

## INTERDEPARTMENTAL CORRESPONDENCE

March 1, 2017

1.1

**TO:** The Honorable Board of Police Commissioners

**FROM:** Chief of Police

**SUBJECT:** NALOXONE HYDROCHLORIDE (NARCAN) PROGRAM

### RECOMMENDED ACTION

1. REVIEW and APPROVE the use of Naloxone Hydrochloride (NARCAN).
2. TRANSMIT this report to City Council and to the Office of the City Controller to comply with the provisions of Chapter 120, Section 5.520 of the Los Angeles Administrative Code.

### DISCUSSION

Opioid overdose rates have increased roughly five-fold since 1990 and resulted in 33,091 opioid related deaths nationwide in 2015. The CDC attributes the rise in drug overdose deaths to a higher use of prescription painkillers. To address this major health concern, the Department would like to take advantage of two recent developments to train and equip officers to save the life of a person suffering from an opioid overdose when capable advanced medical services have yet to arrive at scene. First, the availability of a donated supply of Naloxone Hydrochloride, trade name NARCAN, from the Los Angeles Fire Department; NARCAN is a non-habit forming opioid antagonist with no lasting side effects that can be administered effectively by lay people. Second, recent legislation (California Civil Code Section 1714.22) provides legal protection from professional review, civil liability, and criminal liability for trained personnel who act with reasonable care and in good faith when administering Naloxone Hydrochloride. This legal protection has not yet been extended to emergency medical technicians, which creates a greater need for law enforcement personnel to administer this crucial treatment and save lives.

Our Department has collaborated with the LAFD to design training and build our NARCAN program. We have drafted a directive for the proper use and supervision of the medication as well as a Memorandum of Agreement (MOA) delineating the roles and responsibilities between the Department and LAFD. The MOA is attached to this correspondence along with a factsheet that further summarizes the justification for the program. Questions regarding either attachment may be referred to the Office of Operations, (213) 486-6050.

Respectfully,



CHARLIE BECK  
Chief of Police

Attachments

**MEMORANDUM OF AGREEMENT**  
**Between**  
**THE LOS ANGELES FIRE DEPARTMENT**  
**And**  
**THE LOS ANGELES POLICE DEPARTMENT**  
**REGARDING**

**ADMINISTRATION OF INTRANASAL NALOXONE**  
**BY LOS ANGELES POLICE DEPARTMENT PERSONNEL TO INDIVIDUALS**  
**EXPERIENCING POSSIBLE OPIOID OVERDOSE**

This Memorandum of Agreement (hereinafter referred to as “MOA” or “Agreement”) is entered into by and between the Los Angeles Fire Department (“LAFD”) and the Los Angeles Police Department (“LAPD”) (hereafter “Party” or “Parties”) concerning the transfer of Naloxone by LAFD to LAPD personnel, and training of said personnel in the administration of NARCANT<sup>™</sup> to individuals experiencing possible opioid overdose.

**RECITALS**

WHEREAS, opiate overdose has become a major public health problem, contributing to significant morbidity and mortality among opiate users within the City of Los Angeles; and

WHEREAS, many deaths resulting from opiate overdose can be prevented through the timely administration of Naloxone (also known as NARCANT<sup>™</sup>), an antagonist that displaces opiates from receptors in the brain and reverses the respiratory depression which can lead to death; and

WHEREAS, Naloxone is safe, effective, and relatively easy to administer via nasal spray; and

WHEREAS, in recent years, local law enforcement agencies have created and implemented a Naloxone program whereby law enforcement personnel receive training on the rapid recognition and treatment of opioid overdose through the administration of Naloxone nasal spray, to decrease mortality rates stemming from such overdoses; and

WHEREAS, the LAFD and LAPD wish to partner, on a pilot basis initially, to implement such a program wherein LAFD transfers to LAPD, a prescribed number of units of intranasal Naloxone and provides the required training in the recognition of opioid overdose and the administration of Naloxone, and LAPD develops a protocol to guide its personnel in use of said Naloxone under the pilot program. The termination of the pilot program is to coincide with the exhaustion or expiration of LAPD’s supply of Naloxone.

