

116TH CONGRESS  
1ST SESSION

# S. 1983

To authorize the Attorney General to make grants to, and enter into cooperative agreements with, States and units of local government to develop, implement, or expand 1 or more programs to provide medication-assisted treatment to individuals who have opioid use disorder and are incarcerated within the jurisdictions of the States or units of local government.

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## IN THE SENATE OF THE UNITED STATES

JUNE 26, 2019

Mr. MARKEY (for himself, Ms. MURKOWSKI, Mr. BOOKER, and Ms. WARREN) introduced the following bill; which was read twice and referred to the Committee on the Judiciary

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## A BILL

To authorize the Attorney General to make grants to, and enter into cooperative agreements with, States and units of local government to develop, implement, or expand 1 or more programs to provide medication-assisted treatment to individuals who have opioid use disorder and are incarcerated within the jurisdictions of the States or units of local government.

1 *Be it enacted by the Senate and House of Representa-*  
2 *tives of the United States of America in Congress assembled,*

1 **SECTION 1. SHORT TITLE.**

2 This Act may be cited as the “Community Re-Entry  
3 through Addiction Treatment to Enhance Opportunities  
4 Act” or as the “CREATE Opportunities Act”.

5 **SEC. 2. MEDICATION-ASSISTED TREATMENT CORRECTIONS  
6 AND COMMUNITY REENTRY PROGRAM.**

7 (a) DEFINITIONS.—In this section—

8 (1) the term “Attorney General” means the At-  
9 torney General, acting through the Director of the  
10 National Institute of Corrections;

11 (2) the term “certified recovery coach” means  
12 an individual—

13 (A) with knowledge of, or experience with,  
14 recovery from a substance use disorder; and

15 (B) who—

16 (i) has completed training through,  
17 and is determined to be in good standing  
18 by—

19 (I) a single State agency; or

20 (II) a recovery community orga-  
21 nization that is capable of conducting  
22 that training and making that deter-  
23 mination; and

24 (ii) meets the criteria specified by the  
25 Attorney General, in consultation with the  
26 Secretary of Health and Human Services,

1                   for qualifying as a certified recovery coach  
2                   for the purposes of this Act;

3                   (3) the term “correctional facility” has the  
4                   meaning given the term in section 901 of title I of  
5                   the Omnibus Crime Control and Safe Streets Act of  
6                   1968 (34 U.S.C. 10251);

7                   (4) the term “covered grant or cooperative  
8                   agreement” means a grant received, or cooperative  
9                   agreement entered into, under the Program;

10                  (5) the term “covered program” means a pro-  
11                  gram—

12                   (A) to provide medication-assisted treat-  
13                   ment to individuals who have opioid use dis-  
14                   order and are incarcerated within the jurisdic-  
15                   tion of the State or unit of local government  
16                   carrying out the program; and

17                   (B) that is developed, implemented, or ex-  
18                   panded through a covered grant or cooperative  
19                   agreement;

20                  (6) the term “medication-assisted treatment”  
21                  means the use of 1 or more drugs, or 1 or more  
22                  combinations of drugs, that have been approved  
23                  under the Federal Food, Drug, and Cosmetic Act  
24                  (21 U.S.C. 301 et seq.) or section 351 of the Public  
25                  Health Service Act (42 U.S.C. 262) for the treat-

1       ment of an opioid use disorder, in combination with  
2       evidence-based counseling and behavioral therapies,  
3       such as psychosocial counseling, overseen by 1 or  
4       more social work professionals and 1 or more quali-  
5       fied clinicians, to provide a comprehensive approach  
6       to the treatment of substance use disorders;

7               (7) the term “nonprofit organization” means an  
8       organization that is described in section 501(c)(3) of  
9       the Internal Revenue Code of 1986 and is exempt  
10      from taxation under section 501(a) of such Code;

11              (8) the term “Panel” means the Medication-as-  
12      sisted Treatment Corrections and Community Re-  
13      entry Application Review Panel established under  
14      subsection (e)(2);

