Supervised Injection Facilities and Other Supervised Consumption Sites: Effectiveness and Value

Public Meeting — December 3, 2020

Meeting materials available at: https://icer-review.org/topic/opioids-supervised-injection-facilities/



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Why are we here today?

Lots of people are dead because they overdosed in public alone with no help around them...I can think of 13 people who are still alive today because I was there to call 911 or seek help.

Client of a Supervised Consumption Site



People who use drugs don't have a lot of places they can go without being stigmatized, so it's so important to have a place you can go and be welcomed and use safely.

Staff Member/Client at Overdose Prevention Site

Why Are We Here Today?

- The national opioid crisis continues
- How do we make the best use of our resources to help people?







Organizational Overview

- The New England Comparative Effectiveness Public Advisory Council (CEPAC)
- The Institute for Clinical and Economic Review (ICER)



Sources of Funding, 2020

https://icer-review.org/about/support/



ICER Policy Summit and non-report activities only *Individual and matching contributions, government contracts, and speech stipends



How was the ICER report developed?

- Scoping with guidance from PWUD, harm reduction organizations, staff members of SIFs/SSPs, researchers, clinical experts, legislative experts, and law enforcement
- Internal ICER staff evidence analysis
- University of Washington cost-effectiveness modeling
- Public comment and revision
- Expert reviewers
 - Brandon Marshall, PhD, Associate Professor of Epidemiology, Brown University School of Public Health
 - Amos Irwin, Program Director, Law Enforcement Action Partnership (LEAP)
 - Matthew Bonn, Program Coordinator, Canadian Association of People who Use Drugs (CAPUD)
- How is the evidence report structured to support CEPAC voting and policy discussion?







Components of Long-Term Value for Money

Special Social/Ethical Priorities

Benefits Beyond "Health"

Total Cost Overall Including Cost Offsets

Health Benefits: Return of Function, Fewer Side Effects

> Health Benefits: Longer Life



Agenda

Time	Activity
12:30 pm—12:50 pm	Meeting Convened and Opening Remarks
	Steven D. Pearson, MD, MSc, ICER
12:50 pm_1:20 pm	Presentation of the Clinical Evidence
12.30 pm—1.20 pm	Eric Armbrecht, PhD, Saint Louis University
1.20 nm = 1.50 nm	Presentation of the Economic Model
1.20 pm – 1.50 pm	Greg Guzauskas, MSPH, PhD, University of Washington
1:50 pm—2:00 pm	Public Comments and Discussion
2:00 pm – 2:10 pm	Break
2:10 pm – 2:50 pm	New England CEPAC Deliberation and Vote
2:50 pm – 3:00 pm	Break
3:00 pm – 4:40pm	Policy Roundtable
4:40 pm—5:00 pm	Reflections from New England CEPAC and Closing Remarks
5:00 pm	Meeting Adjourned



PWUD and Clinical Experts

Matthew Bonn, Program Coordinator, Canadian Association of People Who Use Drugs

• No financial conflicts to disclose.

Peter Leslie, Harm Reduction Community Health Worker Educator

• No financial conflicts to disclose.

Alexis Roth, PhD, Associate Professor, Drexel University

• No financial conflicts to disclose.

Scott Handland, MD, Assistant Professor of Pediatrics, Boston University School of Medicine

• No financial conflicts to disclose.



Presentation of the Clinical Evidence

Eric S. Armbrecht, PhD, MS

Professor

Saint Louis University School of Medicine Department of Health and Clinical Outcomes Research



Key Collaborators

- Rajshree Pandey, PhD, MPH, Research Lead, ICER
- Katherine Fazioli, BS, Research Lead, ICER
- Serina Herron-Smith, BA, Research Assistant, ICER
- Eric Borrelli, PharmD, MBA, Evidence Synthesis Intern, ICER

Disclosures:

We have no conflicts of interest relevant to this report



Background

- Opioids are a class of drugs including both prescription pain medications and illicit drugs
 - Codeine, oxycodone, methadone, fentanyl, heroin, or cocaine
- Opioid Epidemic
 - Leading cause of injury-related death in the United States today
 - Of the 67,367 drug overdose deaths that occurred in 2018, ~70% (46,802) involved opioids



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Drug Use, Misuse, Substance Use Disorder, and Treatment

Self-reported prevalence of heroin use in the <u>past year</u> by region, persons 12+ years old — United States, 2018





Source: Center for Behavioral Health Statistics and Quality. 2018 National Survey on Drug Use and Health (NSDUH). Substance Abuse and Mental Health Services Administration (SAMSHA), Rockville, MD.



