



Annual Report

**COMMONWEALTH OF VIRGINIA
2008**



COMMONWEALTH of VIRGINIA

Office of the Governor

John W. Marshall
Secretary of Public Safety

Marilyn P. Harris
Director
Substance Abuse Prevention

December 1, 2008

General Assembly of Virginia
Capitol Square
Richmond, Virginia

Dear Members of the General Assembly:

The Governor's Office for Substance Abuse Prevention (GOSAP) is pleased to provide this report in accordance with §2.2-118, *Code of Virginia*. Consistent with its statutory responsibilities, GOSAP has provided leadership in coordinating the prevention activities of the Commonwealth, ensuring that prevention efforts are more unified, more collaborative and more evidence-based.

GOSAP, in concert with the GOSAP Collaborative, has laid the foundation for a strong prevention infrastructure at the state level. In 2008, activities of GOSAP and the GOSAP Collaborative continued to focus on carrying out responsibilities set forth in Executive Directive 4. In addition to providing leadership for state-level collaboration and for strengthening Virginia's prevention infrastructure, GOSAP has developed and implemented an Underage Drinking Prevention initiative using innovative approaches to align and leverage existing resources to address this significant problem. Direct assistance to communities has continued through three grant programs and resources to support effective local prevention.

GOSAP looks forward to continuing to fulfill its leadership role at the state level, further strengthening the Commonwealth's prevention capacity. Thank you for your support of our vision, goals and objectives.

Sincerely,

A handwritten signature in cursive script that reads "Marilyn P. Harris".

Marilyn P. Harris

Table of Contents

Page

Executive Summary	i
Report of Activities of the Governor's Office for Substance Abuse Prevention	1
Statutory Authority	1
GOSAP Organization.....	1
Overview of GOSAP	2
The GOSAP Collaborative	2
Background and Responsibilities.....	2
Prevention Infrastructure Development	3
Challenges.....	4
Prevention Comes First: “Think! ... Don’t Drink”	5
An Innovative Model for Supporting Community Prevention	5
Grant Programs: Supporting Communities, Achieving Results	7
Safe and Drug-Free Schools and Communities Program	7
The Governor’s Youth Community Service and Civic Engagement Program	9
Tools and Resources for Community Prevention	10
GOSAP Website: Prevention Information Clearinghouse.....	10
Community Profile Database.....	10
Publications and Training	11
Future Direction	12
Continued Prevention Leadership.....	12
Continued Support to Communities.....	13
APPENDIX A. Governor’s Executive Directive 4 (2006)	14
APPENDIX B. STRATEGIC PREVENTION FRAMEWORK	16
APPENDIX C. GOVERNOR’S SAFE AND DRUG-FREE SCHOOLS AND COMMUNITIES ACT (SDFSCA) GRANT AWARDS, 2008-2009	17
APPENDIX D. GOVERNOR’S YOUTH COMMUNITY SERVICE AND CIVIC ENGAGEMENT MINI-GRANT PROGRAM GRANTEES, 2008	18
APPENDIX E. GOVERNOR’S UNDERAGE DRINKING PREVENTION GRANTEES 2008	19

Executive Summary

The Governor's Office for Substance Abuse Prevention (GOSAP) is authorized under §2.2-118, *Code of Virginia*, enacted by the 2000 Virginia General Assembly. Responsibilities of GOSAP are "to assist in the coordination of substance abuse prevention activities of the Commonwealth, review substance abuse prevention expenditures by agencies of the Commonwealth, and determine the direction and appropriateness of such expenditures."

GOSAP provides leadership for the GOSAP Collaborative, Virginia's primary vehicle for prevention system planning and collaboration at the state level. The Collaborative, formally established by Governor Kaine in Executive Directive 4, is charged with responsibilities in three areas: 1) collaboration to enhance capacity, improve efficiency and produce results; 2) infrastructure to sustain and integrate prevention practice; and 3) data to target resources and monitor results.

Activities of GOSAP and the GOSAP Collaborative in 2008 focused on carrying out responsibilities set forth in Executive Directive 4. A collaborative approach aimed at enhancing state and local prevention capacity has been maintained and features the use of the Strategic Prevention Framework (SPF), an overarching framework for prevention planning at the state and local levels. SPF uses a five-step approach and emphasizes implementing evidence-based practices.

GOSAP compiled Virginia's first epidemiological profile report on substance use in Virginia in 2007. In 2008, work continued to produce statewide and city/county epidemiological profiles. Local profiles are scheduled to become available online in March 2009 and will provide quick, easy access to consistent, comparable data for use in assessing and prioritizing needs, planning and implementing evidence-based strategies, allocating funding and other resources, and monitoring trends to improve results. The Epidemiological Reports Project seeks to establish and maintain a system that facilitates data-driven decisions and is closely aligned with the policy priorities and goals of the Council on Virginia's Future.

A 2007 study of the feasibility of a statewide survey of youth found that the lack of youth survey data constitutes a severe information gap that impedes data-driven management of Virginia's limited prevention resources and places Virginia at a disadvantage in competing for federal prevention dollars. In 2008, Virginia took a substantial first step in obtaining youth survey data when the Virginia Department of Health (VDH) was awarded a grant from the Centers for Disease Control (CDC) to coordinate the implementation of a survey based on a representative sample of youth. The survey will yield reliable state-level data but not local-level findings. The need for local-level youth survey data has been well documented and the lack of such data remains a significant challenge.

Other challenges identified are the lack of stable funding for prevention and fragmented funding mechanisms that contribute to piecemeal approaches to prevention at both the state and local level.

Underage drinking is a widespread and persistent public health and safety problem. To address this threat to the health and safety of Virginia's youth, GOSAP and the GOSAP Collaborative developed "Think! ... Don't Drink," a component of the Governor's *Prevention Comes First* Initiative. The approach coordinated existing resources to mobilize and support community efforts to prevent and reduce underage drinking; the importance of this cost-effective approach as a model has grown as economic conditions have worsened in recent months. Specifically, GOSAP and the Collaborative aligned existing sources of funding to make available simultaneously several sources of funding to support community efforts to prevent and reduce underage drinking; leveraged a broad range of existing resources to create a focus on underage drinking to support local efforts; and produced Virginia-specific informational resources designed to support local efforts.