15              (9) the term “participant” means an individual  
16      who participates in a covered program;

17              (10) the term “political appointee” has the  
18      meaning given the term in section 714(h) of title 38,  
19      United States Code;

20              (11) the term “Program” means the Medica-  
21      tion-assisted Treatment Corrections and Community  
22      Reentry Program established under subsection (b);

23              (12) the term “psychosocial” means the inter-  
24      relation of social factors and individual thought and  
25      behavior;

1           (13) the term “recovery community organiza-  
2           tion” has the meaning given the term in section 547  
3           of the Public Health Service Act (42 U.S.C. 290ee-  
4           2);

5           (14) the term “single State agency” means,  
6           with respect to a State or unit of local government,  
7           the single State agency identified by the State, or  
8           the State in which the unit of local government is  
9           located, in the plan submitted by that State under  
10          section 1932(b)(1)(A)(i) of the Public Health Serv-  
11          ice Act (42 U.S.C. 300x-32(b)(1)(A)(i));

12          (15) the term “State” means—

13                 (A) each State of the United States;

14                 (B) the District of Columbia; and

15                 (C) each commonwealth, territory, or pos-  
16          session of the United States; and

17          (16) the term “unit of local government” has  
18          the meaning given the term in section 901 of title  
19          I of the Omnibus Crime Control and Safe Streets  
20          Act of 1968 (34 U.S.C. 10251), except that such  
21          term also includes a tribal organization, as defined  
22          in section 4 of the Indian Self-Determination and  
23          Education Assistance Act (25 U.S.C. 5304).

24          (b) AUTHORIZATION.—Not later than 90 days after  
25          the date of enactment of this Act, the Attorney General,

1 in consultation with the Secretary of Health and Human  
2 Services, shall establish a program—

3 (1) that shall be known as the “Medication-as-  
4 sisted Treatment Corrections and Community Re-  
5 entry Program”; and

6 (2) under which the Attorney General—

7 (A) may make grants to, and enter into co-  
8 operative agreements with, States or units of  
9 local government to develop, implement, or ex-  
10 pand 1 or more programs to provide medica-  
11 tion-assisted treatment that meets the standard  
12 of care generally accepted for the treatment of  
13 opioid use disorder to individuals who have  
14 opioid use disorder and are incarcerated within  
15 the jurisdictions of the States or units of local  
16 government; and

17 (B) shall establish a working relationship  
18 with 1 or more knowledgeable corrections orga-  
19 nizations with expertise in security, medical  
20 health, mental health, and addiction care to  
21 oversee and support implementation of the pro-  
22 gram, including through the use of evidence-  
23 based clinical practices.

24 (c) PURPOSES.—The purposes of the Program are  
25 to—

1           (1) develop medication-assisted treatment pro-  
2           grams in consultation with nonprofit organizations  
3           and community organizations that are qualified to  
4           provide technical support for the programs;

5           (2) reduce the risk of overdose to participants  
6           after the participants are released from incarcer-  
7           ation; and

8           (3) reduce the rate of reincarceration.

9           (d) PROGRAM REQUIREMENTS.—In carrying out a  
10 covered program, a State or unit of local government  
11 shall—

12           (1) in providing medication-assisted treatment  
13           under the covered program, offer to participants 2  
14           or more drugs that—

15                   (A) have been approved under the Federal  
16                   Food, Drug, and Cosmetic Act (21 U.S.C. 301  
17                   et seq.) or section 351 of the Public Health  
18                   Service Act (42 U.S.C. 262) for the treatment  
19                   of an opioid use disorder; and

20                   (B) do not contain the same active moiety;  
21                   and

22           (2) use—

23                   (A) screening tools with psychometric reli-  
24                   ability and validity that provide useful clinical

1 data to guide the long-term treatment of par-  
2 ticipants who have—

3 (i) opioid use disorder; or

4 (ii) co-occurring opioid use disorder  
5 and mental disorders;

