Policy Codesign to Identify Regional Solutions to Crisis Response for People Who Use Drugs

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Introductions

Project Timeline

Data Collection Methods

> Semi-structured interviews with co-design participants
  – 32 interviews
    > Law enforcement officers (n=12)
    > People with lived experience* (n=10)
    > Service providers (n=12)
  – 3 different sites
    > Clallam co-design participants (n=7)
    > Thurston co-design participants (n=8)
    > Yakima co-design participants (n=12)
    > UW internal team members (n=5)

> Conducted over Zoom, ranged from 20-70 minutes
> Conducted by the READU
  – Comprises of people who are most affected by the war on drugs

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Data Analysis: Rapid Analysis Process (RAP)
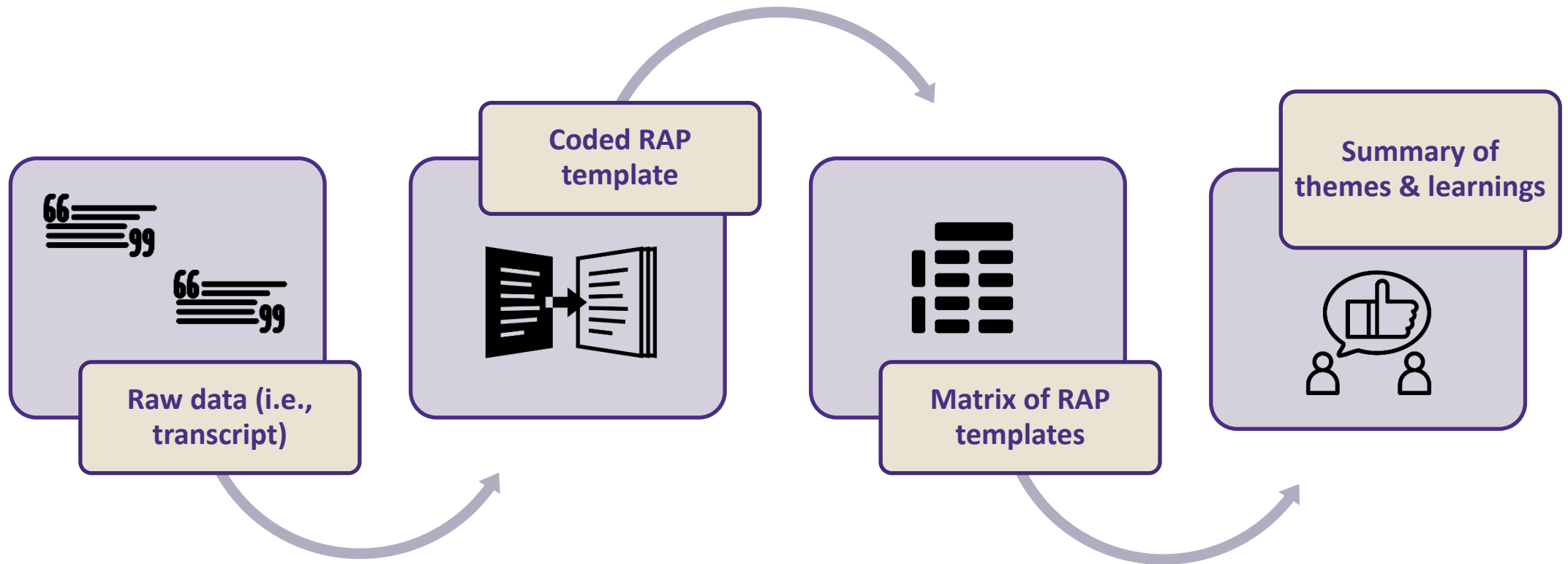
RAP Template

Transcript Name/ID#:	
First Reviewer:	
Second Reviewer:	
Additional Comments:	

* When adding quotes, please use quotation marks and indicate the interview number (e.g. "quote" [ID24].)

