations for local communities, community coalitions, health care providers and other key stakeholders as a starting point for action. In January 2012, SCAODA issued the report [Reducing Wisconsin's Prescription Drug Abuse: A Call to Action](#) in which the *Good Drugs Gone Bad* program is endorsed as a successful Wisconsin initiative in community engagement and education.



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Disposal

Another concern of the group was the fact that disposing of this medication is challenging and if not done properly, these medications can end up in the wrong hands or in our environment. Members of the coalition worked together along with the Oshkosh Police Department and were able to get approval for a drug disposal box in the lobby of the Oshkosh Police Department which was installed in April 2010.

The Oshkosh disposal box made an immediate impact in that community and we collected close to 500 pounds of old and unused medications in the first 8 months! This location served the needs of our southern county residents but we still had another metropolitan base in the northern part of the county. In 2011, the coalition was able to partner with the City of Neenah Police Department and another disposal box was installed in their lobby. This was followed up in August of 2012 with a third drug disposal location established at the Town of Menasha Police Department.



The medications collected from the three locations are held by law enforcement and then sorted every few months, separating the controlled and non-controlled substances. This is done with the assistance of law enforcement, health department staff, nursing students and pharmacists. Controlled substances are secured by law enforcement and non-controlled substances are turned over to Winnebago County Solid Waste staff. All medications are then disposed of through the DEA bi-annual take back events.



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Assessment

So.....does this program work? When you look at the impact of pharmaceutical abuse on our communities, it is evident that there are many areas that are affected! We needed to choose one area to gauge the effectiveness of the toolkit and program. Since the initial idea was to raise awareness and education, that is the main area that we focused on with our assessment.

Education

Since the toolkit was distributed primarily to those prevention practitioners (law enforcement, teachers, AODA staff), we wanted to see what their thoughts were on the material and if it helped them in delivering the message. The information below was obtained through evaluations after the train the trainer seminars.

Educational Impact

99% of educators agree that the seminar increased their knowledge of prescription drug abuse.

"These materials are ready to go and can be adopted to individual districts."

"Great training! Just what I was looking for. The presentation was well balanced and extremely informational."

89% of educators stated that they received new ideas for implementing the material in their classroom and community.

100% of educators stated that they will be using the material provided in their classrooms and community!

"I look forward to using the tools and presentations in Vernon County! Well done!"

"Resources that can be used right away. It's written at an appropriate level for kids."

90% of educators stated that they very satisfied with the training and material .

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Youth Use

One of the target areas of the toolkit was the youth population. This was a fairly easy one to gauge the impact of the toolkit and program through the use of the Youth Risk Behavioral Survey that is administered statewide through the school districts. This program has been distributed throughout Wisconsin, but we were able to focus and control the message disseminated to our schools here in Winnebago County.

Youth Use

Winnebago County

2008 27% of students used an Rx without a prescription

2012 20% of students used an Rx without a prescription

87% have stated that the presentation has impacted their decision-making!

2008 17% have used an OTC to get high

2012 12% have used an OTC to get high

Environmental Impact and Access

As discussed earlier, a good majority of the prescription medication that is abused is obtained oftentimes right in the home! For years, residents would either keep their old and unused medications or would throw them away either through the garbage or flushing down the toilet or drain.

Through this program, we have been able to implement three permanent collection sites within Winnebago County. These drug drop boxes not only prevent future crimes such as theft or burglary, but also will have an impact on the environment.

Drug Disposal Statistics

Oshkosh

*est. 2010

7,196 lbs.

Neenah

*est. 2011

1,213 lbs.

Town of Menasha

*est. 2012

681 lbs.

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Public/Private Partnerships

After reading this project report, Good Drugs Gone Bad has been very well received and various aspects have undoubtedly been implemented throughout Wisconsin and the United States. However, what has impressed our agency is how this project exemplified what a coalition is! From local law enforcement agencies to local businesses and then bringing in other governmental bodies and national organizations along with a national pharmaceutical company, it was very refreshing to see everyone come together and “leave their hat at the door” and work together on this project!

Through these partnerships, our agency has been able to provide the toolkits at no cost to anyone that requests one! We have been told several times that we could, and sometimes that we “should” be charging for this toolkit. Our coalition has always had the goal of getting this information in as many hands as we possibly could and it doesn’t make sense to charge \$100 a toolkit and only distribute 300 when we could charge nothing and distribute 3,000!

This coalition continued with the production of the movie *Ten Forty-Eight*. This film and the production of the DVDs cost approximately \$9,000 and we were able to fund that through many donations! This once again allowed us to distribute the DVD and curriculum book to all of the high schools, public libraries and youth organizations in northeast Wisconsin. We have also made it available to anyone who wanted one.



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Agency Involvement

Town of Menasha Police Department Community Liaison Officer Jason Weber spearheaded this coalition and project. He was able to coordinate the coalition and assisted in developing the curriculum and material contained in the toolkit and in the movie.

Coalition members in Winnebago County conducted many of the presentations in the county while Officer Weber spoke on behalf of the program and prescription drug abuse problem statewide. Officer Weber and his counterpart, Officer Aaron Zemlock of the City of Menasha Police Department have been the primary instructors of the train the trainer seminars throughout Wisconsin.

The Town of Menasha Police Department also provided three officers and two squad cars for the filming of *Ten Forty-Eight*.

The Town of Menasha Police Department has been the lead agency in this program and also serves as the fiscal agent. Officer Weber received support from his supervisor (at the time of development), Lt. Douglas Jahsman (retired) and his current supervisor, Lt. Scott Blashka, as well as Chief Rod McCants on this project.