In addition to its responsibilities for coordinating substance abuse prevention activities at the state level, GOSAP administers three grant programs that directly support local community prevention and provides tools and resources including GOSAP's Website that serves as a prevention information clearinghouse and the Virginia Community Profile Database that provides online access to state-and locality-level data critical for prevention needs assessment and planning.

The Governor's Safe and Drug-Free Schools and Communities Program supports evidence-based programs to prevent youth substance abuse and violence. Evaluations have demonstrated a broad range of positive outcomes. The Governor's Youth Community Service and Civic Engagement Program provides mini-grants to communities to engage at-risk youth for gang involvement in meaningful service to their communities. To date, nearly 900 youth have contributed over 15,000 hours of service to well over 100 different community agencies and organizations. Importantly, feedback from both youth participants and community agencies has been strongly and consistently positive.

GOSAP will continue to provide leadership and coordination for the Commonwealth's prevention activities consistent with its statutory responsibilities and the Governor's Executive Directive 4. In the coming year, activities will focus on further strengthening Virginia's prevention infrastructure through promoting the Strategic Prevention Framework, coordinating activities to make state and local epidemiological data available through the Community Profile Database, and supporting local efforts through grants and other resources.

Report of Activities of the Governor's Office for Substance Abuse Prevention

Statutory Authority

GOSAP is authorized under §2.2-118, *Code of Virginia*, enacted by the 2000 Virginia General Assembly. This annual report of activities is submitted in accordance with statutory requirements for reporting.

The statute establishing GOSAP sets forth the responsibility of the Governor "to administer the substance abuse prevention program within the Commonwealth and to authorize, direct, and coordinate activities of agencies within the Commonwealth in such program." The statute further specifies that "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 responsibilities of the Governor's Office for Substance Abuse Prevention (GOSAP) are "to assist in the coordination of substance abuse prevention activities of the Commonwealth, review substance abuse prevention expenditures by agencies of the Commonwealth, and determine the direction and appropriateness of such expenditures."

GOSAP Organization

GOSAP is located in the Office of the Secretary of Public Safety, where it operates as a separate entity but utilizes available research and technology resources. The location provides enhanced visibility and support for prevention strategies and emphasizes the important role of substance abuse prevention in the Commonwealth's overall public safety mission. Marilyn P. Harris serves as GOSAP Director and Deputy Secretary of Public Safety. GOSAP staff members actively participate in state prevention-related planning and work groups to coordinate and leverage resources. They also provide training and presentations at local, state and national meetings to promote data-driven prevention planning and evidence-based programming. The GOSAP office location and contact information are:

202 North Ninth Street, Fourth Floor
Richmond, Virginia 23219
Telephone: (804) 786-9072 FAX: (804) 786-1807
Email: gosap@governor.virginia.gov
Website: <http://www.gosap.virginia.gov>

Overview of GOSAP

In addition to its responsibilities for coordinating substance abuse prevention activities at the state level, GOSAP administers three grant programs that directly support local community prevention efforts. The first grant program supports evidence-based programs to prevent youth substance abuse and violence in Virginia communities. The second program supports local programs to engage youth at risk for gang involvement in meaningful service to their communities; and the third program assists local community coalitions to more effectively address underage drinking. Included in this report are descriptions of each grant program and the results they are achieving.

Consistent with its prevention leadership role, GOSAP continues to provide tools and resources including the GOSAP's Website which serves as a prevention information clearinghouse and the Virginia Community Profile Database that provides online access to state- and locality-level data critical for prevention needs assessment and planning. Publications and training opportunities are also offered. These tools and resources as well as GOSAP's progress in strengthening Virginia's prevention infrastructure will be further detailed in this report.

The GOSAP Collaborative

Background and Responsibilities

The GOSAP Collaborative was formally established in Executive Directive 4, signed by Governor Timothy Kaine in November 2006. The GOSAP Collaborative was organized in 2002 and serves as the primary vehicle for prevention system planning and collaboration at the state level. Members of the Collaborative, composed of leadership representatives from the 13 state agencies that share responsibility for prevention throughout the Commonwealth, have been instrumental in building a more formal prevention infrastructure featuring a comprehensive, cross-agency prevention Memorandum of Agreement (MOA), a uniform set of prevention principles and standards, and a more unified, collaborative and evidence-based approach to prevention. Executive Directive 4 granted the Collaborative powers and duties in three areas: 1) collaboration to enhance capacity, improve efficiency and produce results; 2) infrastructure to sustain and integrate prevention practice; and 3) data to target resources and monitor results. The Director of the GOSAP chairs the Collaborative and all agencies in the Commonwealth are charged with cooperating with the Collaborative and providing information, data, and other support requested. The full text of Executive Directive 4 is included as Appendix A of this report.

Prevention Infrastructure Development

Activities of GOSAP and the GOSAP Collaborative in 2008 have focused on carrying out responsibilities set forth in Executive Directive 4 that has served as a blueprint for action. A collaborative approach aimed at enhancing state and local prevention capacity has been maintained and features use of the Strategic Prevention Framework (SPF).

Framework for Prevention

SPF, developed by the Substance Abuse and Mental Health Services Administration (SAMHSA), is especially well suited for use in Virginia with its diverse communities and tradition of local autonomy. The SPF uses a five-step approach that supports comprehensive assessment, planning, implementation and evaluation. The approach places a strong emphasis on implementing evidence-based practices while respecting the cultural context and promoting sustainability of prevention programming. This framework for planning supports collaboration, capacity development and improvements in effectiveness at both the state and local level. As such, it contributes significantly to Virginia's



prevention infrastructure and the integration of prevention practice both horizontally, across state agencies and vertically, at state and local levels. SPF was used as the major organizing framework in the *Community Guide for Preventing and Reducing Underage Drinking*, a 2008 GOSAP publication designed to assist Virginia communities through a systematic process of planning and implementing a comprehensive, evidence-based approach to preventing and reducing underage drinking. A more detailed overview of the SPF is provided as Appendix B of this report.

