

**RESOLUTION NO. \_\_\_\_\_**

**RESOLUTION AUTHORIZING APPROVAL OF PROPOSAL FROM CROSSING  
HEALTHCARE AND HERITAGE BEHAVIORAL  
HEALTH CENTER FOR USE OF OPIOID SETTLEMENT FUNDS**

WHEREAS, the State of Illinois has entered into and agreed to participate in a national opioid settlement agreement with certain pharmaceutical distributors with a portion of the settlement to be distributed to various participating local governments to be used to support critical recovery and treatment programs by those local governments; and,

WHEREAS, the City of Decatur, Illinois, an Illinois municipal corporation (“City”) is a participating local government under the national opioid settlement and opted into the settlement agreement with the State of Illinois; and,

WHEREAS, the settlement agreement provides that monies received by local governments must be used for certain and specific uses including the funding for recovery and treatment programs; and,

WHEREAS, the Community Health Improvement Center d/b/a Crossing Healthcare (“Crossing”) is an Illinois 501(c)(3) Section 330 funded Community Health Center organization located in Decatur, Illinois, providing comprehensive primary and preventative medical services including those involved in the treatment of substance use disorders, including through the use of recovery and treatment programs; and,

WHEREAS, Heritage Behavioral Health Center (“Heritage”) is a 501(c)(3) nonprofit behavioral health provider providing services to persons with substance abuse disorders, including through the use of recovery and treatment programs, in Macon County; and,

WHEREAS, Crossing and Heritage have submitted a joint proposal to the City for use of a portion of the City’s settlement for use in their specific recovery and treatment programs in compliance with the requirements of the national and state settlement requirements; and,

WHEREAS, the City finds the proposal to be in compliance with the directives and requirements of the settlement and desires to provide certain monies received from the settlement to Crossing and Heritage in compliance with their joint proposal.

NOW THEREFORE, BE IT RESOLVED BY THE COUNCIL OF THE CITY OF  
DECATUR, ILLINOIS:

Section 1. That the proposal submitted by Crossing and Heritage, attached hereto and  
marked Ex. A, is hereby received, placed on file and approved.

Section 2. That the monies provided to Crossing and Heritage from the City and pursuant  
to their proposal shall in no event exceed the actual monies received by the City as their share of  
the settlement proceeds.

PRESENTED AND ADOPTED this 6<sup>th</sup> day of February 2023.

---

JULIE MOORE WOLFE  
MAYOR

ATTEST:

---

KIM ALTHOFF  
CITY CLERK



## City of Decatur Opiate Settlement Funds Request

### Background

The Community Health Improvement Center dba Crossing Healthcare (Crossing) is a 501(c)(3) Section 330 funded Community Health Center organization providing comprehensive primary and preventative medical services, nutrition services, outreach and enabling services, behavioral health services, substance use disorder (SUD) treatment including detoxification and inpatient services, Medication Assisted Treatment (MAT) services, transitional housing, and recovery living, in Decatur, Macon County, in east central Illinois. Crossing's catchment area encompasses all of Macon County which has a total population of 102,432. By race and ethnicity, 76.8% are White, 18.3% Black/African American, 1.2% Asian, .3% American Indian, .1% Native Hawaiian or Pacific Islander, and 3.4% of the population is multiracial; in addition, 2.6% of the population is Hispanic or Latino. Within the county, 3.6% of the population speaks a language other than English in the home.<sup>1</sup> While 91.3% of the Macon County population has completed high school or the equivalency, only 23.6% has a college degree. Within the County, 17.6% of the population has incomes below the federal poverty guidelines (FPG). Among children under age 18, 22% live in poverty.<sup>2</sup> In 2021, Crossing provided SUD services to 1,902 clients and mental health services to 1,882 clients.

Heritage is a 501(c)(3) nonprofit behavioral health provider for Macon and DeWitt Counties providing services to almost 6000 individuals annually including approximately 200 individuals with a diagnosis of opioid use disorder and who participate in medication assisted recovery (MAR). Heritage serves children, families, and adults, with 80% of individuals we serve eligible and/or receiving Medicaid benefits and identifies as meeting criteria for poverty status. We have several programs specifically to assist individuals with a substance use or co-occurring disorder. Although each program contributes to the wellness and recovery of the individuals we serve, Heritage provides a wide array of substance use services including individual and group counseling, medication assisted recovery for opioid use disorder, problem gambling awareness and treatment, case management, crisis intervention, mental health, primary care, withdrawal management, residential rehabilitation and permanent supportive housing. Heritage recognizes and supports there is not one treatment approach that will work for everyone. Based on the assessed needs of the individuals, Heritage provides MAR treatment options to include methadone, naltrexone, and buprenorphine. Heritage is a community leader in prevention and harm reduction activities including providing education and distribution of fentanyl test strips, naloxone and overdose education, and access to condoms.