NOW THEREFORE, the Parties hereby agree to the following terms and conditions:

## **I. PURPOSE and SCOPE**

The provisions of this MOA identify and define the roles and responsibilities of LAPD and LAFD regarding the prescription, storage, training, administration, resupply, and documentation of administration of Naloxone. Although this Agreement and all terms set forth herein are limited to the Homeless Outreach Partnership Endeavor (HOPE) teams and Central Area Resources Enhancement Services Enforcement Team (RESET) for the duration of the pilot program, the Parties may extend or amend the scope by written modification of this Agreement.

## **II. DEFINITIONS**

The following terms as used in this MOA shall mean and be defined as follows:

- A. City: The City of Los Angeles
- B. Department: Los Angeles Police Department
- C. LAPD: Los Angeles Police Department
- D. LAFD: Los Angeles Fire Department
- E. MOA: Memorandum of Agreement
- F. NALOXONE: Prescription Opioid Antagonist – Trade name: NARCAN™; Full name: Naloxone Hydrochloride.
- G. EMS: Emergency Medical Services.

## **III. REPRESENTATIVES OF THE PARTIES**

The representatives of the respective Parties who are authorized to administer this Agreement, and to whom formal notices, demands, requests and communications shall be given are as follows:

1. For the Los Angeles Fire Department:  
Ralph Terrazas, Fire Chief  
Los Angeles Fire Department  
200 N. Main Street, Room 1800  
Los Angeles CA, 90012; (213) 978-3800

2. For the Los Angeles Police Department:  
Charlie Beck, Chief of Police  
Los Angeles Police Department  
100 West First Street, Suite 1072  
Los Angeles, CA 90012; (213) 486-0150

#### **IV. ROLES AND RESPONSIBILITIES OF THE PARTIES**

##### **A. LAFD Roles and Responsibilities**

1. LAFD shall transfer ownership of 3,000 units of NARCAN™ Nasal Spray (6,000 doses), to the Los Angeles Police Department.
2. Notwithstanding LAPD ownership of the 3,000 units, LAFD agrees to manage and store the above NARCAN™ doses within its Medical Supply Unit, consistent with LAFD guidelines.
3. LAFD's Emergency Medical Services Bureau/EMS Training Unit shall provide medical oversight, training, and instructional materials to the LAPD on the proper administration of NARCAN™ Nasal Spray.
  - (a) Training may be provided by LAFD Training Unit staff directly to LAPD regular/specialized patrol personnel, or may be conducted in a "train-the-trainer" format to LAPD Training Division personnel.
  - (b) The LAFD EMS Training Unit curriculum on administration of NARCAN™ Nasal Spray shall include the following:
    - 1) Course of instruction and handouts;
    - 2) PowerPoint/video demonstration;
    - 3) Training on clinical indications, contraindications, patient tracking, documentation, and restocking of NARCAN™;
    - 4) Proper NARCAN™ storage;
    - 5) Components of NARCAN™ Kit;
    - 6) Brief competency skills and written examination; and,
    - 7) Retention of training records.
4. LAFD shall ensure that the training identified and described in Number 3, above, complies with mandated training guidelines established by the Los Angeles County

Emergency Medical Services Agency, pursuant to California Health & Safety Code §1797.197 and California Civil Code §1714.22.

5. LAFD shall exchange depleted NARCANTM doses and any remaining doses within each sealed kit for two replacement doses.
6. LAFD shall retrieve any exchanged doses from the LAPD NARCANTM supply.
7. LAFD shall assume responsibility for disposing of depleted NARCANTM Nasal Spray units.
8. The LAFD Medical Director shall prescribe additional NARCANTM Nasal Spray if he or she determines it is necessary.


