

REPORT OF THE

**Governor's Office for
Substance Abuse Prevention**

TO THE GOVERNOR AND
THE GENERAL ASSEMBLY OF VIRGINIA



SENATE DOCUMENT NO. 11

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COMMONWEALTH of VIRGINIA

Office of the Governor

James S. Gilmore, III
Governor

Benjamin W. Smith
Director
Substance Abuse Prevention

December 1, 2000

Members of the Virginia General Assembly
State Capitol
Richmond, Virginia 23219

Dear Distinguished Members of the Virginia General Assembly:

I am pleased to provide, for your information, the first report of the Governor's Office on Substance Abuse Prevention (GOSAP).

I am confident that you will be pleased with the efforts made, by GOSAP, to date. Virginia is forging a new path in the area of substance abuse prevention with our new web-based prevention data accountability system, the first of its kind in the nation. And, with our successful application for the State Incentive Grant, more federal dollars will be available for science-based, community prevention programs. We have a real opportunity to make great strides in Virginia and I am excited to have the opportunity to lead this office as we make real progress in the prevention arena.

Thank you for your time and attention. I would be happy to answer any questions that you may have at the conclusion of this report. I may be reached at (804) 786-9072.

Sincerely,

A handwritten signature in black ink, appearing to read "Benjamin W. Smith".

Benjamin W. Smith
Director, Governor's Office on
Substance Abuse Prevention

Preface

This report presents a summary of the activities of the Governor's Office for Substance Abuse Prevention (GOSAP) established pursuant to Chapter 249 of the 2000 Acts of Assembly. This report is submitted as directed by the enabling legislation.

The staff assigned for the development and writing of this report is Benjamin W. Smith, Director of the Governor's Office for Substance Abuse Prevention.

Broad findings of the report include:

- Office Established - GOSAP established, Director appointed, fully staffed, activities underway.
- Web-based Data System Leads the Nation - web-based prevention data accountability system launched, first of its kind in the country, statewide rollout in January 2001.
- Data Used for Decision Making - Substance Abuse Prevention Needs Assessment data will assist in determining the direction and appropriateness of substance abuse prevention expenditures.
- \$9.0 Million Federal Grant Received - to be used to implement proven substance abuse prevention programs.
- Web-site Serves Prevention Professionals and Programs GOSAP web-site established, serves prevention professionals and their programs.
- Conference Draws 600 Youth and Adults - Youth Alcohol and Drug Abuse Prevention Project (YADAPP), conference, coordinated by GOSAP, helps community anti-drug teams fight drug use, draws 600 youth, adult sponsors and community leaders.
- Gilmore Funded Programs Receive National Attention - Two programs funded by Governor Gilmore through the Governor's Safe and Drug-Free Schools and Communities grants received national attention with one being deemed a National Model program by the Federal Center for Substance Abuse Prevention.

Table of Contents

Preface.....	ii
Table of Contents.....	iii
Executive Summary.....	iv
Report on Office Activities.....	1
Introduction.....	1
Legislative Charge.....	1
Office Organization.....	1
Virginia Substance Abuse Prevention Needs Assessment.....	3
Web-based Prevention Data System.....	4
State Incentive Grant.....	6
GOSAP Web-site.....	7
Youth Alcohol and Drug Abuse Prevention Project (YADAPP).....	8
Governor's Safe and Drug-Free Schools and Communities Grants.....	9
Appendix A.....	11

Executive Summary

The Governor's Office for Substance Abuse Prevention (GOSAP) has been successful in its endeavors. GOSAP established pursuant to Chapter 249 of the 2000 Acts of Assembly is charged with assisting the Governor "in the coordination of the substance abuse prevention activities of the Commonwealth, review substance abuse prevention program expenditures by agencies of the Commonwealth, and determine the direction and appropriateness of such expenditures."

GOSAP has assumed the responsibilities of the Governor's Office for Safe and Drug Free Schools and Communities. The administration of Safe and Drug Free Schools and Communities grants will continue uninterrupted.

Governor Gilmore appointed Benjamin W. Smith as Director. The Office consists of five additional staff members and is located in the Ninth Street Office Building, 202 N. Ninth Street, Richmond.