Epidemiological Profiles

Pursuant to Executive Directive 4, GOSAP in 2007 compiled Virginia's first epidemiological profile report on substance use in Virginia. In 2008, work continued on the Epidemiological Report Project to produce statewide and city/county epidemiological profiles. These profiles, referred to as Epi Reports, are intended to provide quick, easy access to consistent, comparable data for use in assessing and prioritizing needs, planning and implementing evidence-based strategies, allocating funding and other resources, and monitoring trends to improve results. In addition to developing the Epi Reports on substance abuse, patterns of occurrence and consequences, the Project seeks to:

- Establish, enhance and maintain a system to collect, compile, analyze and disseminate data on the trends and patterns of substance use and its consequences;
- Build cross-agency collaboration and capacity to understand the relationships among problem behaviors and factors that produce risk for the behaviors;

- Promote cross-agency collaborative efforts to share and leverage resources to address risk factors that produce a problem behaviors; and,
- Facilitate data-driven decisions to ensure efficient and effective use of resources.

It is important to note that the objectives of the Epidemiological Report Project are closely aligned with the policy priorities and goals of the Council on Virginia's Future. The full report of Virginia's epidemiological profile is available online at: www.gosap.virginia.gov/pdf/Virginia_Epi_Profile_2008.pdf.

In 2008, the Epidemiological Report Project produced enhancements to the Community Profile Database and laid groundwork for local profiles to become available online in March 2009. Additional information on recent enhancements and those planned for 2009 is reported in the section on the Community Profile Database on page 10.

Youth Survey Data

Pursuant to Executive Directive 4, GOSAP and the Collaborative in 2007 completed a study of the feasibility of a statewide survey of youth. A central finding of the study was that the lack of youth survey data constitutes an information gap that impedes data-driven management of Virginia's prevention resources at both the state and local level. Virginia was one of only four states lacking such data, placing Virginia at a marked disadvantage in competing for federal prevention dollars from numerous agencies that require such data to demonstrate need.

In 2008, Virginia took a substantial first step in obtaining youth survey data. The VDH was awarded a grant from the Centers for Disease Control (CDC) to coordinate the implementation of a survey based on a representative sample of youth. The survey will yield reliable state-level data but not local-level findings. The need for local-level youth survey data has been well-documented and the lack of such data remains a significant challenge.

Challenges

In addition to the lack of local-level statewide community youth survey data, other challenges have been identified and will need to be addressed as part of building Virginia's prevention infrastructure. First is the lack of stable funding for prevention. Currently, Virginia invests no general fund dollars in prevention. Prevention in Virginia is funded through various federal grants and these have been declining overall since 2003. Second, the mechanisms for funding prevention in Virginia do not support long-term prevention efforts at either the state or local levels and actually contribute to piecemeal approaches. Grants are typically short-term and the different funding sources have requirements and constraints that challenge the coordination of prevention efforts.

Prevention Comes First: “Think! ... Don’t Drink”

An Innovative Model for Supporting Community Prevention

According to the U.S. Surgeon General, “Underage alcohol consumption in the United States is a widespread and persistent public health and safety problem that creates serious personal, social, and economic consequences for adolescents, their families, communities, and the Nation as a whole.”¹ According to the Underage Drinking Enforcement Center (UDEC), underage drinking cost the citizens of Virginia \$1.2 billion in 2005; this translates to a cost of \$1,706 per year for each youth in the Commonwealth. Excluding pain and suffering, the direct cost of underage drinking incurred through medical care and loss of work in Virginia totals \$458 million each year.²

To address this threat to the health and safety of Virginia’s youth, GOSAP and the GOSAP Collaborative developed “Think! ... Don’t Drink,” a component of the Governor’s *Prevention Comes First* Initiative. The approach serves as a model for Virginia communities, demonstrating collaboration and coordination of existing resources to mobilize and support community efforts to prevent and reduce underage drinking. Specifically, the GOSAP and Collaborative simultaneously:

- Aligned existing sources of funding to make available at the same time several sources of funding to support community efforts to prevent and reduce underage drinking;
- Leveraged a broad range of existing resources to create a focus on underage drinking; and,
- Produced Virginia-specific resources designed to support community efforts and to build community capacity to sustain ongoing efforts to prevent and reduce underage drinking.

Aligning Existing Funding Sources

Under the Governor’s Underage Drinking Prevention Grant Program, four types of existing funding from GOSAP and from the Departments of Mental Health, Mental Retardation, and Substance Abuse Services, Criminal Justice Services, and Alcohol Beverage Control were made available through a single competitive application process. Applicants were required:

- To coordinate local resources to implement a comprehensive, multi-strategy approach to underage drinking ;
- To use programs and activities that have been demonstrated to be effective in a strategic manner to address locally identified needs; and,

¹ *The Surgeon General’s Call to Action to Prevent and Reduce Underage Drinking*, 2007.

² Source: National Underage Drinking Enforcement Center, accessed April 17, 2008 from: www.udetc.org/UnderageDrinkingCosts.asp. Based on calculations in Miller, T.R., Levy, D.T., Spicer, R.S., and Taylor, D.M. (2006). Societal costs of underage drinking. *Journal of Studies on Alcohol*, 67(4), 519-528.

- To make extensive use of free and low-cost informational and programmatic resources that are available.

Grants up to \$10,000 were awarded in October 2008 to support underage drinking prevention programs and activities in 22 Virginia localities. A list of localities and sponsoring organizations is included as Appendix E of this report.

