

This toolkit was used to implement the VHA Rapid Naloxone Initiative in Fall 2018. When possible, we tried to integrate links to corollary external VHA websites when internal VHA websites were referenced. Because this toolkit was developed before the COVID-19 pandemic, it does not include any specific COVID-19 recommendations (e.g., [American Heart Association \(AHA\)](#) interim guidance for Basic and Advanced Life Support [BLS and ACLS] for individuals with suspected or confirmed COVID-19).

Since implementing this initiative in Fall 2018, VHA developed a short, standardized national training in response to requests from the field. VA Boston Health Care System originally used a video from the pharmaceutical company in their standardized training <https://www.youtube.com/watch?v=hGVSaO1oxpg>; however, VHA worked with the pharmaceutical company to adapt the video for national VHA training purposes. The adapted video is included in VA's Talent Management System training 37795 "[How to Use Naloxone Nasal Spray \(Narcan®\)](#)" released in February 2019 and will be placed on the public-facing website www.train.org.

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WELCOME

Welcome and thank you for your participation in implementing this intranasal (IN) naloxone carry practice with your VA Police Service.

This toolkit is intended for VA Police Chiefs (or their designee) and summarizes the steps to equip your VA Police Service with IN naloxone. The goals of this toolkit are to provide: (1) **background** on IN naloxone and (2) instructions for how to **implement** an IN naloxone carry practice and train your VA Police Service to carry and administer this life-saving medication.



Intranasal (IN) Naloxone
(also called nasal naloxone and nasal Narcan®) is a highly-effective, easy-to-administer nasal spray medication that can rapidly reverse an opioid overdose

BACKGROUND

The United States is in the midst of a devastating **opioid epidemic**, with opioid overdose deaths due to prescription opioids, heroin, and other synthetic opioids (e.g., fentanyl) at an all-time high.¹ Veterans are particularly vulnerable compared to non-Veterans, given their higher prevalence of chronic pain conditions and substance use disorders, including opioid dependence. **Veterans are twice as likely to die from accidental overdose** when compared to the non-Veteran population.²

Opioids include naturally occurring opiate substances (e.g., morphine, opium, codeine) found in the opium poppy, derivatives of these substances (e.g., heroin), as well as synthetic or semi-synthetic compounds (e.g., oxycodone, hydrocodone, etc.). In practice, the term “opioid” is currently used to refer to both synthetic/semi-synthetic (opioids) and naturally occurring compounds (opiates). While opioids are effective at reducing pain, they depress respiration and, when taken in excess, can lead to respiratory arrest (opioid overdose), which can be deadly.

Since 1999, over
350,000 people
have died from overdoses
related to opioids.³

In 2016,
opioid overdoses killed
42,249 people,
which is over 5x the number of
people who experienced lethal
overdoses in 1999.³

Naloxone complements VA’s
efforts to address opioid safety
(between July 2012 to June
2018 there were 308,911 fewer
patients receiving opioids--
679,376 patients to 370,465
patients, a 45% reduction).⁴

VA and IN Naloxone

To improve opioid safety and reduce risk for opioid use disorder among Veterans, the Department of Veterans Affairs (VA) is utilizing alternative pain treatments, prescribing opioids only when necessary and in the lowest doses possible, consulting state prescription drug monitoring databases to avoid duplicate opioid prescriptions, reducing prescribing opiates with other medications that can cause serious drug-drug interactions, making medication disposal options available to Veterans and referring patients to substance use disorder and mental health treatment when appropriate.

Despite these efforts, however, many of our nation's Veterans continue to overdose on opioids, including at VA facilities. To reduce the risk of death from opioid overdose on VA premises, **VA is implementing IN naloxone programs and practices to rapidly reverse any onsite opioid overdoses.**

For example:



The VA [Opioid Overdose Education and Naloxone Distribution \(OEND\) Program](#) aims to reduce the harm and risk of life-threatening opioid-related overdose and death among Veterans. Key components of the OEND Program include education and training on opioid overdose prevention, recognition of an opioid overdose, opioid overdose rescue response, and issuing naloxone⁷.