Examples of Harm Reduction for Opioid Use Disorder

- Medications methadone and buprenorphine
- Syringe service programs (SSPs) provide equipment for safer injections
- Naloxone access (antidote to opioid overdose)
- Drug checking services screen for risky drugs (e.g., fentanyl)
- Supervised injection facilities (SIFs)

^{*} https://www.cdc.gov/drugoverdose/data/analysis.html



Supervised Injection Facility

Core Features

- sterile equipment
- trained personnel for supervision
- first-responder medical care (e.g., oxygen, naloxone)

Add-on Services Examples

- health screening
- treatment for substance use disorders (SUDs)
- referral coordination for social support (e.g., housing)
- health care and mental health services

Scope of Review



Research question

What is the net health benefit for a community (with an established SSP) to implement a SIF?



Available Services

Attribute	SIF+SSP	SSP Only
Supervision of injection	Х	
Oxygen and first responder care	Х	
Immediate naloxone administration	Х	
Clean, sterile equipment	Х	Х
Take-home naloxone	Х	Х
Referrals (social, medical, and mental health services)	Х	X
Injection risk behavior education	Х	Х



Overview of the Literature

identified 1,188 potentially-relevant references for SIFs

	SIFs	SSPs
Number of Included Studies	48 studies [Canada (n=33); Australia (n=8); Germany (n=2), Denmark (n=3), and Spain (n=2)]	4 systematic reviews (one review of 13 reviews and three recent systematic reviews)
Outcomes Assessed	 overdose mortality (in and out of SIF) ambulance / emergency services infection prevention / injection behaviors community and environmental outcomes uptake of social, medical and mental health services (e.g., MAT) quality of life 	 infection prevention and injection behaviors

Clinical Evidence

Mortality

Outcome	Evidence/Findings	Confidence
Overdose mortality within SIF	No deaths at facility	HIGH
Overdose mortality within communities	 35% reduction within 500 m of SIF vs. 9.3% reduction elsewhere in City of Vancouver (Marshall 2011) 	MODERATE

Summary: SIFs reduce mortality risk



Vancouver, British Columbia

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🕥 - Street View

Insite Vancouver Downtown Eastside Neighborhood

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Mortality: Marshall BD, et al. Lancet. 2011;377(9775):1429-1437.



Ambulance/Emergency Services

Outcome	Evidence/Findings	Confidence
Ambulance rides (for overdose)	 When is SIF open SIF neighborhood: -80% vs. Elsewhere in City: -60% (p < 0.05) All times of day SIF neighborhood: -68% vs. Elsewhere in City: -61% (p < 0.05) 	MODERATE

Summary: SIFs reduce healthcare utilization of emergency response services



Infection Prevention/Injection Risk Behaviors

Outcome	SIF+SSP	SSP Only	Confidence
Syringe sharing	 69% reduction 	 48% reduction 	MODERATE
HIV prevalence or infection	 Not significant 	 Reduction in HIV transmission risk (pooled effect size: 0.42; 95%CI 0.22 to 0.81) 	UNCERTAIN
Healthcare utilization for skin-related infection	 SIF clients 5 times more likely to get hospitalized Referrals from SIF had 8-day shorter length of stay 	• NR	LOW

Summary: SIF improves injection risk behaviors (a proxy for HIV or hepatitis infection) better than SSP Only, but no direct comparison.



Community and Environment

Outcome	Evidence/Findings	Confidence
Public drug use	 ~50% reduction measured by objective counting and stakeholder survey 	MODERATE
Litter/trash	 ~40-50% reduction measured by objective counting and stakeholder survey 	LOW
Crime	No material impact on crime.	LOW

Summary: SIF reduces injecting in public places and litter/trash; no apparent evidence of change in crime.