The activities and accomplishments are as follows:

- Office is up and running, fully staffed, with activities underway.
- A web-based prevention data system, the first of its kind in the country, was launched in October 2000 with five communities participating in the pilot. System will roll out statewide in January 2001.
- The Virginia Substance Abuse Needs Assessment being conducted by the Virginia Department of Mental Health, Mental Retardation and Substance Abuse Services is underway. The three component studies will yield data critical to statewide planning efforts. GOSAP provides consultation and support to this effort. Study results are expected in June 2001.
- In October 2000, under the leadership of Governor Gilmore the Commonwealth received the coveted and highly competitive State Incentive Grant (SIG) from the Federal Center for Substance Abuse Prevention. Virginia was one of only seven states to receive the grant this year. The \$9.0 million grant will assist the Governor in revitalizing substance abuse prevention efforts in the Commonwealth by funding proven programs.

- The GOSAP web-site, <http://www.gosap.state.va.us> is to be officially launched by Governor Gilmore in December 2000.
- The Youth Alcohol and Drug Abuse Prevention Project (YADAPP), conference, coordinated by GOSAP, helps community anti-drug teams fight drug use. The July 2000 conference drew 600 youth, adult sponsors and community leaders.
- In September 2000, two programs funded by Governor Gilmore through the Governor's Safe and Drug-Free Schools and Communities grants received national attention with one being deemed a National Model program by the Federal Center for Substance Abuse Prevention.

Report on GOSAP Office Activities

Introduction

This report presents a summary of the activities of the Governor's Office for Substance Abuse Prevention (GOSAP) established pursuant to Chapter 249 of the 2000 Acts of Assembly. This report is submitted as directed by the enabling legislation.

Legislative Charge

The enabling legislation was passed by the 2000 General Assembly and signed into law by Governor Jim Gilmore. The full text of the legislation is presented in **Appendix A**. The legislative language is as follows:

Be it enacted by the General Assembly of Virginia that the Code of Virginia is amended by adding in Chapter 5 of Title 2.1 a section numbered 2.1-51.6:6 as follows:

§ 2.1-51.6:6. Governor to administer substance abuse prevention program.

It shall be the responsibility of the Governor to administer the substance abuse prevention program within the Commonwealth and to authorize, direct, and coordinate activities of agencies of the Commonwealth in such program. The Governor is hereby empowered to establish an office of substance abuse prevention within the office of the Governor to assist in the coordination of the substance abuse prevention activities of the Commonwealth, review substance abuse prevention program expenditures by agencies of the Commonwealth, and determine the direction and appropriateness of such expenditures. The Governor shall cooperate with federal, state and local agencies, private and public agencies, interested organizations, and individuals in order to prevent substance abuse within the Commonwealth. The Governor shall report annually by December 1 of each year to the General Assembly on the activities of the office.

Office Organization

The Governor's Office for Substance Abuse Prevention reports directly to the Governor's Chief of Staff. The principle role is to authorize, direct and coordinate substance abuse prevention activities of agencies of the Commonwealth to include reviewing program expenditures for appropriateness.

GOSAP has assumed the responsibilities of the Governor's Office for Safe and Drug Free Schools and Communities. The administration of Safe and Drug Free Schools and Communities grants will continue uninterrupted.

The Office has six staff members and is located in the 9th Street Office Building, 202 N. Ninth Street, Richmond. The staff members are as follows:

- Benjamin W. Smith, Director, appointed by Governor Gilmore on July 12, 2000.
- Mary-Shea Sutherland, Deputy Director, former Director of the Governor's Office for Safe and Drug Free Schools and Communities.
- Gail Taylor, State Incentive Grant Project Coordinator.
- Lauren Cummings, Special Assistant.
- Rick Sparks, Special Assistant.
- Kathleen Vann, Administrative Assistant.

Activities

- Director
 - Presented a briefing on GOSAP to joint meeting of the Public Safety Subcommittee and the Health and Human Resources Subcommittee of the Senate Finance Committee. Delivered presentation at the Right Choices for Youth Conference on 9/18/00 and spoke on a variety of substance abuse prevention issues at other state and national conferences.
 - Provides oversight and direction to the office activities.
- Office
 - Successful transition from Office of Safe and Drug-Free Schools and Communities to GOSAP.
 - All necessary equipment and related items have been purchase and installed.
 - Identified and hired two staff members, additional office space identified and secured.

