



Virginia Department of Planning and Budget **Economic Impact Analysis**

18 VAC 110-20 Regulations Governing the Practice of Pharmacy
Board of Pharmacy
Town Hall Action/Stage: 6765 / 10779
April 10, 2026

The Department of Planning and Budget (DPB) has analyzed the economic impact of this proposed regulation in accordance with § 2.2-4007.04 of the Code of Virginia (Code) and Executive Order 19. The analysis presented below represents DPB’s best estimate of the potential economic impacts as of the date of this analysis.¹

Summary of the Proposed Amendments to Regulation

The Board of Pharmacy (Board) proposes to amend *Regulations Governing the Practice of Pharmacy* (18 VAC 110-20) to add “or other opioid antagonists” following every occurrence of “naloxone.” This change would conform the regulation to statute.

Background

In recent years, federal and state legislation and regulation have recognized other opioid antagonists besides naloxone for use in reversing opioid overdoses. For example, Chapters 370 and 386 (HB 1637 and SB1035) of the 2025 *Acts of Assembly* amended Virginia Code § 54.1-3408(Y) to allow individuals currently authorized and/or required to dispense naloxone to also dispense “other opioid antagonists.” Thus, the Board proposes to insert “or other opioid antagonists” following “naloxone” in every instance where it appears in sections 540 (Emergency drug kit), 690 (Persons or entities authorized or required to obtain a controlled substances registration), 700 (Requirements for supervision for controlled substances

¹ Code § 2.2-4007.04 requires that such economic impact analyses determine the public benefits and costs of the proposed amendments. Further the analysis should include but not be limited to: (1) the projected number of businesses or other entities to whom the proposed regulatory action would apply, (2) the identity of any localities and types of businesses or other entities particularly affected, (3) the projected number of persons and employment positions to be affected, (4) the projected costs to affected businesses or entities to implement or comply with the regulation, and (5) the impact on the use and value of private property.

registrants), 710 (Requirements for storage and security for controlled substances registrants), and 735 (Requirements for dispensing of naloxone or other opioid antagonist by trained individuals). As a result, the phrase “naloxone or other opioid antagonists” would appear in 19 locations in the text.

Estimated Benefits and Costs

The proposed amendments would broadly benefit the public by aligning the regulation with statute and thereby clarifying that regulants who are authorized to store, dispense, or administer naloxone can do the same with other opioid inhibitors. The proposed amendments would not introduce any new costs.

Businesses and Other Entities Affected

The proposed amendments could benefit long-term care facilities that maintain an emergency kit containing naloxone, individuals who are trained and certified to administer naloxone, individuals who are authorized by the Department of Behavioral Health and Developmental Services to provide training on the administration of naloxone, and all persons or entities with a controlled substances registration who store or dispense naloxone.

The Code of Virginia requires DPB to assess whether an adverse impact may result from the proposed regulation.² An adverse impact is indicated if there is any increase in net cost or reduction in net benefit for any entity, even if the benefits exceed the costs for all entities combined.³ The proposed changes would not increase costs for any entity, nor reduce net benefits. Thus, an adverse impact is not indicated.

² Pursuant to Code § 2.2-4007.04(D): In the event this economic impact analysis reveals that the proposed regulation would have an adverse economic impact on businesses or would impose a significant adverse economic impact on a locality, business, or entity particularly affected, the Department of Planning and Budget shall advise the Joint Commission on Administrative Rules, the House Committee on Appropriations, and the Senate Committee on Finance.

³ Statute does not define “adverse impact,” state whether only Virginia entities should be considered, nor indicate whether an adverse impact results from regulatory requirements mandated by legislation. As a result, DPB has adopted a definition of adverse impact that assesses changes in net costs and benefits for each affected Virginia entity that directly results from discretionary changes to the regulation.

Small Businesses⁴ Affected:⁵

The proposed changes would not create new costs for small businesses. Some small businesses (long term care facilities or independent pharmacies) would benefit from the regulatory flexibility to stock opioid antagonists besides naloxone if they are not already doing so as a result of statutory changes.

Localities⁶ Affected⁷

No locality would be disproportionately affected. Local governments would not be affected.

Projected Impact on Employment

The proposed amendments are not expected to affect employment.

Effects on the Use and Value of Private Property

The proposed amendments are not expected to affect the use or value of private property. Real estate development costs would not be affected.

⁴ Pursuant to § 2.2-4007.04 of the Code of Virginia, small business is defined as “a business entity, including its affiliates, that (i) is independently owned and operated and (ii) employs fewer than 500 full-time employees or has gross annual sales of less than \$6 million.”

⁵ If the proposed regulatory action may have an adverse effect on small businesses, Code § 2.2-4007.04 requires that such economic impact analyses include: (1) an identification and estimate of the number of small businesses subject to the proposed regulation, (2) the projected reporting, recordkeeping, and other administrative costs required for small businesses to comply with the proposed regulation, including the type of professional skills necessary for preparing required reports and other documents, (3) a statement of the probable effect of the proposed regulation on affected small businesses, and (4) a description of any less intrusive or less costly alternative methods of achieving the purpose of the proposed regulation. Additionally, pursuant to Code § 2.2-4007.1, if there is a finding that a proposed regulation may have an adverse impact on small business, the Joint Commission on Administrative Rules shall be notified.

⁶ “Locality” can refer to either local governments or the locations in the Commonwealth where the activities relevant to the regulatory change are most likely to occur.

⁷ § 2.2-4007.04 defines “particularly affected” as bearing disproportionate material impact.