**B. LAPD Role and Responsibilities**

1. LAPD shall assume ownership of 3,000 units (6,000 doses) of NARCANTM Nasal Spray from the LAFD, which shall remain in storage at LAFD Medical Supply Unit.
2. LAPD shall receive sufficient units of NARCANTM Nasal Spray from LAFD to equip designated and trained LAPD personnel.
3. LAPD shall store all units received from LAFD in a manner consistent with the manufacturer's specifications and instructions of the LAFD.
4. LAPD shall ensure that only those officers who have received the requisite training shall be permitted to deploy or administer NARCANTM.
5. LAPD deployment or use of NARCANTM shall only be pursuant to established LAPD guidelines.
6. LAPD will establish a Program Coordinator to oversee the Naloxone program, including responsibility for its storage, maintenance, medication replacement, and tracking.

**V. TERM**

The terms of this MOA will become effective upon signature of the last Party hereto, and shall remain in effect indefinitely unless terminated sooner. Either Party may terminate this Agreement without cause by providing the other Party 30 days written notification of its intent to terminate, served on a representative of the Party by certified mail and facsimile. Either Party may re-negotiate any term(s) of the Agreement and such amended term(s) shall become effective upon signature of said amendment by both Parties.

IN WITNESS THEREOF, the Parties hereto have caused this MOA to be executed by their duly authorized officers as set forth herein below.

BY:   
Charlie Beck  
Chief of Police  
Los Angeles Police Department

BY: \_\_\_\_\_  
Ralph M. Terrazas  
Fire Chief  
Los Angeles Fire Department

Date: 3-3-17

Date: \_\_\_\_\_

## FACTSHEET

### **NARCAN Program**

January 2017

**Purpose.** The purpose of this Factsheet is to provide information regarding the implementation of a Naloxone Hydrochloride (NARCAN) Program.

**Background.** According to the Centers for Disease Control and Prevention (CDC), opiate overdose has become a major public health concern in the United States. Overdose rates have increased roughly five-fold since 1990 and resulted in 33,091 opioid related deaths in 2015. The CDC attributes the rise in drug overdose deaths to a higher use of prescription painkillers and increasing numbers of overdoses of cocaine, heroin, and prescription sedatives. Each day, more than 1,000 people are treated in emergency departments for not using prescription opioids as directed.

This alarming trend has not spared the City of Los Angeles. Los Angeles County's Department of Public Health announced that while fentanyl-related deaths hovered around 40 a year between 2011 and 2013, deaths jumped to 62 in 2014, about a 50% increase. Data for 2015 and 2016 were not available. During the past decade, nearly 400 opioid-related annual deaths were registered in Los Angeles County. From 2006-2013, Los Angeles County experienced a 30% increase in opioid-related hospitalizations and a 170% increase in opioid-related ER visits. In response to an alarming increase in opioid related overdose deaths in the United States in recent years, federal, state, and local law enforcement agencies are considering allowing the use of NARCAN by first responders to treat individuals who have overdosed on these types of drugs. As a result, several law enforcement agencies across the nation now have their officers carrying NARCAN.

**Findings.** According to the National Institute on Drug Abuse, many deaths resulting from overdose of opiates can be prevented through the timely administration of NARCAN, an antagonist that displaces opiates from receptors in the brain and reverses the respiratory depression which can lead to death. Naloxone hydrochloride is safe, effective, inexpensive, and relatively easy to administer via nasal spray.

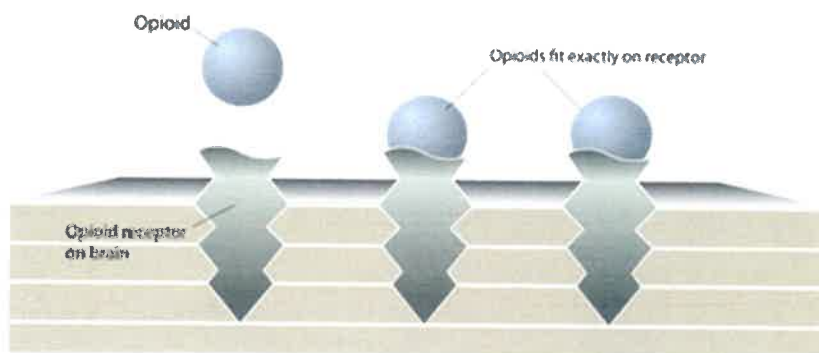
Specifically, NARCAN is used in opioid overdoses to counteract life-threatening depression of the central nervous system and respiratory system, allowing an overdose victim to breathe normally. Naloxone hydrochloride is a nonscheduled (i.e., non-addictive), prescription medication. Naloxone hydrochloride only works if a person has opioids in their system; the medication has no effect if opioids are absent. Although traditionally administered by emergency response personnel, NARCAN can be administered by minimally trained laypeople, which makes it ideal for treating overdose in people who have been prescribed opioid pain medication and in people who use heroin and other opioids, according to the Harm Reduction Coalition. It is a temporary drug that wears off in 20-90 minutes.