Early Process	
Why/how people got involved with the co-design process: Who referred them, how they felt about being invited to participate	
Hopes and expectations for the co-design process and what it would achieve: What they thought the process would be like, whether what they expected happened	
Overall Process and Experience	
Unexpected experiences/outcomes from the co-design process: What happened in the process that surprised them, what came out of the process that they did not expect	
Positive experiences in the co-design process: What did they like about the process, what went well for them)	
Negative experiences in the co-design process: What did they dislike about the process, what did not go as well)	
Suggestions for improving the co-design process for the future: Increasing comfort level, improving group dynamics/balance of power	
Facilitation	
Strengths of the facilitation: What they liked about the facilitation, agenda/schedule of topics	

RAP Matrix

ID #	Strengths	Quotes	Areas for improvement	Quotes	Suggestions for facilitators	Quotes
1	• Cut people off in a respectful/balanced way that minimized discomfort • Balance between structure and open-endedness • Structured opportunities for small groups - quieter people can be heard • Good framework - emphasize relationships first, then mapping/learning system, then using foundation to identify gaps (Theory U) • Lot of collaboration	"And without the relationships. I think we see that all the time as that relation... Or decisions get made from one group to another or one group to multiple groups and there's no relationships among those groups. Even with the recovery navigator programs getting implemented all around the state, they kind of just plop down at each region completely separate of not having any relationships with local law enforcement. And I think that has made them less successful." [ID1]	• Ideally in person or meetings - could not be heard, or had to be passed to speaker • Disrupted natural flow		• Someone as neutral as possible • Team with different lived experiences is helpful • Local vs. Outside community --> Local - Want to see it as a community's project, not UW's -->Outside: not knowing any conflicts so not beings seen as having a motivation • Hard to put in hands of private organization, because of public perception and financial • In the hands of county/city organization makes more sense but more red tape	"having the team with folks that have those different lived experiences has been more helpful than relying on one person maybe." [ID1]
2	-Good facilitation and balance/split between the three facilitators -Having multiple facilitators helped to keep it interesting, did not feel boring or like a lecture -Having a law enforcement officer as a facilitator helped to make connections and recruit law enforcement participants -Room for participant discussion -Order of the topics made sense, time taken to brainstorm before implementing, intentional planning and thinking -Current facilitators were not biased	"I like that there were multiple people facilitating, so it wasn't just one person talking the whole time, 'cause I feel like people can get kind of bored. And also that there was a good amount of participant, like the participants themselves talking instead of just being lectured or talked at the whole time, 'cause that's obviously more boring." [ID2]	-Ensuring that facilitators limit their input and let the regions and participants discuss their own ideas -Not swaying the participants ideas -Being a neutral facilitators and making sure that everyone is alright -Facilitators could redirect the topic or intervene and ask participants to cool down if they were having an argument and talk to each other after -Facilitators discuss the context of policy and integrate that into conversations	"I feel like there's also some people that just don't get along, unfortunately. So while I would like to say maybe having both of them talk together, I don't know if that... That may have helped. But also I don't know. It was pretty bad. Or I feel like they both were not budging at all in the argument, so maybe just... Maybe I could have said like, "Oh, let's take some time to like... " Or I could have redirected the topic so they could have some time to cool down in the moment, at least." [ID2]	-Representatives from the WA State Health Care Authority (HCA) who are sponsors of the project -Neutral third party from the state or from the county that do not have any biases or other agendas -Non-profit organizations or academic institutions -Facilitators who know how to address conflict or drop out -Having facilitators that are aware of laws and context in the county and in the state	"Yeah, some kind of neutral third party like someone from the state or maybe like someone local from the county, but then not having any specific bias or agenda or wanting to get money or funding, 'cause there's funding allocator, so it would be awkward if the facilitator wanted more money or something like that. So more of like a neutral person or organization." [ID2]
				"It was good. I think for the most part people participated well. I think there was at times, like in Yakima there were people that had gone through	Create more of a bridge between PWLE and LE Would be good to train community members to facilitate, design + host conversations Have more one-on-one conversations with LE and PWLE	