Leveraging Existing Resources

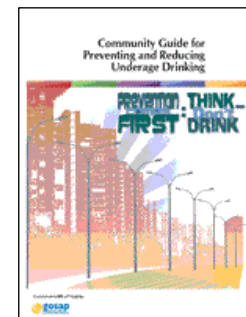
Although not every agency had a source of funding to be aligned for the grant program, all GOSAP Collaborative agencies are contributing other resources to further support underage drinking prevention efforts by grantees and other communities. For example, the Department of Social Services featured underage drinking in its widely disseminated *Virginia Child Protection Newsletter* and will include materials on the topic in the Child Abuse Prevention Month packet for April 2009; the Department of Education will work with local parent groups to sponsor one-day Operation Prom/Graduation Celebration workshops in early 2009 to train parents and others how to hold alcohol/drug free celebrations for teens; the Virginia National Guard offers free training, materials, and technical assistance in implementing *Stay on Track*, a program designed for middle school students; Virginia State Police officers trained as Crime Prevention Specialists are offering presentation on underage drinking-related topics; and, the Department of Alcohol Beverage Control is offering training and a broad range of free informational resources designed to reduce youth access to alcohol and to increase awareness and compliance with Virginia’s Underage laws.

Producing “Think! ... Don’t Drink” Resources

In addition to aligning existing funding sources to award grants and leveraging existing resources to create a greater focus on underage drinking prevention, several Virginia-specific “Think! ... Don’t Drink” resources were created including the *Community Guide for Preventing and Reducing Underage Drinking*, the *Parent Guide to Preventing Underage Drinking*, and a public service announcement featuring Secretary of Public Safety John W. Marshall. The public service announcement contains tips for parents; it has been widely distributed to radio and television outlets, is posted on YouTube and the GOSAP Website, and is available to any organization that wishes to distribute or air it in their community.

Community Guide

The *Community Guide for Preventing and Reducing Underage Drinking* was designed to assist Virginia communities through a systematic process of planning and implementing a comprehensive, evidence-based approach to preventing and reducing underage drinking. The *Community Guide* uses as its framework for planning the Strategic Prevention Framework (SPF), describes elements of a multi-strategy approach recommended by the GOSAP Collaborative,



provides information about evidence-based environmental strategies, and lists numerous examples of free and low-cost resources. The *Community Guide* was unveiled at the Virginia Community Builders Network conference in August 2008 and is available online from the GOSAP Website.

Parent Guide

The *Parent Guide to Preventing Underage Drinking* informs parents about the risks and costs associated with underage drinking and provides specific strategies for parents to use to protect their children and other youth from the consequences of underage drinking. The *Parent Guide* is available online from the GOSAP Website; and print copies are being broadly disseminated through Alcohol Beverage Control and Department of Motor Vehicles offices throughout the Commonwealth.



Newspaper Campaign

An underage drinking prevention campaign featuring a special newspaper pull-out section is under development. The section will be designed to engage youth and will contain facts about underage drinking and its consequences. A wide distribution, including high school classrooms throughout the Commonwealth, is planned.

Grant Programs: Supporting Communities, Achieving Results

GOSAP administers three grant programs that directly support community prevention efforts and have demonstrated notable results. The “Think! ... Don’t Drink” Underage Drinking Prevention Grant Program was described above. The program’s cross-site evaluation will assess not only implementation activities but outcomes and impact on underage drinking. These results will be reported in late 2009.

The Governor’s Safe and Drug-Free Schools and Communities Program grants support evidence-based programs to prevent youth substance abuse and violence and the Governor’s Youth Community Service and Civic Engagement Program mini-grants support local activities to engage youth at risk for gang involvement in meaningful service to their communities. Both ongoing programs have demonstrated a broad range of positive outcomes.

Safe and Drug-Free Schools and Communities Program

The Safe and Drug-Free Schools and Communities Act of 2001 (SDFSCA) is Title IV of the *No Child Left Behind Act of 2001* (NCLB). Under NCLB, a strong emphasis is placed upon well-coordinated activities between each Governor’s Office and each state’s principal education agency. Consistent with these requirements, GOSAP has worked in partnership with the Virginia Department of Education to develop the SDFSCA portion of Virginia’s consolidated application for funding under NCLB.

The Governor's Safe and Drug-Free Schools and Communities Act grants have increased data-driven prevention planning and the use of evidence-based programming throughout Virginia. For 2008-2009, grants totaling over \$520,000 were awarded to 17 projects to support youth substance abuse and violence prevention efforts in 26 communities. Grants are awarded in four categories, with priority given to projects targeting youth at higher risk for substance abuse and other problem behaviors. Appendix C of this report contains a list of projects funded in 2008-2009.

Consistent with its commitment to ongoing quality improvement and local capacity building, GOSAP provides prospective grantees technical assistance through regional workshops that focus on requirements for being awarded one of the competitive grants and on effective strategies for developing grant proposals. Once awarded funding, grantees are provided an orientation workshop and attend mid-year and end-of-year networking workshops. High quality implementation is assured through these workshops as well as ongoing technical assistance, grants management and site visits provided through the Center for School-Community Collaboration at Virginia Commonwealth University. Cross-site evaluations designed to assess implementation and project-specific outcomes are conducted each year.

Evaluations of projects funded in 2007-2008 produced strong evidence of effectiveness: four communities completed comprehensive prevention needs assessments and all the remaining 13 projects successfully implemented evidence-based programs, with nine projects targeting youth at elevated risk for substance abuse and other problem behaviors.