Virginia Substance Abuse Prevention Needs Assessment

The Virginia Substance Abuse Prevention Needs Assessment Family of Studies involves three studies: a Youth Survey, a Community Resource Assessment, and a Social Indicators Study. These studies will assist in establishing regional and statewide benchmarks for risk and protective factors associated with adolescent problem behaviors (illegal substance use, teen pregnancy, delinquency and violence). The Virginia Department of Mental Health, Mental Retardation and Substance Abuse Services (DMHMRSAS) has been charged with implementing the statewide needs assessment studies. GOSAP provides support and assists in coordinating efforts among agencies to ensure success of this effort.

Through the integration of data from the family of studies, the Governor will be able to identify strengths in Virginia's substance abuse prevention system as well as resource gaps. Other weaknesses, such as available resources that do not target areas of high need and the interrelationship between needs and available resources, will also be identified. This information will allow the Governor's Office to determine the gaps between available resources and needs across geographic regions. A geographical information system (GIS) will assist in organizing this array of information.

GOSAP Activities

- The Social Indicators study is completed. Through the efforts of GOSAP, the social indicators data set will be made available to localities via the Web. The data will be used for local planning purposes. Prior to this, the arduous task of requesting the data from each state agency made the regular use of social indicators data by localities prohibitive.
- Data have been collected for Phase I of a two-phase Community Resource Assessment process. The Community Resource Assessment identifies and inventories all substance abuse prevention resources at the state and local level. GOSAP is working with DMHMRSAS and the Department of Planning and Budget to confirm the findings of the study. Results will be available in June 2001.
- The Youth Survey is being administered in the 2000-2001 school year. GOSAP is supporting DMHMRSAS in its efforts to administer the survey and collect substance abuse data on a statewide basis.

Web-based Prevention Data System

Evaluation infrastructure for substance abuse prevention has taken a quantum leap in Virginia. Historically, evaluation of prevention programs has been problematic due to the lack of consistent data across sites, resource intensive distributed data systems, lack of common program structures, and inability to monitor quality improvement due to "one-shot" evaluations. In October 2000 under the leadership of Governor Gilmore, Virginia began piloting a web-based prevention data system – the first system of its kind in the country. Five Virginia Community Services Boards (CSBs) are participating in this groundbreaking pilot. The CSBs are Virginia Beach, Danville/Pittsylvania County, Hanover County, Goochland/Powhatan County, and Fairfax-Falls Church.

System Overview

This innovative web-based product will efficiently and effectively standardize prevention program data, state level monitoring, and program evaluation. The product is called PBPS – Performance Based Prevention System and was developed under contract by Knowledge-based Information Technology Solutions (KIT Solutions) of Pittsburgh. The contract is being managed by DMHMRSAS. The system will be used to monitor the delivery of prevention services (currently there is no statewide monitoring system) and to examine the effectiveness of the services delivered. Localities providing prevention services are excited about the system because it will assist them in managing comprehensive community-based prevention plans and monitoring the effectiveness of the programs they implement. They then can efficiently manage their prevention resources ensuring the greatest impact for the dollars spent.

Performance Based Prevention System (PBPS)

The web-based system was designed specifically for prevention programs, with the assistance of researchers, information technology professionals and prevention professionals across Virginia. The structure of the system is best conceptualized as data modules.

The three-module system will capture uniform data including:

- *Needs Assessment/Planning module*: Local needs assessment data based on the State-level Virginia Needs Assessment model will be captured. Additionally, program planning and program goals and objectives will be recorded.
- *Process evaluation data module*: Program cataloging and implementation data will be captured consistently on a statewide basis with "real-time" data reporting.

- *Outcome evaluation module:* Prevention outcome measures will be integrated in the web-based system to assess program outcomes.

The first module of the database system contains statewide prevention needs assessment data. Specifically, data from the Virginia Needs Assessment social indicators study, community resource assessment study, and youth survey risk scales. This data can be selected by locality code and downloaded to assist with identification of risk and protective factors for a particular community. The second module meets the federal Center for Substance Abuse Prevention Minimum Data Set (MDS) reporting requirements in order to maintain federal prevention funding. The MDS will also serve as a process evaluation system for Virginia monitoring the demographics of program participants, the type, frequency, and duration of programs, as well as tracking individual program participants ensuring an unduplicated count. Finally, the outcome evaluation module will help to determine what works, for whom, and under what conditions.