Results

Early Process

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Early Process: Hopes and Expectations

> Didn't know what to expect, didn't have any hopes

> Hoped process would achieve its mission statement of improving relationships between people with lived experience of drug use and law enforcement

> Hoped it would achieve healthy communications between police + recovery community

> Process opened up lines of communications + hearing about each other's point of view and roles

"Yeah, I was excited to see where, what other ideas were out there and maybe how we can solve the problem, but I think it's a bigger problem than...It's not a losing battle, but it's a difficult problem to solve." [ID27]

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Overall Process and Experiences

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Overall Process and Experiences: Unexpected Experiences

> Got better insight on law enforcement's motivations, barriers, and perspectives

> Surprised there was such a well-rounded, diverse group

> Engagement and excitement from the group exceeded expectations

> Surprised of lack of knowledge of resources available

" *Going into a room with law enforcement, being able to talk with them face-to-face without the distractions of a client there, it was way more than what I was hoping for. They were actually wanting to make that difference in wanting to make that change, and I guess, it's not what I had seen before.*" [ID26]

Overall Process and Experiences: Positive Experiences

> Well-structured facilitation, organization, and direction

> Had a good mix of people in different roles in the community

> Openness and a welcoming environment – no one took things personally, everyone wanted the same goal

"Everybody has like great experience, but picking kind of equitably throughout our whole community. We have so many resources, and they really picked great people that gave completely different perspectives. People work under different missions and we were able to peel back the layers to find where our missions even though different might align. We might have some shared interest there so that was really good." [ID24]

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Overall Process and Experiences: Negative Experiences

> Time commitment was hard to manage, hard to step away from job
> Too many people joining or dropping out – made it hard to stay on the same page
> Took a while for the group to get going, wasn't sure what was expected at first
> Was harder to build connections on Zoom

"There are businesses and homeowners and all sorts of people that are right in the middle of this that really have no control over what's going on, and so I feel like there wasn't very much emphasis put on those people, which I do understand where we were going with this process, but because there's that middle ground of people that basically don't get a voice, I think that was, was the hard part for me 'cause I kept trying to bring that forward and I felt like it was kind of pushed to the side." [ID14]

Overall Process and Experiences: Suggestions for Improvement

> More/clearer background information on the project
> Bring in fire dept, first responders to codesign meetings – they generally have better connection to the community, less stigma than LE, OD is medical thing
> Ensure that representation of members from different roles are balanced
> All in-person sessions to feel more connected
> Identify earlier the goal to work towards
> Bring in a person with lived experience consultant (similar to how we had a law enforcement consultant)

"Just giving maybe some more background information or additional resources that participants could look into to learn a little bit more about this because to be completely transparent, I wasn't fully aware, like, and the Blake decision, what were the effects of that and etc. So maybe just having more background information on that and then reaching out to other partners as well in the community to make sure you have a representative group." [ID20]

Facilitation

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Facilitation: Strengths and Areas for Improvement

Strengths	Weaknesses
Framework was strong in terms of organization of topics and Theory U framework (focusing on building relationships first)	Hybrid Zoom format was not ideal, especially with virtual facilitation
Communication was effective, made people feel comfortable by encouraging respect	Disagreements could be better facilitated - redirecting, splitting up strongly opinionated folks in breakout rooms, giving time to decompress between conversations, etc.
Able to give quiet people room to speak by redirecting back to topic and giving small breakout rooms	Off topic/tangent conversations could be dealt with more firmly
Appreciated agenda sent out beforehand and notes/recap afterward	
"I think what worked really well was they would task us with actual questions and prompts to think about, but then also encourage us to think outside of the box a little bit more of how we were answering and looking at things, which was a really amazing experience." [ID08]	*"I think the only time it was clunky was when we had to do the hybrid, Zoom in person. We heard early on from all three sites that they preferred to do things in person. [...] We couldn't hear, they couldn't hear you. They're on a screen, they can't see you very well [...]."* [ID19]