Uptake of Social, Medical and Mental Health Services

Outcome	Evidence/Findings	Confidence
Enroll in MAT or detox program	8x more likely for high vs. low frequency SIF use	LOW
Access medical services	 37% (frequent use) vs. 17% (rare use) 	LOW
Access counseling services	 46% (frequent use) vs. 25% (rare use) 	LOW
Housing or social supports	Anecdotal evidence only	UNCERTAIN

Summary: Clients who visit SIFs frequently access more medical, mental health, and support services, including MAT



Perspective of the Client

from interviews with 48 stakeholders

- Camaraderie and community
- Healthcare system bias
- Housing security
- Integrated services

"Needle exchange programs, yeah, it's great, but it's a momentary interaction; they're not going to be there to save your life." – SCS Client

"Most interactions with pharmacists, doctors, lawyers...are all so stigmatizing. They make you feel kind of like a moral failure." – OPS Staff Member and Client

> "A simple consumption room is better than nothing but having a little bit of social support on-site is fantastic" – SIF Manager

Controversies and Uncertainties

impact estimates of effectiveness

- Research methods
 - Study design
 - Generalizability
- Changes in drug supply
- Frequency of SIF use
- Law enforcement and role of community
- Widespread naloxone access

Implementation Concerns

potential disadvantages and challenges

• Honeypot effect

Attract *more* drug-related activity to the SIF's neighborhood

• Employee safety

Potential Other Benefits and Contextual Considerations

the CEPAC will vote on 4 items today

- Differentially benefits a historically disadvantaged or underserved community
 - SIFs serve vulnerable, marginalized people with substance use disorder who have lower life expectancy, higher disability
 - Housing insecurity, mental illness, childhood trauma, unemployment



Public Comments

a few of the many comments received

- Contribution of law enforcement on SIF effectiveness
- Inclusion of stimulant-involved overdose mortality
- Impact of Covid19 on overdose risk and need for SIFs

ICER Evidence Rating

• B+

Moderate certainty of small or substantial net health benefit, with high certainty of at least a small net health benefit

• Comparison: SIF+SSP vs. SSP alone



Comparative Clinical Effectiveness

Summary

A Supervised Injection Facility....

- Serves vulnerable and marginalized people, including those at highest risk for bloodborne disease
- Prevents overdose death
- Improves injection risk behaviors
- Reduces visibility of drug use (e.g., injecting in public places, syringe litter)
- Has no apparent impact on crime
- Assists clients with accessing medical, mental health, and social support services, including the use of addiction treatment services




Cost-Effectiveness

Greg Guzauskas, MSPH, PhD

Research Scientist, Comparative Health Outcomes, Policy, and Economics (CHOICE) Institute

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Key Economic Model Team Members

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Associate Professor, Comparative Health Outcomes, Policy, and Economics (CHOICE) Institute, University of Washington

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Disclosures:

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University of Washington researchers have no conflicts to disclose defined as more than \$10,000 in healthcare company stock or more than \$5,000 in honoraria or consultancies relevant to this report during the previous year from health care manufacturers or insurers.





To evaluate the incremental costs and cost-effectiveness of a SIF+SSP compared to an SSP-only in various U.S. cities.



Methods in Brief

Methods Overview

- Setting: United States
- Perspective: Modified Societal Perspective
- Time Horizon: 1 Year
- Primary Outcomes:
 - Cost per outcome
 - Overdose deaths prevented
 - Emergency service avoided (ED visits, ambulance rides, and hospitalization)



Community Characteristics

City Characteristics	Boston	Philadelphia	San Francisco	Atlanta	Baltimore	Seattle
Population Density (people/square mile)	13,943	11,692	18,581	3,858	7,594	8,391
Commercial Property Value (cost per square foot)	\$550	\$207	\$300	\$244	\$202	\$414
Cost of Living Ratio vs. Vancouver, BC	1.24	1.05	1.47	0.93	0.95	1.18
Number of PWID within city limits	29,500	68,800	22,500	23,100	42,200	26,000
Number of Overdose Deaths per Year	250	1,150	330	482	692	227



Key Model Assumptions

Assumption	Rationale		
SIFs in US cities are comparable to Insite (Vancouver, BC, Canada) in terms of effectiveness, services offered, and cost of living-adjusted operating costs.	Insite is the first and most well-documented SIF in North America.		
The US cities modeled have a 0.25-mile radius area within the city that could have 2100 PWID clients for a SIF.	The Insite client-service rate is the basis for the healthcare resource use effectiveness estimates for SIFs in all modeled cities.		
Rates of HIV/hepatitis C/other infections are equivalent between SIF+SSP and SSP only.	Short model time horizon (1 year) and the complexity of estimating the timing of infections and attributing costs to these conditions.		
Rates of initiation and continuation of MAT are equivalent between SIF+SSP and SSP-only.	Lack of comparative data between these two services.		