Projects reported a wide range of outcomes from their efforts. Projects implementing evidence-based programs reported reductions in risky behavior by program participants, improvements in behavior and grades, reductions in disciplinary referrals, and reductions in bullying, making school environments safer and more conducive to learning. Funded projects also strengthened the ongoing capacity of their communities to provide evidence-based programming by training teachers, prevention agency staff, and parents to implement the programs and by acquiring program materials and expertise. Examples of program outcomes include the following:

- In Albemarle County, Olweus Bullying Prevention Program was implemented at a middle school and the rates of reported bullying declined and willingness to seek help increased;
- Big Brothers, Big Sisters of Harrisonburg and Rockingham County matched 141 youth with mentors, more than doubling their goal of 60 matches;
- In Charlottesville, children who received the AI's Pals curriculum showed statistically significant improvements in pro-social skills and behaviors and teachers reported that aggressive and anti-social behaviors such as hitting, kicking, pushing, teasing and bullying were reduced in participating children;
- In Radford, the Say It Straight curriculum was implemented with 7th and 8th graders and the rate of delinquency petitions filed by the 27th District Court Service Unit declined from 76.1 per 1,000 to 55.1 per 1,000; violence-related incidents resulting

in out-of-school suspension declined from 10.1% of 7th and 8th graders in 2006-07 to 4.4% in 2007-08; and

- Parents in Portsmouth, Chesapeake and Norfolk who participated in the Families and Children Together (FAST) Program reported reduced family conflict, decreased stress and isolation, declines in behavior problems at school and home, and improved parent involvement in school.

The Governor's Youth Community Service and Civic Engagement Program

The Governor's Youth Community Service and Civic Engagement Program has provided mini-grants up to \$10,000 to communities for the purpose of engaging youth at risk for gang involvement with opportunities to perform meaningful service to their communities. Competitive grants were first awarded for calendar year 2007 and 20 localities were awarded continuation funding for 2008; a final year of continuation funding for 2009 is in the process of being approved. Appendix C of this report contains a list of localities that received funding in 2008.

Projects are using a positive youth development approach to prevention that views youth as resources to their communities. A comprehensive cross-site evaluation of projects, assessing effectiveness in engaging youth and in promoting positive youth development is being conducted. Based on data collected through September 2008, the evaluation has found that:

- Although awards were made to units of local government, the majority of cities and counties chose to contract with organizations already conducting programs for youth including two Offices on Youth, two Boys and Girls Clubs, a school division, the Virginia Cooperative Extension, the Alliance for Families and Children, Teens GIVE, The Improvement Association. Projects are being implemented also by an Office of Comprehensive Services, a Department of Parks and Recreation and a Community Services Board:
- A very broad range of over 100 community agencies and organizations have benefited from the service of youths;
- In 2007, nearly 500 youth performed nearly 9,000 hours of community service in 102 community sites. In the first three quarters of 2008, about 400 youth performed 6,000 hours of service in over 80 sites;
- Feedback from 700 youth participants continued to be strongly and consistently positive. Overall, about 90 percent of ratings were positive, serving as a barometer of favorable youth response to community service experiences; and,
 - Ratings on items associated with the quality of programs were strongly positive: about 94 percent agreed with the statement, "I would recommend this program to others."
 - Scores associated with longer-term intended outcomes such as pro-social attitudes and bonding to community were also strongly positive: over 90

percent agreed with the statements, “I can contribute my time and effort to improve my community,” “I have learned things that will make me more successful in the future,” and “volunteering in the community is important.”

- Representatives of community agencies and organizations where service is performed also view the program quite positively and recognize its value to their organizations and to youth performing service. Representatives reported, “community service enables youth to experience the joys of giving back and fosters more giving,” “performing service activities connects youth to their communities. It also helps to foster feelings of accomplishment and self-worth in addition to the satisfaction of being able to help in some way,” and “without the help of youth volunteers, we would never be able to accomplish all that we do. The youth enable us to hold the number of programs we do and to reach larger audiences.”

Tools and Resources for Community Prevention

GOSAP continued to improve valuable information resources being provided to prevention professionals and the broader community. Key tools are the GOSAP Website and the Community Profile Database. Prevention publications and training have also been supported by GOSAP and the GOSAP Collaborative.

GOSAP Website: Prevention Information Clearinghouse

The GOSAP Website (www.gosap.virginia.gov) serves as a one-stop site for information on prevention in Virginia. Average daily usage has more than tripled to an average of over 372 user sessions per day in 2008. The Website offers:

- A calendar of prevention-related training and events with links to sponsoring agency Websites for further information or registration;
- Links to current funding opportunities administered by GOSAP Collaborative agencies and information about other sources of funding;
- Announcements of prevention-related initiatives and news;
- Information on GOSAP, its products and services;
- Downloadable copies of Virginia’s Statewide Prevention Plan, Pocket Guide to Prevention and other useful publications; and,
- Links to GOSAP Collaborative member Websites for information on each agency’s specific prevention roles, responsibilities, and resources.

Community Profile Database

The Virginia Community Profile Database is a one-stop, web-based, interactive tool that supports evidence-based prevention practice by providing easy access to a variety of community-level data and prevention resources. The Community Profile Database can be accessed via the GOSAP website at www.gosap.virginia.gov/.

Already recognized with a national “Best of the Web” award for innovation, the database allows users to access social indicator data, generate reports on multiple indicators over

time and/or across localities, learn about prevention resources and best practices, readily access information evidence-based programs and learn about existing Virginia programs and resources for families. In 2008, the database underwent a number of enhancements including:

- Enhanced regional capability with over 38 regional groupings;
- Upgraded keyword search to establish keywords associated with indicators;
- Improved indexing and printing capabilities of the Resources content ;
- Administrative reports to assist staff in maintaining the database;
- A multi-indicator report that allows the user to select indicators to be included; and,
- A ranking report for grant writers

Additional enhancements are planned for 2009. First, local level epidemiological profiles are scheduled to become available online in March 2009. This will serve as a tool for local prevention coalitions, program administrators, grant writers to quickly and easily access reliable objective data to support assessing and prioritizing needs, planning and delivering services, developing grant proposals, allocating resources, establishing benchmarks and monitoring community-level change. Other planned enhancements are improved introductory content that will help users navigate the database and, in partnership with the Virginia Parent Education Workgroup, an online Parent Education Program Directory will be added and the Support for Families content will be made more family-friendly.