6 (B) at each correctional facility at which  
7 the covered program is carried out, a sufficient  
8 number of personnel, as determined by the At-  
9 torney General in light of the number of indi-  
10 viduals incarcerated at the correctional facility  
11 and the number of those individuals who the  
12 correctional facility has screened and identified  
13 as having opioid use disorder, to—

14 (i) monitor participants with active  
15 opioid use disorder who begin participation  
16 in the covered program while dem-  
17 onstrating, or develop, signs and symptoms  
18 of opioid withdrawal;

19 (ii) provide evidence-based medically  
20 managed withdrawal care or assistance to  
21 the participants described in clause (i);

22 (iii) prescribe or otherwise dispense—

23 (I) the drugs that are offered  
24 under the covered program, as re-  
25 quired under paragraph (1); and



1 (II) naloxone or any other emer-  
2 gency opioid antagonist approved by  
3 the Commissioner of Food and Drugs  
4 to treat opioid overdose; and

5 (iv) discuss with participants the risks  
6 and benefits of, and differences among, the  
7 opioid antagonist, opioid agonist, and par-  
8 tial agonist drugs used to treat opioid use  
9 disorder; and

10 (C) a certified recovery coach, social work  
11 professional, or other qualified clinician who, in  
12 order to support the sustained recovery of par-  
13 ticipants, shall work with participants who are  
14 recovering from opioid use disorder.

15 (e) APPLICATION.—

16 (1) IN GENERAL.—A State or unit of local gov-  
17 ernment desiring a covered grant or cooperative  
18 agreement shall submit to the Attorney General an  
19 application that—

20 (A) shall include—

21 (i) a description of—

22 (I) the objectives of the medica-  
23 tion-assisted treatment program that  
24 the applicant will develop, implement,

1 or expand under the covered grant or  
2 cooperative agreement;

3 (II) the activities that the appli-  
4 cant will carry out under the covered  
5 program;

6 (III) how the activities described  
7 under subclause (II) will achieve the  
8 objectives described in subclause (I);  
9 and

10 (IV) the outreach and education  
11 component of the covered program  
12 that the applicant will carry out in  
13 order to encourage maximum partici-  
14 pation in the covered program;

15 (ii) if, under the covered program that  
16 the applicant will carry out, the applicant  
17 will not, in providing medication-assisted  
18 treatment, offer to participants not less  
19 than 1 drug that uses an opioid antago-  
20 nist, not less than 1 drug that uses an  
21 opioid agonist, and not less than 1 drug  
22 that uses an opioid partial agonist, an ex-  
23 planation of why the applicant is unable to  
24 or chooses not to offer a drug that uses an  
25 opioid antagonist, a drug that uses an

1 opioid agonist, or a drug that uses an  
2 opioid partial agonist, as applicable;

3 (iii) a plan for—

4 (I) measuring progress in achiev-  
5 ing the objectives described in clause  
6 (i)(I), including a strategy to collect  
7 data that can be used to measure that  
8 progress;

9 (II) collaborating with the single  
10 State agency for the applicant or 1 or  
11 more nonprofit organizations in the  
12 community of the applicant to help  
13 ensure that—

14 (aa) if participants so desire,  
15 participants have continuity of  
16 care after release from incarcer-  
17 ation with respect to the form of  
18 medication-assisted treatment the  
19 participants received during in-  
20 carceration, including—

21 (AA) by working with  
22 community service providers  
23 to assist eligible partici-  
24 pants, before release from  
25 incarceration in registering

1 for the Medicaid program  
2 under title XIX of the Social  
3 Security Act (42 U.S.C.  
4 1396 et seq.) or other min-  
5 imum essential coverage, as  
6 defined in section 5000A(f)  
7 of the Internal Revenue  
8 Code of 1986; and