Through the integration of these three modules into one system, the data analysis and reporting capability of the state will be unprecedented. Once these three modules are in place by June 2001, the Prevention Data System will receive a Geographical Information System (GIS) "plug-in" that will graphically display the distribution of prevention programs (MDS and community resource assessment data), distribution of identified risk factors (social indicators and youth survey results), and program outcome data.

GOSAP Activities

- Reviewed and made recommendations for modifying the product. Provided suggestions for trouble-shooting technical problems.
- Presented the Virginia Web-based Prevention Data System - PBPS at the National Prevention Network Conference in Columbus, Ohio in September 2000.
- Provided written briefings, as directed by the Chief of Staff, to Cabinet Secretaries and others impacted by the Web-based Prevention Data System.
- The October training for the five pilot sites was completed successfully. The pilot period ends in November, focus group data will guide needed modifications.
- System modifications will occur in December 2000, and the system will be rolled out statewide through the Community Services Boards in January 2001.

State Incentive Grant

In October 2000, under the leadership of Governor Gilmore, the Commonwealth was awarded a Federal Center for Substance Abuse Prevention State Incentive Grant (SIG). The SIG project is designed to reduce drug use by youth by creating a revitalized prevention system and implementing proven substance abuse prevention programs.

The three-year grant project totals \$9.0 million with 90% of the funds going towards grants and technical support to communities to improve and expand proven prevention programs. Virginia was one of seven states this year to receive the highly competitive and coveted grant. A total of 28 states have received awards since the Federal program began in 1997.

Among the opportunities on which SIG will capitalize are:

- The ongoing Virginia Prevention Needs Assessment, which will provide timely data that can be utilized to drive decision making at both the state and the community levels.
- The existence of a common framework for prevention and requirements for local planning which have resulted in each of Virginia's 135 localities having at least one prevention planning coalition.
- Use of a highly effective model, the Virginia Effective Practices Project, for capacity building through training and technical assistance that will be expanded to increase competency in science-based prevention and affect change in programs.
- A media campaign designed to disseminate anti-drug information and to influence community norms.
- The SIG project will also support the development and expansion of local anti-drug coalitions and partnerships.

GOSAP Activities

- Secured grant award.
- Designated DMHMRSAS as fiscal agent for the grant.
- Established Memorandum of Agreement with James Madison University to expand the highly effective Virginia Effective Practices for Prevention Project.

- Hired SIG Project Coordinator.
- Assembled Project Management Team.
- Organized Substance Abuse Prevention Advisory Group.
- Developed project timelines, work plan and assigned responsibilities.
- Secured equipment resources necessary for project implementation.
- Developed linkages to national substance abuse prevention efforts to include:
 - Community Anti-drug Coalition of America (CADCA)
 - National Association of State Alcohol and Drug Abuse Directors
NASADAD
 - National Prevention Network (NPN)
 - Right Choices for Virginia Youth
 - Boys & Girls Clubs
 - Big Brothers/Big Sisters
 - Scouting and YMCA/YWCAs
- Initiated project activities according to the work plan.

GOSAP Web-site

The Governor's Office for Safe and Drug Free Schools and Communities web-site has been updated and expanded to fit GOSAP. The new site goes beyond just the basic information that the old site contained. The site is located on the World Wide Web at <http://gosap.state.va.us> . The new site will be the launching pad for many prevention initiatives in the Commonwealth.

GOSAP Activities

- Developed online forms for current Safe and Drug Free Schools and Communities grantees and for SIG grantees.
- Expanded information on prevention topics including:
 - Theoretical Models
 - Risk and Protective Factors

- Science Based Practice
 - Best Practices
 - Model Programs
 - Evaluation
 - Virginia Data
- The web-site also includes:
 - Link to the new Virginia Prevention Data System.
 - Grant funding opportunities for communities and service providers.
 - A calendar including training and conference dates from all agencies that work with Substance Abuse Prevention.
 - An online monthly newsletter.