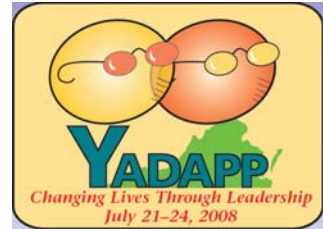
The Community Profile Database serves as a central data and information resource. Recent technology allows one shared database to have multiple “faces” tailored to data needs of multiple partner agencies and organizations. The system dramatically reduced the time required to find data and improves the consistency and comparability of needed data. Over time, it is likely to reduce the amount of state agency staff time spent on ad hoc data requests while improving the speed and flexibility with which requesters receive information. GOSAP has worked actively to coordinate new and existing data efforts of various state agencies and organizations. To date, at least two agencies have enhanced/adapted the Community Profile Database rather than creating and maintaining new databases, two agencies plan to enter their own data into the database, and partnerships are being discussed with several other entities.

Publications and Training

In addition to the *Community Guide* and *Parent Guide* developed as part of the “Think! ... Don’t Drink” underage drinking prevention initiative, GOSAP continues to make available several Virginia-specific publications for which there remains a strong demand. *The Parent Guide to Personal Safety for Youth*, first released in the fall of 2007, provides parents with information about many of the safety threats to children and assists them in communicating with their children about personal safety. The Departments of Fire Programs and Motor Vehicles continue to actively disseminate this guide. Other publications continue to be available online at the GOSAP Website include *Our Common Language: Quick Guide to Prevention Terminology*, an inhalant abuse brochure from the Virginia Inhalant Prevention Coalition, and a brochure on methamphetamine use.

Youth Alcohol and Drug Abuse Prevention Project (YADAPP)

GOSAP continued its support of the Youth Alcohol and Drug Abuse Prevention Project (YADAPP) which held its 24nd annual summer leadership conference at Longwood University, July 21-24, 2008. Participating in the YADAPP conference were about 100 school and community teams composed of four rising 9th, 10th, 11th, and 12th graders and an adult sponsor. Also attending were youth leaders, junior and adult conference staff, resource officers and workshop presenters. A focal point of each year's conference is action planning by teams to develop Strategies to Act Now plans for implementing youth-led substance abuse and violence prevention projects in their home schools and communities. .



Prevention Through Information – Virginia (PTI-VA)

Prevention Through Information (PTI-VA) was an initiative, funded by the U.S. Department of Education, that supported the development and delivery of training for educators and prevention professionals on how to collect and use school discipline and crime data. Since 2006, nearly 1,000 educators, school resource officers, and prevention professionals were trained in regional and locally hosted workshops. In 2008, the training curricula were re-designed into a five-module online course available free of charge on the Virginia Department of Education Website. The transition to an online course format allows the training to continue to be offered several years beyond the federal funding period.

The Safe Schools Information Resource (SSIR), a product of the PTI-VA initiative, began making school discipline, crime, and violence data publicly available online in July 2007. The SSIR Website is at <https://p1pe.doe.virginia.gov/pti/home.do/>. In 2008, the SSIR was enhanced to include incident data and the SSIR User Guide was updated and data for the school year 2007-2008 has recently been become available. The Department of Education has made a commitment to continue maintaining and updating this valuable resource.

Future Direction

Continued Prevention Leadership

GOSAP and GOSAP Collaborative will continue to provide leadership and coordination for the Commonwealth's prevention activities consistent with its statutory responsibilities and the Governor's Executive Directive 4. Leadership activities will continue to focus on 1) collaboration to enhance prevention capacity, improve efficiency, and produce results; 2) infrastructure to integrate prevention into practice; and 3) data to target resources and monitor results.

GOSAP and the GOSAP Collaborative will continue to model interagency/inter-initiative collaboration and to promote use of the Strategic Prevention Framework as a primary organizing scheme for prevention at the state and local levels.

Building upon ongoing Collaborative efforts, the GOSAP will continue to provide leadership in collecting, compiling, and disseminating data on the consequences, incidence, and prevalence of preventable problem behaviors. Enhancements to the Community Profile Database and particularly the availability of local-level epidemiological profiles, scheduled to become available online in March 2009, will serve as a power tool for local prevention needs assessment and planning. The GOSAP will also continue to provide leadership in supporting implementation of a statewide youth survey and efforts to collect statewide local youth survey data.

Additional challenges that the GOSAP and GOSAP Collaborative will seek to address are the lack of state funding for prevention and the fragmented funding mechanisms that contribute to a piecemeal approach to prevention at both the state and local levels.

Continued Support to Communities

Despite budget constraints, federal funding has been identified to continue the three grant programs administered by the GOSAP. Therefore, support will continue for local youth substance abuse and violence prevention projects using evidence-based programs; mini-grants will provide youth at risk for gang involvement with opportunities to be engaged in meaningful service to their communities; and mini-grants will support local coalitions in using comprehensive, multi-strategy approaches to preventing and reducing underage drinking. Additionally, the GOSAP Website will continue to serve as a prevention information clearinghouse and the Community Profile Database will continue to provide quick and easy access to reliable objective data to support both state- and local-level prevention planning.

GOSAP looks forward to providing continued leadership and collaborative coordination of Virginia's prevention efforts at the state level and to supporting local prevention efforts through grants, resources, and capacity-building activities.

APPENDIX A. Governor Executive Directive 4 (2006)

Establishing the Governor's Office For Substance Abuse Prevention (GOSAP) Collaborative

Importance of the Issue

Recognizing that prevention efforts would be more efficient and effective if coordinated, in 2002, the Governor's Office for Substance Abuse Prevention (GOSAP) brought together key leadership representatives from 13 state agencies and organizations responsible for prevention programming throughout the Commonwealth of Virginia to form the GOSAP Collaborative.