Overdose Mortality Inputs

Parameter	Estimate (sensitivity analysis range)		
Fatal OD reduction within 0.25 mi ² of SIF ²¹	35.0% (±20%) Absolute		
Fatal OD reduction beyond 0.25 mi ² of SIF ²¹	9.3% (±20%) difference: 25.7%		
Proportion of total overdose deaths occurring within 0.25 mi ² of SIF ²²	5% (±20%)		



Operating and Facility Cost Inputs

Parameter	Estimate (sensitivity analysis range)
Insite Annual Operating Cost	\$1.7 million (±20%)
Term of Commercial Loan (assumption)	15 years
SIF Square Footage	1000
Adjusted SSP Annual Operating Cost	\$1.5 million (±20%)



Overdose and Emergency Services Outcome Inputs

Parameter	Estimate (sensitivity analysis range)
Overdose (OD) Inputs	
Total annual injections	180,000 (±20%)
Number of unique clients/month	2,100 (±20%)
Percent of injections resulting in OD	0.95% (±20%)
Emergency Services Inputs	
Proportion of ODs at SIF+SSP resulting in ambulance ride	0.79% (±20%)
Proportion of ODs at SIF+SSP resulting in ED visit	0.79% (±20%)
Proportion of SSP-only ODs resulting in ambulance ride	46% (±20%)
Proportion of SSP-only ODs resulting in ED visit	33% (±20%)
Proportion of ED visits resulting in hospitalization	48% (±20%)



Emergency Services Cost Inputs

Location	Ambulance Ride Costs (±20%) ³¹	Overdose-Related Hospitalization Cost (±20%) ³²
Boston	\$523	\$8,379
Philadelphia	\$487	\$7,502
San Francisco	\$566	\$8,683
Atlanta	\$462	\$5,890
Baltimore	\$493	\$7,502
Seattle	\$516	\$8,683

Overdose-related ED Visit Cost (all locations): \$3,451³³



Results

Base-Case Results: Average Events Per City





Base-Case Results: Average Costs Per City





One Way Sensitivity Analyses: Boston

-\$1.8M	-\$1.6M	-\$1.4M	-\$1.2M	-\$1.0M	<u>Parameter</u>	Low Value	<u>High Value</u>
					Overdose Mortality: Reduction Within 0.25 mi of SIF	0.280	0.420
	83				Total annual injections in the SIF	144,000	216,000
					Percent of injections at SIF resulting in OD	0.760%	1.140%
			88 <i>000000</i>		Ppn. of No SIF ODs resulting in ED visit	0.264	0.396
			////		Overdose Mortality: Ppn. of City OD Deaths Within 0.25 mi of SIF	0.040	0.060
					Overdose Deaths/Year: Boston	200	300
		8000000	858 (////////		Hospitalization Cost: Boston	\$6,704	\$10,055
			333 <i>////////</i>		Ppn. of ED visits resulting in hospitalization	38.4%	57.6%
					Insite Annual Operating Cost	\$1,349,829	\$2,024,743
			<i>Ш.</i> н.н.н.н.н.		Cost of Living Ratio vs. Vancouver: Boston	0.99	1.49
		555555	333 <i>///////</i> /		Cost of ED VIsit: Boston	\$2,761	\$4,141
			33 <i>11111</i>		First Year SSP Cost	\$1,226,623	\$1,839,934
					Overdose Mortality: Reduction Outside 0.25 mi of SIF	0.074	0.112
			882		Ppn. of No SIF ODs resulting in ambulance	0.368	0.552
			88		Cost of Ambulance Ride: Boston	\$418	\$628
			2		Number of Unique SIF Clients/Month	1,680	2,520
			4		Ppn. of SIF ODs resulting in ED visit	0.0063	0.0095
					Cost/sqft Commercial Property: Boston	\$440	\$660
			į.		Commercial Mortgage Loan Interest: Boston	5%	9%
<u> </u>					Ppn. of SIF ODs resulting in ambulance	0.0063	0.0095