The population of focus includes individuals aged 18 and older with SUD and families of individuals with SUD. Within Macon County, 15.6% of the adult population is at risk for binge

<sup>1</sup> US Census Bureau, Quick Facts, 2022

<sup>2</sup> US Census Bureau, American Community Survey, July 2021

drinking and 4.8% of the population is at risk for heavy drinking<sup>3</sup>; these are lower than the Illinois rates of 19.9% and 7.6%, respectively. While local data is not available, within Illinois, heavy drinking rates are highest among persons aged 25-44 (9.9%), followed by persons aged 18-24 (8.7%), and persons aged 45-64 (6.8%). By race and ethnicity, non-Hispanic Whites have the highest heavy drinking rate (8.7%), followed by non-Hispanic Blacks (6.8%), Hispanics of any race (4.8%), and non-Hispanic Asians (4.7%). Males have higher heavy drinking rates (7.9%) than females (7.2%). Heavy drinking rates are highest among the highest income earners at 8.9%, closely followed by persons with the lowest income (8.6%). Persons identified as unmarried couples have the highest heavy drinking rates (11.8%), followed by never married persons (10.5%) and persons who are divorced/separated (8.1%).<sup>4</sup> Macon County data is not available, but within Illinois 64.3 percent of recent mothers reported alcohol use in the three months before pregnancy<sup>5</sup>, and 5.2 babies per 100,000 were born to mothers who drank alcohol in pregnancy.<sup>6</sup>

While Illinois was experiencing an opioid overdose pandemic prior to the onset of the coronavirus pandemic, opioid overdoses surged during the pandemic. Statewide, the number of opioid overdose deaths in the first three quarters of 2020 were 36% higher than the first three quarters of 2019. The annual number of opioid overdose-related ED visits increased 16.8% and EMS encounters increased 20.9% in 2020 compared to 2019. The trend for overdoses has increased since 2019, with the peak for ED visits, EMS encounters, and fatalities in May 2020. Since then, monthly totals have trended downwards. When looking at the rural/urban distribution of opioid overdose-related visits, Macon County is considered small urban. The small urban county grouping ED visit rate increased by 11% between the first quarter of 2020 and the first quarter of 2019. In the first quarter of 2020, age-specific fatality rates demonstrated a marked disparity between the same period in 2019. The rate of opioid overdose fatalities disproportionately occurred in the non-Hispanic (NH) Black or African American population in the 45-64 age range. In fact, the highest fatality rate in each age group occurred in the NH Black or African American population, except in the 25-34 age group, where the NH White population had the highest fatality rate.<sup>7</sup>

Synthetic opioids, specifically fentanyl, are the leading cause of fatal drug overdoses in Illinois and were responsible for 84% of opioid fatalities and 70% of all drug fatalities in 2020.<sup>8</sup> Of the opioid related fatalities in Macon County in 2020, 57.7% were synthetically involved. Within the County, synthetics were responsible for the most fatal overdoses by Whites (57.1%) and Blacks (60.6%), as well as persons of all ages, with synthetics being responsible for 61.5% of overdoses among persons aged 35-44, as well as 50% of fatal overdoses among persons aged 25-34 and persons aged 55-64.<sup>9</sup>

---

<sup>3</sup> Illinois BRFSS, 2015-2019

<sup>4</sup> Illinois BRFSS, 2019

<sup>5</sup> IDPH, PRAMS Data, 2019

<sup>6</sup> IDSP Illinois Center for Vital Statistics, 2019

<sup>7</sup> "Illinois Opioid Overdose Epidemic During the Covid-19 Pandemic", Illinois Department of Public Health

<sup>8</sup> IDPH, Statewide Semi-Annual Opioid Report, August 2021

<sup>9</sup> IDPH, Opioid Dashboard, 2021

Nearly 2,000 Illinois women of reproductive (WRA) aged (15-44), died from opioid poisoning between 2008 and 2017, and 347 WRA died from opioid poisoning during 2017 alone (latest available data). Pregnancy-associated deaths related to opioid poisoning increased 10-fold over a 9-year period, and the pregnancy-associated mortality ratio related to opioid poisonings nearly doubled in just one year from 2016 to 2017. In 2017, opioid poisoning was the most common cause of pregnancy-associated death with nearly 1 in 5 deaths of pregnant or postpartum women due to opioid poisoning. Between 2013 and 2017, pregnancy-associated deaths caused by opioid poisonings were most common among white women, women with a high school education or less, and women residing in small/medium urban counties outside the Chicago area.<sup>10</sup>