VA released a **VA Police Officers and IN Naloxone Frequently Asked Questions (FAQ)** document to answer common questions about carrying and administering IN naloxone (see the FAQ in Appendix A).



VA Boston Health Care System (HCS) established the [Automated External Defibrillator \(AED\) Cabinet Naloxone Program](#) (internal VHA website) to place IN naloxone in AED cabinets, enabling fast response times, especially in "high-risk" areas (e.g., areas infrequently traveled by facility personnel and/or areas that do not have a crash cart readily available). For more information on VA Boston HCS' naloxone program, see their naloxone policy in Appendix B.



Naloxone, an opioid receptor antagonist, is a highly effective treatment for opioid overdose. If administered promptly, appropriately, and in sufficient amount, naloxone reverses opioid overdose by blocking opioid receptors in the brain to restore breathing and prevent death.⁵ Naloxone is available as an easy-to-administer, FDA-approved for layperson administration **intranasal (IN) spray**.

Requiring minimal training, a usability study found 90.5% of individuals successfully used it without training.⁶



Figure 1. IN Naloxone Carry Practice Implementation Roadmap

We detail each implementation step in the following sections.

Step 1: Identify a Practice Champion

Identify a Practice Champion (e.g., someone in the VA Police Service or a facility OEND champion) to advocate for implementing the IN naloxone carry practice. The Practice Champion should be vested in successful implementation, serve as your point of contact for implementation, and be responsible for overseeing implementation (e.g., coordinating across stakeholder groups to ensure all program requirements are met). Potential Practice Champions could include the local VA Police Chief, or a designee, with support from an OEND champion, Patient Safety Manager, Pharmacy leadership, etc. The key is to identify an individual who is willing to advocate for the practice and who has adequate time to dedicate to implementation.



The Practice Champion can use the Implementation Roadmap to guide efforts to implement the practice. Successful implementation requires the Practice Champion to work closely with practice stakeholders to carry out the necessary steps, as this is an interdisciplinary initiative.

Step 2: Garner Support from Stakeholders

Successful implementation of the IN naloxone carry practice requires support and buy-in from several stakeholder groups (e.g., police service and facility leadership, Pharmacy, Quality Management and Patient Safety, cardiopulmonary resuscitation (CPR) Committee Chairpersons, and other staff who may serve as potential first responders or “carriers”). A “project kickoff” and regular implementation meetings with practice stakeholders can help get the ball rolling and expedite implementation.



In the event that leadership is unaware of your interest in implementing the IN naloxone carry practice, we recommend that you inform them and obtain their support before

proceeding further. **Leadership support is imperative to ensuring successful implementation.** It may be helpful to remind your leadership that the IN naloxone carry practice was recommended by the DUSHOM and approved by labor unions (see memo in Appendix B).

The following are examples of how stakeholders can help support implementation of the IN naloxone carry practice:

- **Pharmacy:** Pharmacy Service is a key stakeholder because it is the department that supplies the IN naloxone medication. Coordinating with Pharmacy to identify roles and responsibilities is critical when developing a local policy. Important aspects to discuss with Pharmacy include the processes for supplying, inspecting, and replacing IN naloxone upon use or expiration.
- **Patient Safety:** Facility Patient Safety Managers (PSM) are a key stakeholder because they can facilitate the implementation process. Since they work closely with hospital leadership the PSM can also assist with breaking down any barriers that may exist.
- **Quality Management (QM):** Obtaining support from QM staff can assist with ensuring that the procedures are compliant with The Joint Commission regulations. QM staff can also assist with development of a performance improvement plan.
- **VA Police:** The VA Police are often the first responders to VA emergencies. VA Police representatives can assist with the logistics of the process that meets the workflow and needs of the VA Police. This will include selecting the naloxone carry case for the utility belt, storage of naloxone within the VA Police department and handing off critical information to the responding medical team after VA Police have administered naloxone to a victim.
- **OEND Champions:** OEND has been implemented in every VA facility and many facilities have OEND champions who helped facilitate implementation (e.g., pharmacists, nurses, social workers, and physicians across primary care, pain management, mental health, and substance use disorder treatment settings). OEND champions may be able to assist with various aspects of the IN naloxone carry practice (e.g., development of policies/procedures; training VA police officers, etc.).
- **Academic Detailing Service:** VA has supported implementation of [Academic Detailing](#) (internal VHA website; external site is [here](#))—clinical pharmacists who train staff in evidence-based practices—across VA. [OEND is one of ADS' campaigns](#) (internal VHA website; external site is [here](#)) and Academic Detailers may be available to help train VA Police in how to recognize and respond to opioid overdose with naloxone.
- **Responding Medical Team:** Communication and collaboration with the responding medical team are vital to ensure that administered medications are documented and understood and that transitions are seamless. VA Police Officers should document naloxone use in a police report and communicate use to clinical personnel through a locally defined protocol.