Since that time, this informal body has used its collective knowledge and experience to develop and provide numerous resources and tools that are critical to achieving meaningful, community-level change, not only in substance abuse, but throughout the spectrum of community well-being.

Establishing the Governor's Office for Substance Abuse Prevention Collaborative

In recognition of its significant and growing accomplishments, and to capitalize on its resources, knowledge base and existing momentum, I hereby establish the GOSAP Collaborative. The Collaborative shall consist of members, representing the thirteen agencies of the Commonwealth that have prevention responsibilities. Additional members may be appointed at the Governor's discretion. Those agencies include:

- Department of Alcoholic Beverage Control
- Department of Criminal Justice Services
- Department of Education
- Department of Fire Programs
- Department of Health
- Department of Juvenile Justice
- Department of Mental Health, Mental Retardation and Substance Abuse Services
- Department of Motor Vehicles
- Department of Social Services
- Governor's Office for Substance Abuse Prevention
- Virginia National Guard
- Virginia State Police
- Virginia Tobacco Settlement Foundation

The Director of GOSAP shall chair the Collaborative and staff support shall be provided by GOSAP and agencies of the Commonwealth that have prevention responsibilities and such other agencies as may be appropriate. All agencies of the Commonwealth shall cooperate fully with the Collaborative and provide all such information, data, and other support requested.

Duties of the GOSAP Collaborative

The Collaborative shall have the following powers and duties:

Collaboration to enhance capacity, improve efficiency and produce results:

- Advise the Governor and his Cabinet on proposed policy and operational changes to facilitate interagency communication and collaboration in planning, implementing and monitoring prevention-related programs, services and strategies between state, local, public and private entities.
- Coordinate strategic planning efforts and initiatives to minimize duplication of effort and resources, to model interagency/inter-initiative collaboration and to work towards a seamless continuum of programs, services and strategies accessible to all Virginians.
- Develop and implement prevention planning and management standards to encourage communities to do one comprehensive community plan, reduce local duplication of effort and simplify funding application procedures.
- Maintain GOSAP's website to encourage and facilitate wider use of programs and practices proven effective by research, to promote related training opportunities and to disseminate prevention-related information throughout the Commonwealth.

Infrastructure to sustain and integrate prevention into practice:

- Prioritize, coordinate and leverage Virginia's existing prevention resources to improve efficiency.
- Identify gaps in resources and recommend strategies to sustain prevention efforts, activities and initiatives throughout the Commonwealth.
- Examine other issues and make recommendations for related policy, initiatives and resources as may seem appropriate.

Data to target resources and monitor results:

- Collect, compile and disseminate data on the consequences, incidence and prevalence of preventable problem behaviors. The data shall be used, at both state and community levels, to allocate resources, plan programs, services and strategies, and monitor community-level change.
- Coordinate similar new and existing data collection and dissemination efforts to minimize duplication of effort and resources.
- Research and determine the feasibility of a statewide survey of youth to monitor attitudes, perceptions and behaviors that contribute to the health and well-being of Virginia's youth, families, schools and communities.

Report to the Governor

The GOSAP Collaborative shall report to the Governor annually, by October 30, through the Secretary of Public Safety, its activities, barriers, progress and achievements towards developing and implementing the Commonwealth's prevention infrastructure. Additionally, the report shall include recommendations to overcome barriers and to fully implement and sustain a prevention infrastructure in the Commonwealth.

Effective Date of the Executive Directive

This executive directive shall take effect upon signing and shall remain in full force and effect until June 30, 2010, unless amended or rescinded by further executive directive.

Given under my hand this 10th day of November, 2006.

Timothy M. Kaine, Governor

APPENDIX B. STRATEGIC PREVENTION FRAMEWORK

The Strategic Prevention Framework, promoted by the federal Substance Abuse and Mental Health Services Administration (SAMHSA), is a five-step approach to prevention that supports comprehensive assessment, planning, implementation, and evaluation. The approach places a strong emphasis on implementing evidence-based practices while respecting the cultural context and promoting sustainability of prevention programming.



Assessment:

- Assemble data collection review team, define problem
- Identify and define target population for reduction/prevention
- Identify conditions that put people at risk or that protect them from developing problems
- Develop a tentative theory of, or pathway to, change
- Identify existing prevention resources that target problem and underlying conditions
- Perform gap analysis of needs and resources

Capacity:

- Examine internal resources, skills, readiness for addressing the issues found
- Build collaboration through teaming and networking
- Examine community resources and readiness: external capacity

Planning:

- Prioritize underlying conditions to address and areas and populations where conditions are concentrated
- Examine program and strategy options
- Address cultural relevancy
- Explore whether evidence-based program or strategy fits needs, requires adaptation or can be implemented with fidelity to the model or choose to innovate

Implementation:

- Develop logic models showing problem, conditions, intervention, expected change
- Develop action plans for documentation
- Document, review, improve quality
- Revisit fidelity and adaptation issues as necessary

Evaluation:

- Report immediate and intermediate outcomes
- Outline process evaluation from action plans
- Assess long-term outcomes and general impact
- Communicate outcomes to key stakeholders to build support
- Re-measure outcomes and supplement final report if necessary

