

Opioid Investigations Subcommittee

Minutes

January 9, 2020 / 9:00AM-11:30AM
2nd Floor Meeting Room, 710 Kipling, Lakewood, CO

ATTENDEES:

SUBCOMMITTEE MEMBERS

Bill Kilpatrick, Subcommittee Co-chair, Golden Police Chief
Jose Esquibel, Colorado Consortium for Prescription Drug Abuse Prevention
Todd Fahlsing, West Metro Drug Task Force
Tom Gorman, Rocky Mountain HIDTA*
Peter McNeilly, US Attorney's Office
Ray Padilla, CDIA*
Lisa Raville, Harm Reduction Action Center
Jeffrey Taylor, DUR Board Pharmacist, HCPF*
Dan Volz, Assistant Director of Investigations, CBI*
Scot Williams, Boulder County Sheriff's Office

ABSENT

Matt Lewis, Subcommittee Co-chair, Mesa County Sheriff
Lindsey Myers, CDPHE*

STAFF

Damien Angel, Division of Criminal Justice
Kim English, Division of Criminal Justice
Richard Stroker, CCJJ Consultant
Stephane Waisanen, Division of Criminal Justice

GUESTS

*** Acronyms (may be found above or in the text below)**

CBI- Colorado Bureau of Investigation
CDIA- Colorado Drug Investigators Association
CDPHE- Colorado Department of Public Health & Environment
CIAC- Colorado Information Analysis Center
DORA - Colorado Department of Regulatory Agencies
DUR- Drug Utilization Review
HCPF- Colorado Department of Health Care Policy and Financing
(RM)HIDTA- Rocky Mountain High Intensity Drug Trafficking Area
ODMAP - Overdose Detection Mapping Application Program
PDMD - Prescription Drug Monitoring Program

Issue/Topic	Discussion
Introductions, Approval of Minutes & Review of Agenda Bill Kilpatrick, Co-chair	<p>Members provided brief introductions. Chief Bill Kilpatrick requested a motion to approve the prior meeting minutes. The request was met and with no further discussion or objections, the minutes were approved.</p> <p>Bill provided a brief overview of the meeting agenda and invited Richard Stroker to facilitate an exploration of the potential recommendation concepts offered by Subcommittee members.</p>

Issue/Topic	Discussion
Exploring Recommendation Topics Richard Stroker, CCJJ Consultant & Members	<p>Richard prepared a table of the considerations, problems/issues, and possible recommendations that the Subcommittee had identified thus far. This table can be found under “Materials” at, colorado.gov/ccjj/ccjj-cOpSubc.</p> <p>After reviewing the considerations and problems/issues that were presented by Richard, the group began to discuss the recommendation topics in more detail.</p> <p>A consistent point during the entire discussion was to avoid creating unfunded/underfunded mandates. The following points were made regarding the three proposed <u>recommendation topics</u>:</p> <ul style="list-style-type: none"> • TOPIC 1: Create a statewide office to develop strategy, coordinate efforts, and share information. <ul style="list-style-type: none"> ○ Identify potential entities that could provide the most effective and efficient statewide coordination (the “Office”). ○ A statewide Office could empower the state to be more effective in responding to drug use, regardless of the type of drugs. This coordination would allow this Office to become a clearinghouse of intervention entities, efforts, strategies, expertise and best practices. ○ The Office could connect local communities that are dealing with similar issues or identify which communities have dealt with problems with which another community has just begun to address. ○ The above would prevent the development of narrow statewide strategies focused on specific issues that may not be applicable to, and actually conflict with, the needs of local communities. This coordination would also prevent redundant efforts around the state. ○ This Office would prepare and offer guidance on proactive policies and prevention efforts, rather than leading the investigatory response, regarding whatever drug becomes the focus of investigatory, interdiction and prevention efforts in local communities. ○ There ARE some disparate information sharing systems being used among law enforcement/emergency agencies around state with valuable drug-related data.

