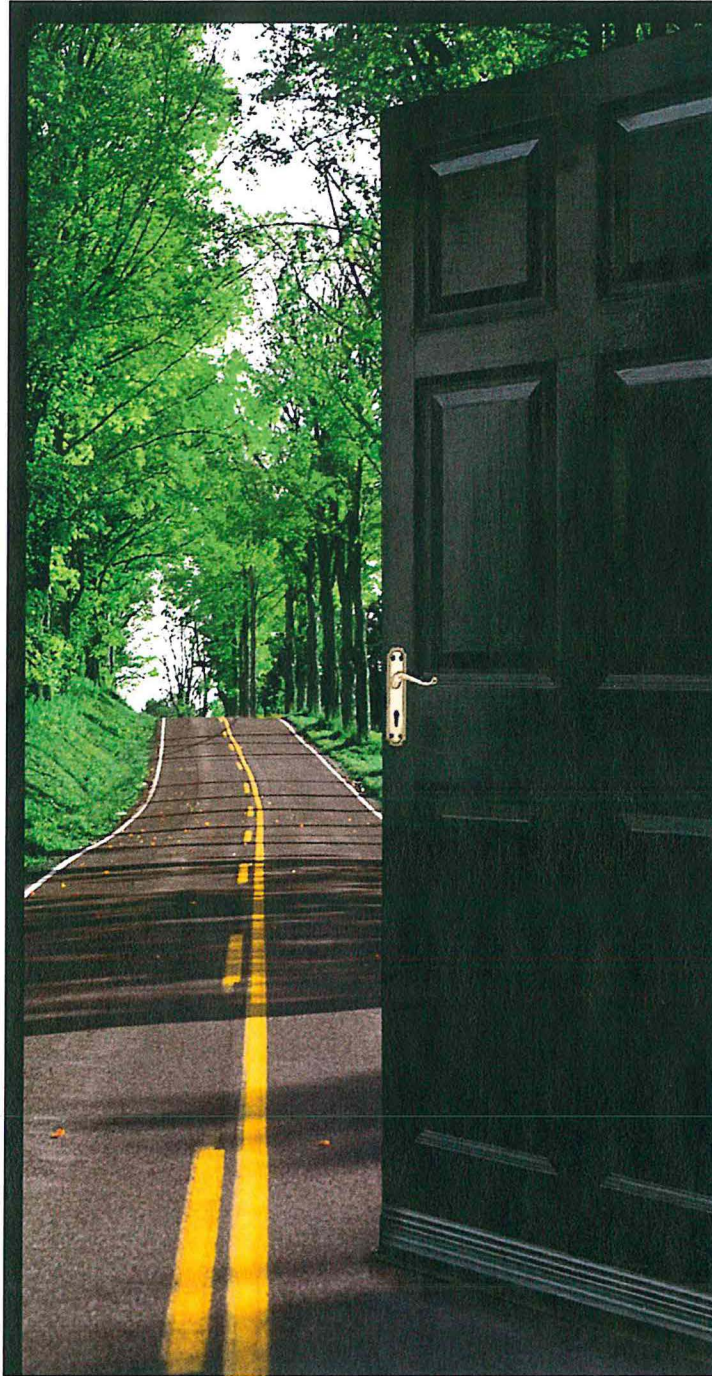


The Commission on VASAP

2019 Annual Executive Summary

January 2020



Your Doorway to Safe & Sober Driving

Introduction

The Virginia Alcohol Safety Action Program traces its roots to Fairfax County. In 1972, it became the site of one of 35 national “Alcohol Safety Action Projects” funded by the National Highway Traffic Safety Administration (NHTSA). On March 24, 1975, legislation passed by the General Assembly expanded this program statewide establishing driver education and rehabilitation programs in an effort to reduce the number of highway tragedies. In 1986, the General Assembly formed the Commission on Virginia Alcohol Safety Action Program (Commission on VASAP). This provided for the standardization of ASAP operations, thereby increasing the quality and equity of services to offenders statewide.

There are currently 24 Alcohol Safety Action Programs throughout Virginia. Every jurisdiction in the Commonwealth is covered by one of the local programs. The ASAP programs share in the responsibility with other highway safety partners to help lower the number of impaired drivers on our roadways.

Section 18.2-271.2 of the *Code of Virginia* requires the Commission on VASAP to submit to the Governor and the General Assembly an annual executive summary of the interim activity and work of the Commission. This report provides an overview of Commission on VASAP activities during 2018.