Scenario Analysis of Overdose Rate Needed for Cost Parity

	Base Case OD Rate	Base Case Incremental Cost	Break Even Threshold OD Rate	Incremental Cost
Boston	0.95%	-\$4,009,000	0.11%	\$0
Philadelphia	0.95%	-\$3,899,000	0.08%	\$0
San Francisco	0.95%	-\$3,833,000	0.16%	\$0
Atlanta	0.95%	-\$3,623,000	0.05%	\$0
Baltimore	0.95%	-\$4,023,000	0.05%	\$0
Seattle	0.95%	-\$4,199,000	0.08%	\$0



Limitations

- The costs of operating a SIF in cities around the US are extrapolations from a single North American SIF in Vancouver, BC.
- The mortality risk reduction estimates we used also come from the estimated impact of that same single North American SIF at a single point in time.
- We cannot currently account for rapidly evolving pandemicassociated factors.



Comments Received

• MAT uptake should be higher in a SIF.

• Risk of chronic (HCV/HIV) and acute (e.g., skin) infections should be lower at a SIF.

• The baseline risk of overdose should be higher/lower depending on the local fentanyl supply.



Conclusions

- In all six cities, SIFs were estimated to reduce mortality by avoiding overdose deaths.
- The costs of operating a SIF were estimated to be higher than operating an SSP across all six cities. However, those costs were offset by cost savings attributed to SIFs through the avoidance of ED visits and subsequent hospitalizations.
- Overall, SIFs were found to be cost-saving in all six American cities, and these results were robust to variability in our model inputs.





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Public Comment and Discussion

Alex Kral, MS, PhD RTI International

- Conflicts of Interest:
- No conflicts of interest to disclose.



Comments on Boston Globe Article

One of my main concerns about safe injection sites is that they need to have a programming component to address the substance use disorder. Freyer states that those who avail themselves of these sites are more willing to go into treatment and that the crime rate in the area is not impacted. I think the article would have been more complete with some statistics on this instead of a casual mention. The closest thing that we have to an injection site in Boston is Mass and Cass. My sense from speaking to business owners and others who work in that area is that the crime rate has been impacted significantly. The idea is worth considering but we need more information this article missed an opportunity to provide it.

It could save money and lives but officials and politicians who approve these site are not opening them a few blocks down the street from where they, their families and children reside...

Source: https://www.bostonglobe.com/2020/11/13/metro/influential-research-group-concludes-safe-injection-sites-save-lives-money



Comments on Boston Globe Article

What does running a "supervised injection" site cost (there is no such thing as safe injection of street drugs), and what services could be purchased for that same price to support people trying to get clean, or stay clean. The site would need to be 24 hours, 365, would need round the clock medical staff, custodial staff, and security staff. Rent and insurance, including insurance for when someone dies or is damaged despite medical care. or one customer injures another customer, or a staff member.

How many rehab beds could be had for the same price? Because when someone hits their low and is willing to go for treatment, there usually is not a bed for them. Let's fund that first.

No! No! No! This is a horrible idea! People with drug dependency and abuse issues need help to get clean, not a safe, clean place to use! This doesn't promote treatment for these issues. It promotes a comfortable place to use. Why would anyone want to stop using if they were made to feel comfortable and safe while using. Ridiculous!

Source: https://www.bostonglobe.com/2020/11/13/metro/influential-research-group-concludes-safe-injection-sites-save-lives-money



Break

Meeting will resume at 2:00pm ET



Voting Questions

1. Given the currently available evidence, is the evidence adequate to demonstrate that the net health benefit of SIFs is superior to that provided by SSPs alone?

A. Yes

B. No



2. Please vote 1, 2, or 3 on the following potential other benefits and contextual considerations as they relate to SIFs. Refer to table below.