Issue/Topic	
<p>Exploring Recommendation Topics Richard Stroker, CCJJ Consultant & Members (continued)</p>	<ul style="list-style-type: none"> ○ Can this Office also coordinate data compilation efforts that can be housed in the Office or in another office or agency, for example, the CDPS/CIAC, CDPHE, or some other entity to share the information from these disparate data sources? The goal of this coordination is to create a rapid-reporting system that provides data dashboards to monitor “live” trends in medical data (i.e., overdoses, deaths, etc.) and enforcement data around the state. ○ Data compilation is extremely important to determine the scope of problems and whether and how many resources are warranted and/or necessary to address current and identify emerging problems. ● TOPIC 2: Allocate additional resources to regional/rural/frontier agencies in need. <ul style="list-style-type: none"> ○ There is a lack of resources and expertise, especially in rural areas, to effectively respond or make use of the statewide guidance mentioned above. ○ In many cases, increasing funding simply to hire additional officers does not solve capacity deficiencies in knowledge, skills, and experience. ○ The “Office” (from Topic #1) could coordinate and provide trainings and resources on best practices, which would also create and deepen the links between individuals in state and local agencies to foster knowledge sharing and cooperation. ○ Capacity is THE critical workforce factor at the local level. There may not be enough individuals in rural areas even to send to such trainings or enough investigators to conduct an intensive drug investigation effectively. ○ It would be beneficial to train new officers/staff, identify existing officers/staff and/or augment existing state task force staff, specializing in opioid or other drug cases, who could be deployed in teams or assigned to state regions or districts who would assist or supplement rural law enforcement investigations. ○ The officers/teams/agencies assisting rural areas must have experience in and knowledge of these rural areas. Also, there should be mandates, agreements, or, if funded by grants, conditions established in grants that these entities have a commitment to provide services/support to all the entities within the designated district or jurisdiction. Namely, the typically neglected smaller jurisdictions whose needs/issues are unfairly evaluated using simple population or case volume comparisons, rather than relative or “per capita” considerations. ○ The DEA, acting on information provided by local agencies, might be best equipped to handle many of the major problem cases and over-prescribing cases and offer a national/international perspective.

Issue/Topic	
<p>Exploring Recommendation Topics Richard Stroker, CCJJ Consultant & Members (continued)</p>	<ul style="list-style-type: none"> • TOPIC 3: Require participation in a statewide emergency medical service tracking and reporting system (for example, ODMAP). <ul style="list-style-type: none"> ○ Determine the ideal, non-redundant approach and entity to serve as the primary repository to collect, coordinate, and disseminate this tracking information. EMS may maintain their own system that will require back-end integration with ODMAP or any ODMAP-like system. Coordination with CDIA and any other reporting entities would be necessary to avoid duplication of effort. ○ Depending on the above, create a state-level coordinator position, housed at, for example, the CDPS/CIAC to support, promote, and provide training on the use of the overdose reporting system. ○ Those mandated to enter related data might include first responders, EMS, law enforcement, coroners, emergency room physicians/staff, and medical examiners (<i>depending on those groups that ODMAP allows/equips to participate</i>). Additional entities may be added after initial implementation as ODMAP expands its reporting functions. ○ Identify “champions” in local agencies to ensure/enhance buy-in of the new system. ○ Build legislative support in 2020 for legislation during the 2021 session to ensure full implementation by 2022. <p>The Subcommittee shifted its attention to the development of recommendations based on the identified topic areas.</p>

Issue / Topic	Discussion
<p>Recommendation Development & Next Steps Richard Stroker, CCJJ Consultant & Members</p>	<p>Richard proposed a general approach to construct the recommendations derived from the three Topics above. Shall the recommendations provide a path to address the known concerns and the as-yet unidentified concerns? In other words, compose recommendations:</p> <ul style="list-style-type: none"> A. to direct resources (via Topic #2 above) to the known enforcement “hotspots” (for example, the opioid problem in southern Colorado), and B. to offer a method (via Topics #1 and #3 above) to identify resource gaps and/or solicit and compile the needs in other areas of the state. C. Additionally, the funding phases and implementation benchmarks of the eventual elements included in each of the eventual recommendations (Topics #1, #2 and #3) should be outlined in the recommendation text and in the proposed statutory language. <p>Regarding (A.), members returned to the discussion of the potential options to distribute resources, rather than the overall approach to compose the recommendations. Members mentioned the following concerns to address and details that must be delineated in the recommendation: centralized versus decentralized staff/entity coordination, authority and accountability; equitable distribution of staff and resources through grant allocation and oversight;</p>