Step 3: Develop a Local Policy and Obtain Approval

As you prepare for implementation, you must **create a local policy** to ensure that all stakeholder roles, responsibilities, and protocols are clearly defined. Each VA Police Service and facility's policy should include a purpose statement, stakeholder responsibilities, related processes (training, documenting use, medication inspection/replacement, etc.), and signatures from the VA Police Chief and facility leadership. To help develop a policy, consider adapting the local policies of VA Boston HCS or Miami VA HCS, as appropriate (see Appendix B). Work with your process stakeholders to update the policy to meet the needs and conditions of your VA Police Service and facility.



TIP: If your site has an existing policy that addresses expanding naloxone availability on facility grounds, such as through the OEND Program, you may add guidance for the IN naloxone carry process to that policy. It is important to emphasize universal precautions in the policy.

A Note on Reporting: It is important to clarify reporting responsibilities in the event of an opioid overdose, given that there may be multiple reporting expectations at the facility level (e.g., VA Police System (VAPS), Joint Patient Safety Reporting (JPSR), the National Naloxone Use Note, the Suicide Behavior and Overdose Report (SBOR) Note, etc.). It is recommended that first responders utilize the **SBOR Note** after responding to VA patients who overdose on campus, as it is an effective reporting tool to ensure all opioid overdoses among VA patients are recognized. Be sure to clearly indicate requirements for reporting involving VA Police-assisted opioid overdose reversals in your facility's formal policy. VA Police documentation of on property criminal incidents (including overdoses) are documented using one of two reporting systems: the Veterans Affairs Police System (VAPS) and the Report-Exec System which is replacing VAPS.

Step 4: Secure Supplies

Coordinate with the appropriate services (e.g., logistics, pharmacy) to secure the proper supplies (e.g., VA police pouch, disposable gloves, IN naloxone medication). Be sure to establish and communicate inspection and replacement schedules and protocols to guarantee that sufficient supplies are available and not expired. Such protocols should be outlined in the facility's policy.



TIP: VISN 8 VA Police Officers use a Naloxone Police Pouch for storage of two (2) doses of IN naloxone on their belts (see Miami VA's sample policy describing their practice in Appendix B)

TIP: For more information on guidance for naloxone and law enforcement, please reference the [Law Enforcement Naloxone Toolkit](#), created by the US Department of Justice (DOJ) Bureau of Justice Assistance (BJA). The VA Naloxone Training and Administration FAQ (available in Appendix A and Appendix B) is also an excellent resource for communicating practice facts and can be used as-is or adapted for your facility's specific needs.

Step 7: Monitor and Evaluate the Practice

Per medication management requirements, all implementing sites should monitor and evaluate the effectiveness of their IN naloxone carry protocols. The process for naloxone storage is required to be compliant with VHA policy (e.g., [VHA Directive 1108.06](#) regarding ward stock). Key monitoring requirements include:



1. The number of IN naloxone dosages provided to your VA Police Officers, including expiration dates (to ensure all dosages are accounted for and replaced upon expiration)
2. Recording and tracking each opioid overdose reversal resulting from VA-Police administered IN naloxone, including but not limited to information such as:
 - a. Name and role/department of individual who administered IN naloxone
 - b. Date of IN naloxone administration
 - c. Name of individual with opioid overdose
 - d. Whether the overdose reversal was successful
 - e. Location of overdose (i.e., where on facility grounds the overdose occurred)
 - f. Overdose victim current prescription information (if victim is enrolled in VA care and if information is available)
 - g. If naloxone was used on a VA patient, a process should be developed to ensure appropriate documentation in the medical record (e.g., VA National Naloxone Use Note or Suicide Behavior and Overdose Report; these national notes also aim to improve care post-overdose)