Group Dynamics

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Group Dynamics: Comfort Level

> Majority of participants felt comfortable sharing opinions and welcomed, lack of judgment
> Trust was established through relationship-building and respect
> A few participants felt uncomfortable because of history with other participants and organizations, or others dominating the conversation

"We were able to kind of set some of our own bylaws in the... I think it was our very first meeting, like what's important to us and being respectful and open-minded and just like pulling those students from the group, like what are our needs when we're communicating with other people. And so like everybody followed those, everybody was really respectful, and open-minded. Yeah, I felt really good about it." [ID24]

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Group Dynamics: Balance of Power

> Most felt it was well balanced, partly since there were people from many different disciplines and walks of life

> Some PWUD felt tension in their role because of stigma and relationship to LE

> Majority felt there was equal opportunity to speak, but certain voices sometimes dominated the conversation

"I think it was pretty good overall. I mean, there just is some power imbalance between law enforcement and anyone else. There just is. I have never walked into a meeting with a vest and a gun. [laughter] So like whether it's intended to or not, that creates a power imbalance. [...] But I think that everyone did a pretty good job of trying to keep it as equitable as possible and allowing everybody space[...]" [ID32]

Group Dynamics: Conflict

> Majority reported no conflict, just differences in opinion
> Facilitators welcomed/validated opposing opinions and cleared up misunderstandings
> Few instances of conflict that happened were related to language and perspectives on topics

"No, not really. I don't think that there was any. I think there was a few moments where people had differing ideas or different experiences, but it didn't turn into actual conflict, it was people discussed things appropriately and it was addressed appropriately. Nobody was...There was never anybody shouting over each other, or nobody getting themselves really upset or not being... Nobody that seemed to be needing to take a moment to continue. And so it remained very respectful throughout." [ID13]

Acceptability and Feasibility

Acceptability: Positive Perceptions

> The solution addressed major issues of concern (i.e., stigma, lack of resources, etc.) and helping the right populations
> Aligned with their values and goals to uplift the community and help PWUD
> Good team-based approach and implementation
> Greater acceptability of solution if thoughts were well-represented
> Public support and buy-in for the solution due to its value

"I've got so many business cards, contacts, if I need help with one thing or another, I now know somebody I can call or get help with their advice from... I think it's been huge with just bringing everybody together and talking, so the community knows what each of us are doing out here to solve this issue." [ID31].

Acceptability: Negative Perceptions

> The solution did not address upstream, systemic issues
- Should address other issues of concern and center the needs of PWUD
- Starting point or precursor to change, temporary in nature

> Wanting to expand the scope of the solution
- Reaching a broader audience and making a bigger impact

> The need to clarify the solution and its implementation

> The solution did not represent their thoughts

"But that only touches a fraction of the people that we're dealing with now. It doesn't count for the ones that we contact that we hand 'em a card and they say, yeah, yeah, I'll go get help. […] what we came up with was the best we could do with what we had." [ID6]

Feasibility

> Limited resources (funding, time, and human resources) as a barrier
  – The solution has to be simple and cost-effective
> Concerns about the sustainability of the solution after the process ends
  – Ensuring continued participation and contribution
  – Concerns about the workload and commitment
  – Need to identify a leader who is passionate and driving the change
> The group as the driver of change
  – Having concrete action plans
  – Buy-in and accountability

"We'll see, but it's not overly ambitious. It isn't trying to solve all the problems of the world, just taking on a little piece of it in conjunction with a bunch of other things that we're working on. So, yeah, I'm optimistic." [ID10]

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Next Steps

> Project received funding for 2 more years
> Co-design process will be replicated in 4-5 new counties in WA State
> Next phase designed to respond to feedback from this evaluation
> A rigorous evaluation of this next co-design process will be conducted

Thank you! Any Questions?