Issue / Topic	investigation priorities, responsibilities, and coordination; and local/state reporting responsibilities.
<p>Recommendation Development & Next Steps</p> <p>Richard Stroker, CCJJ Consultant & Members (continued)</p>	<p>Regarding (B.) above, members were uncertain that the current problems are sufficiently known to address the immediate needs across the state. A simple survey of sheriffs and chiefs would be beneficial to create a snapshot of the primary focus of drug problems and enforcement efforts across the state. The survey might include a short set of questions, such as:</p> <ul style="list-style-type: none"> - What is the current volume of illegal opioid use? <i>1-opioids not a problem</i> <i>10-opioids are our only problem</i> - Compared to investigations of other drugs, how much effort is focused specifically on opioid investigations? <i>1-same effort for opioids as other drugs</i> <i>10-opioids require more effort than any other drugs</i> - What are the top three drugs requiring investigation efforts? - What are your top three investigation barriers/limitations? <i>(for example, insufficient staff, lack of funds, expertise, etc.)</i>
<p>ACTIONS</p> <p>Dan will survey relevant law enforcement entities.</p>	
<p>Jose will gather CDPHE overdose reports and HCPF and PDMP/DORA over-prescription reports.</p>	<p>Dan Volz will distribute the survey to state sheriffs and chiefs for feedback on priorities. Strategies to obtain quick responses from the law enforcement entities were discussed.</p>
<p>An attempt will be made to gather and share the survey and report info with Subc. members by Jan. 31.</p>	<p>Jose offered to collect existing reports on overdoses from CDPHE and on over-prescribing from HCPF and the Prescription Drug Monitoring Program in DORA (see “Acronyms” on p. 1). Members will attempt to gather and share this information with the Subcommittee members by Jan. 31, 2020.</p>
<p>Compile all supporting evidence in a Powerpoint for presentation to the CCJJ</p>	<p>The Subcommittee should prepare talking points (a PowerPoint presentation) of supporting evidence for recommendation Topics #1, #2 and #3 drawn from previous background or educational information, the survey of law enforcement, and existing overdose and over-prescription reports for presentation to CCJJ.</p>
<p>Tom Gorman will compile an outline of points related to recommendation Topic #1</p>	<p>Regarding recommendation Topic #1 (“Statewide office/coordination”), Richard requested that Tom Gorman outline the critical points of information for inclusion in the recommendation, following the upcoming meeting with the CDPS/CIAC. Ray Padilla and Scot Williams will also attend the meeting and contribute to the outline.</p>
<p>Tom Gorman offered that Chelsey Clarke can help compile an outline of points related to recommendation Topic #3</p>	<p>Regarding recommendation Topic #3 (“ODMAP”), Richard requested a similar outline of critical points of information for this recommendation. Tom Gorman volunteered that Chelsey Clarke (Chief of Staff, RMHIDTA) could assist compiling such an outline.</p>
	<p>This group estimated the number of FTEs associated with each of the recommendation Topics: #1 (1 FTE), #2 (10 FTEs), and #3 (1 FTE) for an overall</p>

<p>Issue / Topic</p> <p>Recommendation Development & Next Steps</p> <p>Richard Stroker, CCJJ Consultant & Members (continued)</p>	<p>total of 12 FTEs with a ball-park cost of \$1 million. Jose Esquibel mentioned the challenges of the current tight budget environment and the likely path to achieve funding.</p> <p>Regarding pathways to legislation based on the CCJJ/Subcommittee recommendations:</p> <ul style="list-style-type: none"> • Jose Esquibel referenced the General Assembly’s Interim Study Committee on Opioid and Other Substance Use Disorders from which the CCJJ/Opioid Investigations Subcommittee was derived (see, S.B.19-008). The Interim Committee would have liked to integrate law enforcement needs into one of their FY2020 bills, but this did not occur. Of these current bills, Senate Bill 2020-028 (<i>Concerning measures to assist an individual’s recovery from a substance use disorder</i>) presents an opportunity to forward future law enforcement related recommendations for bill consideration (<i>H.B.20-028 proposes that the Interim Committee continue for another four years, with meetings scheduled in 2021 and 2023, and that the Interim Committee coordinate with the Substance Abuse Trends and Response Task Force to generate additional policy recommendations</i>). • Alternatively, the Commission could pursue FY2021 legislation directly by seeking sponsors for a bill based on the CCJJ/Subcommittee recommendations (which will be included in the mandated report to be submitted to the General Assembly by June 30, 2020). • Additionally, given the urgency of the problem, members opined whether there might be immediate action taken on some of the policy changes to address some of the issues (for example, utilizing ODMAP or a comparable overdose tracking system).
<p>Issue / Topic</p> <p>Wrap-up & Adjourn</p> <p>Bill Kilpatrick, Co-chair</p>	<p>Discussion</p> <p>Richard broadly recapped the work completed during the meeting and the assignments mentioned in the “next steps” above. The group felt prepared to begin drafting recommendations and related legislative language at the February meeting.</p> <p>Bill adjourned the meeting.</p>

Next Meetings

2nd Floor Meeting Room, 710 Kipling St., Lakewood, CO
(unless noted otherwise...)

Thursday, February 13 / 9:00am-11:30am

March 12, 2020

April 9, 2020

May 7, 2020 (**Location: 700 Kipling, 4th Floor Training Room**)

June 6, 2020 [if necessary]