9 (BB) if a participant  
10 cannot afford, or does not  
11 qualify for, health insurance  
12 that provides coverage with  
13 respect to enrollment in a  
14 medication-assisted treat-  
15 ment program, and if the  
16 participant cannot pay the  
17 cost of enrolling in a medi-  
18 cation-assisted treatment  
19 program, by working with  
20 units of local government,  
21 nonprofit organizations,  
22 opioid use disorder treat-  
23 ment providers, and entities  
24 carrying out programs under  
25 substance use disorder

1 grants to, before the partici-  
2 pant is released from incar-  
3 ceration, identify a resource,  
4 other than the applicant or  
5 the covered program to be  
6 carried out by the applicant,  
7 that may be used to pay the  
8 cost of enrolling the partici-  
9 pant in a medication-as-  
10 sisted treatment program;

11 (bb) medications are se-  
12 curely stored; and

13 (cc) protocols relating to di-  
14 version are maintained; and

15 (III) with respect to each com-  
16 munity in which a correctional facility  
17 at which a covered program will be  
18 carried out is located, collaborating  
19 with State agencies responsible for  
20 overseeing programs relating to sub-  
21 stance use disorder and local public  
22 health officials and nonprofit organi-  
23 zations in the community to help en-  
24 sure that medication-assisted treat-  
25 ment provided at each correctional fa-

1 cility at which the covered program  
2 will be carried out is also available at  
3 locations that are not correctional fa-  
4 cilities in those communities, to the  
5 greatest extent practicable; and

6 (iv) a certification that—

7 (I) each correctional facility at  
8 which the covered program will be  
9 carried out has access to a sufficient  
10 number of clinicians who are licensed  
11 to prescribe or otherwise dispense to  
12 participants the drugs for the treat-  
13 ment of opioid use disorder required  
14 to be offered under subsection (d)(1),  
15 which may include clinicians who use  
16 telemedicine, in accordance with regu-  
17 lations issued by the Administrator of  
18 the Drug Enforcement Administra-  
19 tion, to provide services under the cov-  
20 ered program; and

21 (II) the covered program will  
22 provide evidence-based counseling and  
23 behavioral therapies, which may in-  
24 clude counseling and therapy adminis-  
25 tered through the use of telemedicine,

1 as appropriate, to participants as part  
2 of the medication-assisted treatment  
3 provided under the covered program;  
4 and

5 (B) may include a statement indicating the  
6 number of participants that the applicant ex-  
7 pects to serve through the covered program.

8 (2) MEDICATION-ASSISTED TREATMENT COR-  
9 RECTIONS AND COMMUNITY REENTRY APPLICATION  
10 REVIEW PANEL.—

11 (A) IN GENERAL.—Not later than 60 days  
12 after the date of enactment of this Act, the At-  
13 torney General shall establish a Medication-as-  
14 sisted Treatment Corrections and Community  
15 Reentry Application Review Panel that shall—

16 (i) be composed of not fewer than 10  
17 individuals and not more than 15 individ-  
18 uals; and

19 (ii) include—

20 (I) 1 or more employees, who are  
21 not political appointees, of—

22 (aa) the Department of Jus-  
23 tice;

24 (bb) the Drug Enforcement  
25 Administration;

1           (cc) the Substance Abuse  
2           and Mental Health Service Ad-  
3           ministration;

4           (dd) the National Center for  
5           Injury Prevention and Control at  
6           the Centers for Disease Control  
7           and Prevention; and

8           (ee) the Office of National  
9           Drug Control Policy; and

10          (II) other stakeholders who—

11           (aa) have expert knowledge  
12           relating to the opioid epidemic,  
13           drug treatment, or community  
14           addiction services; and

15           (bb) represent law enforce-  
16           ment organizations and public  
17           health entities.

18          (B) DUTIES.—

19           (i) IN GENERAL.—The Panel shall—

20           (I) review and evaluate applica-  
21           tions for covered grants and coopera-  
22           tive agreements; and

23           (II) make recommendations to  
24           the Attorney General relating to the



1                   awarding of covered grants and coop-  
2                   erative agreements.