Likert Scale of Potential Other Benefits and Contextual Considerations			
1 (Suggests Lower Value)	2 (Neutral)	3 (Suggests Higher Value)	
This intervention will not differentially benefit a		This intervention will differentially benefit a	
historically disadvantaged or underserved		historically disadvantaged or underserved	
community.		community.	
Uncertainty or overly favorable model		Uncertainty or overly unfavorable model	
assumptions creates significant risk that base-case		assumptions creates significant risk that base-case	
cost-effectiveness estimates are too optimistic.		cost-effectiveness estimates are too pessimistic.	
Will not significantly reduce the negative impact of		Will significantly reduce the negative impact of the	
the condition on family and caregivers vs. the		condition on family and caregivers vs. the	
comparator.		comparator.	
Will not have a significant impact on improving		Will have a significant impact on improving return	
return to work and/or overall productivity vs. the		to work and/or overall productivity vs. the	
comparator.		comparator.	
Other		Other	



2a. Please vote 1, 2, or 3 on the following potential other benefits and contextual considerations as they relate to SIFs. Refer to table below.

	1 (Suggests Lower	2 (Neutral)	3 (Suggests Higher
D. Z	Value)		Value)
	This intervention		This intervention will
C. 3	will not		differentially benefit
	differentially benefit		a historically
	a historically		disadvantaged or
	disadvantaged or		underserved
	underserved		community.
	community.		



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2b. Please vote 1, 2, or 3 on the following potential other benefits and contextual considerations as they relate to SIFs. Refer to table below.

	1	2	3
B. 2	(Suggests Lower Value)	(Neutral)	(Suggests Higher Value)
\mathbf{C}	Uncertainty or		Uncertainty or overly
0.5	model assumptions		assumptions creates
	creates significant		significant risk that
	risk that base-case		base-case cost-
	cost-effectiveness		effectiveness
	estimates are too		estimates are too
	optimistic.		pessimistic.



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2c. Please vote 1, 2, or 3 on the following potential other benefits and contextual considerations as they relate to SIFs. Refer to table below.

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A. 1

C. 3

1	2	3
(Suggests Lower Value)	(Neutral)	(Suggests Higher Value)
Will not significantly		Will significantly
reduce the negative		reduce the negative
impact of the		impact of the
condition on family		condition on family
and caregivers vs.		and caregivers vs. the
the comparator.		comparator.



2d. Please vote 1, 2, or 3 on the following potential other benefits and contextual considerations as they relate to SIFs. Refer to table below.

	1	2	3
B. 2	(Suggests Lower Value)	(Neutral)	(Suggests Higher Value)
	Will not have a		Will have a significant
C. 3	significant impact on		impact on improving
	improving return to		return to work and/or
	work and/or overall		overall productivity vs.
	productivity vs. the		the comparator.
	comparator.		



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2e. Please vote 1, 2, or 3 on the following potential other benefits and contextual considerations as they relate to SIFs. Refer to table below.

A. 1	1	2	3
B. 2	(Suggests Lower Value)	(Neutral)	(Suggests Higher Value)
C. 3	Other		Other



3. Given the currently available evidence, is the evidence adequate to demonstrate that compared with SSPs, SIFs are cost-saving?

A. Yes

B. No



Break

Meeting will resume at 2:50pm ET


Policy Roundtable

Policy Roundtable

Policy Roundtable Participant	Conflict of Interest
Matthew Bonn, Program Coordinator, Canadian Association of People Who Use Drugs	Matthew Bonn has no financial conflicts to disclose.
Cindy Friedman, Senator, Massachusetts Senate	Senator Friedman has no financial conflicts to disclose.
Scott Hadland, MD, MS, Assistant Professor of Pediatrics, Boston University School of Medicine	Dr. Hadland has no financial conflicts to disclose.
Peter Leslie, Harm Reduction Community Health Worker Educator	Peter Leslie has no financial conflicts to disclose.
Bill Spearn, Inspector, Vancouver Police Department	Inspector Spearn has no financial conflicts to disclose.
Alexis Roth, PhD, Associate Professor, Drexel University	Dr. Roth has no financial conflicts to disclose.
Laura Thomas, Director of Harm Reduction Policy, San Francisco AIDS Foundation	Laura Thomas has no financial conflicts to disclose.



NE CEPAC Council Reflections

Next Steps

- Meeting recording posted to ICER website next week
- Final Report published on or around January 8, 2021
 - Includes description of NE CEPAC votes, deliberation, policy roundtable discussion
- Materials available at: <u>https://icer-review.org/topic/opioids-supervised-injection-facilities/</u>







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