To help with monitoring and evaluation of the IN naloxone carry practice, your local policy could identify a designee from your VA Police Service/facility to submit updated monitoring and program evaluation data to facility and VISN leadership each month. At least annually, it may be helpful to analyze data from your facility to inform potential process improvements. Your local policy could identify stakeholders with whom to collaborate in interpreting monitoring and evaluation data to develop recommendations to help improve and tailor the practice in response to any reported trends or indications.

TIP: Sample tracking spreadsheets that you can use to monitor the nasal naloxone carry practice at your facility are available in Appendix B.

4. Where should VA Police Officers store naloxone on- and off-duty?

Whether on- or off-duty, VA Police-issued naloxone must be secured at all times. Please define your facility's processes for ensuring that VA Police-issued naloxone is constantly secured and is documented in local policy.

- **On-duty:** Store IN naloxone in a pouch on Officers' duty belts or tactical vests.
 - **Tip:** VISN 8 VA Police Officers use a Naloxone Police Pouch on their belts (see Miami VA's sample policy describing their practice in Appendix B).
- **Off-duty:** Determine your facility's storage process based on relevant environmental factors, and document this process in local policy accordingly.
 - **Tip:** Naloxone pouches can be stored in a secured locker at a facility's local VA Police headquarters or office while Officers are off-duty. Consideration should be given to temperature and other storage requirements.

5. Where should VA Police Officers document naloxone use so that the medical team is aware of its administration?

VA Police Officers should document naloxone use in a police report and communicate use to clinical personnel through a locally defined protocol. Each VA Police Service should establish a protocol for informing the responding medical team of naloxone use in the event of an overdose if the medical team is not on site at the time of the naloxone administration. If naloxone was used on a VA patient, a process should be developed to ensure appropriate documentation in the medical record (e.g., VA National Naloxone Use Note or Suicide Behavior and Overdose Report; these national notes also aim to improve care post-overdose).

6. Does every VA Police Officer carry naloxone?

At present, not all VA facilities provide IN naloxone to their VA Police Officers. While it is up to facility leadership to make the decision on VA Police Carry practices, individual VA Police Officers may opt out of being trained to carry and administer IN naloxone if they so choose.

7. Who inspects the naloxone? How often are naloxone inspections needed?

Each facility implementing this practice should work with the local Pharmacy Service to establish a process for VA Police-issued naloxone inspection. One way an

implementing facility may achieve this is to include VA Police-issued naloxone inspection in their monthly pharmacy inspections or rounds. Each VA Police Service may establish their own specific inspection process. All inspection protocols must be documented in local policy.

8. How do I replace the naloxone after administration or expiration?

Naloxone replacement is determined by each individual VA facility. Each implementing VA Police station should establish a clearly documented protocol with the Pharmacy service line for naloxone disposal and exchange. This protocol should be documented in local policy and communicated to the appropriate parties accordingly.

9. If a naloxone administration is unsuccessful, am I liable?

Per the Memorandum of Understanding between VA, VHA, and the National Association of Government Employees (NAGE) as well as VA, VHA, and the American Federation of Government Employees, “VA Police Officers will not be held liable while acting within the scope of their employment when administering Narcan.”

TIP: In addition to Federal Supremacy, Good Samaritan Laws exist and vary by state and jurisdiction. Learn more [here](#), per guidance from SAMHSA. Information is also available at lawatlas.org and PDAPS.org.

10. What are the side effects of naloxone? Is it safe to use?

Naloxone is very safe and has proven successful in the reversal of opioid overdoses. It is an inert substance that does not react when opioids are not present. Side effects to an individual with opioids in their system can include:

- Opioid withdrawal
- Aches
- Sweating
- Runny nose
- Diarrhea
- Nausea
- Vomiting
- Restlessness or irritability
- Aggressiveness/agitation/combativeness

APPENDIX C: SOURCES

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