APPENDIX C. GOVERNOR'S SAFE AND DRUG-FREE SCHOOLS AND COMMUNITIES ACT (SDFSCA) GRANT AWARDS, 2008-2009

Type of Project	Project Title	Model/Proven Program(s)	Name of Sponsoring Organization	Localities Served	Amount of Award
Evidence-Based Programs for Youth Who Need Special Services	Families and Schools Together FAST	Families and Schools Together (FAST)	City of Virginia Beach, Dept. of Human Services	City of Virginia Beach	\$ 48,695
	Positive Action in Buckingham	Positive Action	Buckingham County Public Schools	Buckingham County	\$ 40,939
	The Incredible Years in English & Spanish	The Incredible Years	The Strong Families/Great Youth Coalition with Rockingham Memorial Hospital	City of Harrisonburg and Rockingham County	\$ 49,850
	Project Towards No Drug Abuse	Project Towards No Drug Use	The Rappahannock Area Office on Youth's Substance Abuse Group	The City of Fredericksburg and the Counties of Caroline, King George, Spotsylvania, and Stafford	\$ 24,954
	Washington County/City of Bristol SA & Violence Prevention Group	Project Towards No Drug Use	Highlands Center for Behavior Health and Washington County and Bristol Juvenile Justice System	Washington County / City of Bristol	\$ 21,636
	Al's Pals for Head Start in Brunswick, Surry, Sussex and Greenville	Al's Pals	Medical Home Plus, Inc.	Head Start classrooms in Brunswick, Surry, Sussex and Greenville Counties	\$ 45,000
Evidence-Based Programs	Al's Pals : Kids Making Healthy Choices	Al's Pals	Alternatives, Inc.	Newport News City	\$ 32,066
	Uniting Parents and Youth in Fighting Substance Abuse	Project Alert; Families That Care; Guiding Good Choices (GGC)	Central Shenandoah Valley Office on Youth	City of Staunton, City of Waynesboro, Augusta County	\$ 25,291
	Olweus Bullying Prevention Program	Olweus Bullying Prevention Program	Accomack County Public Schools	Accomack County	\$ 25,514
Continuation of Evidence-Based Programs	Across Ages	Across Ages	Presbyterian Community Center	Roanoke City	\$ 33,446
	Hispanic Mentoring Program	BBBS Community Based Mentoring	BBBS of Harrisonburg & Rockingham County	City of Harrisonburg and Rockingham County	\$ 37,500
	Independence Secondary School	Project SUCCESS	Montgomery County Public Schools	Montgomery County	\$ 35,082
	Positive Action Suspension Alternative Program	Positive Action	Grayson County Public Schools	Grayson County	\$ 18,607
	Roanoke City's Leadership & Resiliency Program	Leadership & Resiliency Program	Roanoke City Public Schools	City of Roanoke	\$ 17,500
	Say It Straight at Dalton Intermediate	Say It Straight	New River Valley Community Services Board	City of Radford	\$ 27,269
	STAR Kids	Al's Pals	Children, Youth & Families	City of Charlottesville	\$ 23,363
Community Prevention Needs Assessment	Buckingham County Needs Assessment	Crossroads Community Services Board	Buckingham County	\$ 14,934	

APPENDIX D. GOVERNOR'S YOUTH COMMUNITY SERVICE AND CIVIC ENGAGEMENT MINI-GRANT PROGRAM GRANTEES, 2008

Projects and Collaborating Organizations		
Locality	Project	Collaborating Organizations
Albemarle Co.	Teens GIVE Service Learning Program	Teens GIVE
Amherst Co.	Building "Community" in Amherst	Alliance for Families and Children
Augusta County	Youth Corps	Central Shenandoah Valley Office on Youth
Brunswick County	Brunswick Project P.L.E.A.D.	The Improvement Association
Buckingham County	VOICE II	Buckingham Co. Public Schools
Charlottesville City	Teens GIVE Service Learning Program	Teens GIVE
Emporia	Emporia Project P.L.E.A.D.	The Improvement Association
Greensville County	Greensville Project P.L.E.A.D.	The Improvement Association
Harrisonburg City	Youth Works!	Boys and Girls Clubs of Harrisonburg and Rockingham County
Isle of Wight County*	4-H Smart Choices Leadership Program	Virginia Cooperative Extension
Loudoun County	Prevention and Community Outreach Program	Loudoun Co. Community Services Board
Manassas Park	Leaders in Training (L.I.T)	Manassas Park Department of Parks and Recreation
Mathews County	Torch Club Community Service Program	Boys and Girls Clubs of Mathews
Petersburg City	Operation Diamond: Project Polish	Petersburg Commonwealth's Attorney
Roanoke City	Service Learning Academy	City of Roanoke, Virginia Juvenile Justice Services (Youth Haven)
Staunton City	Staunton – Youth Power	Shenandoah Valley Office on Youth
Suffolk City	Suffolk Community Service Initiative (CSI)	City of Suffolk Office on Youth
Surry County	Surry Project P.L.E.A.D.	The Improvement Association
Sussex County	Sussex Project P.L.E.A.D.	The Improvement Association
Waynesboro	Waynesboro Community Corps	Shenandoah Valley Office on Youth

*Yr. 1 grantee granted extension into Yr. 2 to complete project

**APPENDIX E. GOVERNOR'S UNDERAGE DRINKING
PREVENTION GRANTEES 2008**

Governor's Underage Drinking Prevention Grantees	
Localities	Grantee Organizations
Bath County	Rockbridge Area Prevention Coalition
Botetourt County	Roanoke Area Youth Substance Abuse Council
Buena Vista	Rockbridge Area Prevention Coalition
Craig County	Roanoke Area Youth Substance Abuse Council
Danville	Regional Alliance for SA Prevention of Danville & Pittsylvania County
Fairfax County	Northern Virginia Trauma Prevention Coalition
Franklin County	Truancy Task Force
Hanover County	I-CARE
Henrico County	Henrico County Community Criminal Justice Board
James City County	Historic Triangle Substance Abuse Coalition
Lexington	Rockbridge Area Prevention Coalition
Orange County	Orange County Interagency Council
Page County	Page Alliance Community Action Coalition
Pittsylvania County	Regional Alliance for SA Prevention of Danville & Pittsylvania County
Richmond City	Friends of Prevention Coalition
Roanoke City	Roanoke Area Youth Substance Abuse Council
Roanoke County	Roanoke Area Youth Substance Abuse Council
Rockbridge County	Rockbridge Area Prevention Coalition
Salem	Roanoke Area Youth Substance Abuse Council
Virginia Beach	Virginia Beach Underage Coalition
Williamsburg	Historic Triangle Substance Abuse Coalition
York County	Historic Triangle Substance Abuse Coalition