3                   (ii) RURAL COMMUNITIES.—In review-  
4                   ing and evaluating applications under  
5                   clause (i), the Panel shall take into consid-  
6                   eration the unique circumstances, including  
7                   the lack of resources relating to the treat-  
8                   ment of opioid use disorder, faced by rural  
9                   States and units of local government.

10                  (C) TERMINATION.—The Panel shall ter-  
11                  minate on the last day of fiscal year 2023.

12                  (3) PUBLICATION OF CRITERIA IN FEDERAL  
13                  REGISTER.—Not later than 90 days after the date of  
14                  enactment of this Act, the Attorney General, in con-  
15                  sultation with the Panel, shall publish in the Federal  
16                  Register—

17                         (A) the process through which applications  
18                         submitted under paragraph (1) shall be sub-  
19                         mitted and evaluated; and

20                         (B) the criteria used in awarding covered  
21                         grants and cooperative agreements.

22                  (f) DURATION.—A covered grant or cooperative  
23                  agreement shall be for a period of not more than 4 years,  
24                  except that the Attorney General may extend the term of  
25                  a covered grant or cooperative agreement based on out-

1 come data or extenuating circumstances relating to the  
2 covered program carried out under the covered grant or  
3 cooperative agreement.

4 (g) REPORT.—

5 (1) IN GENERAL.—Not later than 2 years after  
6 the date on which a State or unit of local govern-  
7 ment is awarded a covered grant or cooperative  
8 agreement, and each year thereafter until the date  
9 that is 1 year after the date on which the period of  
10 the covered grant or cooperative agreement ends, the  
11 State or unit of local government shall submit a re-  
12 port to the Attorney General that includes informa-  
13 tion relating to the covered program carried out by  
14 the State or unit of local government, including in-  
15 formation relating to—

16 (A) the goals of the covered program;

17 (B) any evidence-based interventions car-  
18 ried out under the covered program;

19 (C) outcomes of the covered program,  
20 which shall—

21 (i) be reported in a manner that dis-  
22 tinguishes the outcomes based on the cat-  
23 egories of, with respect to the participants  
24 in the covered program—

- 1 (I) the race of the participants;  
2 and  
3 (II) the gender of the partici-  
4 pants; and  
5 (ii) include information relating to the  
6 rate of reincarceration among participants  
7 in the covered program; and  
8 (D) expenditures under the covered pro-  
9 gram.

10 (2) PUBLICATION.—

11 (A) AWARDEE.—A State or unit of local  
12 government that submits a report under para-  
13 graph (1) shall make the report publicly avail-  
14 able on—

15 (i) the website of each correctional fa-  
16 cility at which the State or unit of local  
17 government carried out the covered grant  
18 program; and

19 (ii) if a correctional facility at which  
20 the State or unit of local government car-  
21 ried out the covered grant program does  
22 not operate a website, the website of the  
23 State or unit of local government.

24 (B) ATTORNEY GENERAL.—The Attorney  
25 General shall make each report received under

1 paragraph (1) publicly available on the website  
2 of the National Institute of Corrections.

3 (3) SUBMISSION TO CONGRESS.—Not later than  
4 2 years after the date on which the Attorney Gen-  
5 eral awards the first covered grant or cooperative  
6 agreement, and each year thereafter, the Attorney  
7 General shall submit to the Committee on the Judi-  
8 ciary of the Senate and the Committee on the Judi-  
9 ciary of the House of Representatives a summary  
10 and compilation of the reports that the Attorney  
11 General has received under paragraph (1) during the  
12 year preceding the date on which the Attorney Gen-  
13 eral submits the summary and compilation.

14 (h) AUTHORIZATION OF APPROPRIATIONS.—There is  
15 authorized to be appropriated \$50,000,000 to carry out  
16 this section for each of fiscal years 2020 through 2023.

○