## FACTSHEET

### NARCAN Program January 2017

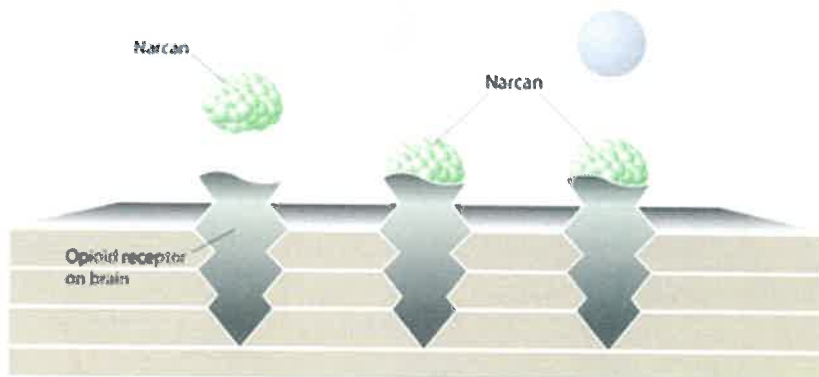
#### What is an opioid overdose ?

The brain has many, many receptors for opioids. An overdose occurs when too much of any opioid, like heroin or Oxycodone, fits in too many receptors slowing and then stopping the breathing.



#### Narcan reversing an overdose

Narcan has a stronger affinity to the opioid receptors than opioids like heroin or Percocet, so it knocks the opioids off the receptors for a short time. This allows the person to breathe again and reverses the overdose.



**SOURCE:** Harm Reduction Coalition



## FACTSHEET

### **NARCAN Program**

January 2017

#### Orange County Sheriff's Department Pilot Program

The Orange County Sheriff's Department (OCSD) partnered with the Orange County Health Care Agency/Emergency Medical Services (HCS/EMS) to implement a NARCAN pilot program from October, 2015 to April, 2016. During their six-month pilot program Sheriff's deputies deployed NARCAN eight times and successfully saved the lives of six overdose victims. The Orange County Health Care Agency/Emergency Medical Services developed a two-hour training course that includes a course of instruction; a demonstration; and, a brief competency and written examination, delivered in a "train the trainer" format. The OCSD permanently adopted the use of NARCAN after the successful completion of the pilot program. The OCSD funds its program through asset forfeiture funds. No significant problems were noted during the pilot program.

#### San Francisco Police Department Pilot Program

In March, 2015, the San Francisco Police Department (SFPD) also implemented a NARCAN pilot program, funded by a \$30,000 grant from the San Francisco Department of Public Health, Drug Overdose Prevention and Education Project (DOPE). The SFPD has permanently adopted the program and has supplied half of its police stations with NARCAN. The SFPD reported 20 lives have been saved and is very pleased with the program, now funded by their general budget.

#### Criminal & Civil Liability

In October, 2013, California Governor Jerry Brown approved Assembly Bill No. 635 (Civil Code 1714.22) that allows licensed health care providers to establish and issue standing orders for the administration of opioid antagonists (naloxone hydrochloride, for example) by family members, friends, or other persons "in a position to assist a person experiencing or suspected of experiencing an opioid overdose." Additionally, Assembly Bill 635 established legal protection from professional review and civil and criminal liability for licensed health care providers (who issue prescriptions or standing order) and for persons who are trained, pursuant to Health and Safety Code 1797.197, and act with reasonable care, and in good faith, in administering an opioid antagonist to those experiencing or suspected of experiencing an opioid overdose. There is no legal obligation to administer NARCAN pursuant to California Civil Code 1714.22.