Youth Alcohol and Drug Abuse Prevention Project (YADAPP)

The Governor's Youth Alcohol and Drug Abuse Prevention Project (YADAPP) has served as the primary mechanism for training local community-based youth coalitions in effective strategies for developing school based substance abuse prevention projects. The program, in its 16th year, centers on a five-day summer training conference that draws 600 youth, parent advisors, and community leaders.

YADAPP empowers high school students and adult sponsors to assume positive peer leadership roles towards the goal of safe and drug-free schools and communities. YADAPP accomplishes this by providing a variety of opportunities for character development including motivational speakers, informational workshops, leadership experiences and training in communications and planning. The focal point of the weeklong process for each team is the development of a S.T.A.N. plan (Strategies to Act Now) that translates what participants learn into action strategies for their schools and communities.

GOSAP Activities

- Held conference at Longwood College in July 2000. Six hundred youth, parent advisors, and community leaders attended.
- Reviewed conference evaluations and developed conference modification plan.
- Reviewed proposals for 2001 conference site.

- Initiated planning activities for 2001 conference.
- Created website, www.yadapp.com as a means to disseminate information and inform participants of new developments.

Governor's Safe and Drug-Free Schools and Communities Grants

The Federal Safe and Drug Free Schools and Communities Act of 1994 (SDFSCA) directs funds for prevention programs throughout the state to community and nonprofit organizations, public entities, and institutions of higher learning. Each year a selected grant team meets to review the SDFSCA grants. This is a competitive grant process. The nine members of the review team are selected for their work and knowledge in the field of prevention.

For FY2001, 46 grants were funded for a total of \$1,071,944.25. The grant team placed focus on clear goals and objectives, methods of evaluation, reasonable budget proposals, and how closely the proposal followed the Request for Proposals. Funding was available in the following categories: Proven Programs, Community Needs Assessment, and Continuation.

Model Programs

In September 2000, two programs supported by Governor Gilmore received national attention at the National Prevention Network Conference in Columbus, Ohio. The Fairfax Leadership and Resiliency Program has been deemed as a national model by the Federal Center for Substance Abuse Prevention. Local faith and community groups who believed that collaborative, cost-effective, and innovative programming was the best way to engage youth in positive experiences and prevent substance use identified the need for this program. This program will now be replicated nationwide.

Additionally, the Rural Virginia Family Nurturing Project received accolades for its innovative research methodologies that overcome the barriers of implementing and evaluating prevention programs in rural communities. Prevention program research and evaluation can be tremendously challenging in these communities. This project has produced substantial results that will improve the way rural programs are administered and evaluated.

GOSAP Activities

- Regional workshops were provided to assist communities in applying for the SDFSCA grant funds.
- Grants awarded to 46 programs across the Commonwealth for FY2001 totaling over \$1.0 million.
- Technical assistance and training has been provided/secured as needed for grant recipients.
- Participation in the Substance Abuse Prevention National Model recognition ceremony at the National Prevention Network Conference in Columbus, Ohio

Appendix A

VIRGINIA ACTS OF ASSEMBLY -- 2000 SESSION

CHAPTER 249

An Act to amend the Code of Virginia by adding in Chapter 5 of Title 2.1 a section numbered 2.1-51.6:6, relating to Governor's substance abuse prevention program.

[S 218]

Approved April 2, 2000

Be it enacted by the General Assembly of Virginia:

1. That the Code of Virginia is amended by adding in Chapter 5 of Title 2.1 a section numbered 2.1-51.6:6 as follows:

§ 2.1-51.6:6. Governor to administer substance abuse prevention program.

It shall be the responsibility of the Governor to administer the substance abuse prevention program within the Commonwealth and to authorize, direct, and coordinate activities of agencies of the Commonwealth in such program. The Governor is hereby empowered to establish an office of substance abuse prevention within the office of the Governor to assist in the coordination of the substance abuse prevention activities of the Commonwealth, review substance abuse prevention program expenditures by agencies of the Commonwealth, and determine the direction and appropriateness of such expenditures. The Governor shall cooperate with federal, state and local agencies, private and public agencies, interested organizations, and individuals in order to prevent substance abuse within the Commonwealth. The Governor shall report annually by December 1 of each year to the General Assembly on the activities of the office.