With the skyrocketing rates of opioid use disorder and still to be determined other negative SUD outcomes emerging from the coronavirus pandemic, the unmet need for services continues to peak. Although the increase in access to SUD treatment has improved in Macon County over the past several years, transportation challenges continue to be reported as a barrier for those seeking treatment. There is also still unmet need for recovery support services and sober living services. Given estimates on the number of people in Illinois struggling with substance use disorders, including the opioid epidemic, findings indicate insufficient capacity of recovery homes and recovery support services (RSS) to meet the needs of Macon County. Crossing Healthcare and Heritage Behavioral Health Center are the primary providers of substance use disorder services in Decatur. Crossing Healthcare and Heritage Behavioral Health Center provide a wide array of substance use services including individual and group counseling, medication assisted recovery for opioid use disorder, withdrawal management, and residential rehabilitation. Both providers have programs to support substance use recovery with Crossing Healthcare's Recovery Living apartments and Heritage Behavioral Health Center's Permanent Supportive Housing First program. There is only one other recovery residency in the County serving only adult males. With the growing rates of SUD disorders and limited availability of care, persons who cannot access recovery living or recovery supports are at significantly high-risk for negative health and family outcomes; thus, the importance of this type of funding, and additional recovery support services cannot be overstated.

In alignment with the objectives outlined in the Illinois Opioid Allocation Agreement Exhibit B Approved Opioid Abatement List of Remediation Uses; both Heritage Behavioral Health Center and Crossing Healthcare seek to improve long-term recovery for persons with substance use disorder through improved access to treatment and purposeful supportive connections with peers in recovery, family and community education, and community-based collaborations.

Heritage Behavioral Health Center and Crossing Healthcare plan to execute the following goals and are requesting a total amount of \$50,000 from the settlement funds to be utilized as outlined below. Both entities will provide the city a detailed accounting of how the funds are utilized to ensure compliance with funding requirements. This agreement can be extended and enlarged by the city at the mutual discretion of the signing parties in the future.

---

<sup>10</sup> "Data Snapshot: Opioid Poisoning Deaths Among Illinois Women of Reproductive Age", Illinois Department of Public Health, Office of Women's Health and Family Services, March 2019

**Goals**

**Goal 1:** Crossing Healthcare and Heritage Behavioral Health Care will expand access to services by identifying patients with transportation barriers and providing bus tokens and passes to access treatment centers for support and treatment services.

**Goal 2:** Crossing Healthcare will assist those seeking housing, employment, and/or educational opportunities in obtaining necessary vital records to enroll or prove identity.

**Goal 3:** Crossing Healthcare will assist those seeking treatment with basic needs as they establish housing and a stable sober living environment.

**Goal 4:** Heritage Behavioral Health Center will assist those seeking treatment with tangible items that are identified to positively impact social determinants of health specifically, yet not limited to, housing, employment, education, community and social support, and health care.

**Goal 5:** Crossing Healthcare and Heritage Behavioral Health Center will increase community awareness of substance use disorders and increase access to the FDA approved medications for opioid use disorders by expanding community outreach and education efforts.

**Goal 6:** Heritage Behavioral Health Center will provide training and education to prevent overdose deaths and opioid-related harms through evidence-based or evidence informed strategies by providing training and education regarding naloxone and other harm reduction strategies.

**Goal 7:** Heritage Behavioral Health Center will increase availability and distribution of naloxone and other harm reduction supplies by distributing overdose and opiate-related harm preventions kits to community members.

**Crossing Healthcare 12-month Funding Request**

Transportation assistance; bus tokens \$250/month	\$3,000
Documents, vital records fees \$125/month	\$1,500
Personal and housing related items; clothing basic needs	\$10,000
Community outreach and education supplies	\$500
Unreimbursed care	\$10,000

**Heritage Behavioral Health Center 12-month Funding Request**

Transportation assistance; bus tokens \$250/month	\$3,000
Items to impact social determinants of health	\$10,000
Community outreach and education supplies	\$2,000
Harm reduction supplies and kits	\$10,000

Both Crossing Healthcare and Heritage Behavioral Health Center will also use these funds to provide Narcan to city of Decatur first responders (police, ambulance and fire) as requested and required by these agencies.

**Total Request \$50,000 (each funding item is to be equally disbursed between Heritage Behavioral Health Center and Crossing Healthcare).**

The city of Decatur anticipates receiving more than \$50,000 from the multi-state opioid settlement over a two-year period. Amounts received in excess of what has been requested by Crossing Healthcare and Heritage Behavioral Health Center will be equally distributed to each agency as the funds are received by the city, to be used only for eligible expenditures as provided herein.

The city of Decatur will only be required to remit opioid settlement distributions to Crossing Healthcare and Heritage Behavioral Health Center that are actually received by the city of Decatur.

Crossing Healthcare

Heritage Behavioral Health Center

\_\_\_\_\_

\_\_\_\_\_

Date: \_\_\_\_\_

Date: \_\_\_\_\_