#### Training

Currently, Los Angeles Fire Department (LAFD) paramedics with access to Advanced Life Support (ALS) are authorized to administer NARCAN, unlike LAFD emergency medical technicians (EMT) who may not. The California State Emergency Medical Service Authority is currently considering the expansion of the EMT scope of practice to include the intranasal

## FACTSHEET

### **NARCAN Program**

January 2017

administration of NARCAN prior to the arrival of paramedics with ALS. Once this change is made, the LAFD intends to add NARCAN to the EMT scope of practice.

The LAFD Emergency Medical Services Training Unit will provide training and instructional materials, in a “train the trainer” format, to the Department’s In-Service Training Section/Training Coordination Unit who would then provide training to Area training coordinators. This training would satisfy requirements set forth by the Los Angeles County Emergency Medical Services Agency, pursuant to California Health and Safety Code 1797.197. Area training coordinators will provide training to officers regarding the signs and symptoms of opioid overdoses and the administration of intranasal NARCAN. This life-saving measure can be provided prior to the arrival of LAFD resources which could increase patient survivability, while simultaneously decreasing irreversible brain injury. The LAFD will develop and provide a one-hour training certification course that includes:

- Course of instruction and handout review;
- PowerPoint/video demonstration;
- Tracking/documentation/restocking form review and procedures;
- NARCAN storage review;
- NARCAN training device demonstration;
- NARCAN field kit review; and,
- Brief competency skills and written examination.

Officers who are trained in the use of NARCAN pursuant to Department policy and procedure may be deployed with NARCAN field kits. However, officers may retain the discretion to administer or not administer NARCAN to persons experiencing or suspected of experiencing opioid-related overdoses. There is no legal obligation to administer NARCAN. The Department may designate a “NARCAN Coordinator” as well as Area “NARCAN Coordinators” to manage the program. Area “NARCAN Coordinators” will be responsible for the storage, maintenance, replacement, tracking, and reporting process.

Naloxone hydrochloride is a perishable prescription medication that cannot be exposed to extreme temperatures for prolonged periods of time. Therefore, NARCAN should not be stored inside patrol vehicles which would damage and compromise the integrity of the NARCAN field kits. The NARCAN field kits should be stored inside Area kit rooms at room temperature where officers who have completed the relevant training may check-out NARCAN field kits at the start of their watch, and check them back in at the end of their watch. The reported shelf-life of NARCAN units is one to two years.

## FACTSHEET

### **NARCAN Program January 2017**

#### Funding

The Los Angeles County Emergency Medical Services Agency has recommended NARCAN field kits which contain the following items:

- NARCAN Atomizer Unit (Two Doses) (\$75);
- NARCAN Bag/Pouch (\$4.95);
- Expiration Pull Tight Security Seal (\$17);
- Gloves (\$6); and,
- Safety Shield Face Mask (\$35).

The LAFD received a donation of 6,000 doses of NARCAN from Adapta Pharmaceuticals. The cost for a carton containing two doses of NARCAN retails for \$75 each. The LAFD will donate 3,000 units (6,000 doses) to the Department, valued at \$225,000 and will work with the Los Angeles Police Foundation to secure funds for the other recommended equipment.

The cost to the Department without a donation from LAFD, assuming the Department purchases 250 NARCAN field kits (10 field kits per Area/traffic division) would be \$18,750. The cost for 250 pouches would be \$1,238. The cost for 250 security seals would be \$4,250. The cost for 250 pairs of gloves would be \$1,500. The cost for 250 face masks would be \$8,750. The total cost would be approximately \$34,488.

Prepared by:  
Officer Kevin Bayona  
Evaluation and Administration Unit