The Commission on VASAP continues to provide quality services to the citizens of the Commonwealth of Virginia *without using any general state revenues*. The Commission looks forward to ongoing success in 2019 as it works cooperatively with the General Assembly and other highway safety stakeholders to reduce traffic-related injuries and fatalities.

Mission

To improve highway safety by decreasing the incidence of driving under the influence of alcohol and other drugs, leading to the reduction of alcohol and drug-related fatalities and crashes.

Programs

VASAP has developed many educational programs designed to improve highway safety, providing a credible Alcohol Safety Action Program that responds to the needs of each locality in Virginia. Included among these are:

- ASAP Education Groups
- Community Service Programs
- Driver Improvement Programs
- DUI Court
- First Offender Drug Programs
- Intervention Interviews
- Reckless/Aggressive Driver Programs
- Ignition Interlock
- Young Offender Programs
- Habitual Offender Restoration Reviews

Overview of the Commission

§18.2-271.2. Commission on VASAP; purpose; membership; terms; meetings; staffing; compensation and expenses; chairman's executive summary.

A. There is hereby established in the legislative branch of state government the Commission on the Virginia Alcohol Safety Action Program (VASAP). The Commission shall administer and supervise the state system of local alcohol and safety action programs, develop and maintain operation and performance standards for local alcohol and safety action programs, and allocate funding to such programs. The Commission shall have a total membership of 15 members that shall consist of six legislative members and nine nonlegislative citizen members. Members shall be appointed as follows: four current or former members of the House Committee for Courts of Justice, to be appointed by the Speaker of the House of Delegates; two members of the Senate Committee for Courts of Justice, to be appointed by the Senate Committee on Rules; three sitting or retired judges, one each from the circuit, general district and juvenile and domestic relations district courts, who regularly hear or heard cases involving driving under the influence and are familiar with their local alcohol safety action programs, to be appointed by the Chairman of the Committee on District Courts; one director of a local alcohol safety action program to be appointed by the Speaker of the House of Delegates upon consideration of the recommendations of the legislative members of the Commission; one director of a local alcohol safety action program to be appointed by the Senate Committee on Rules upon consideration of the recommendations of the legislative members of the Commission; one representative from the law-enforcement profession, to be appointed by the Speaker of the House and one nonlegislative citizen at large, to be appointed by the Senate Committee on Rules; one representative from the Virginia Department of Motor Vehicles whose duties are substantially related to matters to be addressed by the Commission to be appointed by the Commissioner of the Department of Motor Vehicles, and one representative from the Department of Behavioral Health and Developmental Services whose duties also substantially involve such matters, to be appointed by the Commissioner of Behavioral Health and Developmental Services. Legislative members shall serve terms coincident with their terms of office. In accordance with the staggered terms previously established, nonlegislative citizen members shall serve two-year terms. All members may be reappointed. Appointments to fill vacancies, other than by expiration of a term, shall be made for the unexpired terms. Any appointment to fill a vacancy shall be made in the same manner as the original appointment.

B. The Commission shall meet at least four times each year at such places as it may from time to time designate. A majority of the members shall constitute a quorum. The Commission shall elect a chairman and vice-chairman from among its membership. The Commission shall be empowered to establish and ensure the maintenance of minimum standards and criteria for program operations and performance, accounting, auditing, public information and administrative procedures for the various local alcohol safety action programs and shall be responsible for overseeing the administration of the statewide VASAP system. Such programs shall be certified by the Commission in accordance with procedures set forth in the Commission on VASAP Certification Manual. The Commission shall also oversee program plans, operations and performance and a system for allocating funds to cover deficits that may occur in the budgets of local programs.

C. The Commission shall appoint and employ and, at its pleasure, remove an executive director and such other persons as it may deem necessary, and determine their duties and fix their salaries or compensation.

D. The Commission shall appoint a Virginia Alcohol Safety Action Program Advisory Board to make recommendations to the Commission regarding its duties and administrative functions. The membership of such Board shall be appointed in the discretion of the Commission and include personnel from (i) local safety action programs, (ii) the State Board of Behavioral Health and Developmental Services, community service boards or behavioral health authorities and (iii) other community mental health services organizations. An assistant attorney general who provides counsel in matters relating to driving under the influence shall also be appointed to the Board.

E. Legislative members of the Commission shall receive compensation as provided in § 30-19.12. Funding for the costs of compensation of legislative members shall be provided by the Commission. All members shall be reimbursed for all reasonable and necessary expenses as provided in §§ 2.2-2813 and 2.2-2825 to be paid out of that portion of moneys paid in VASAP defendant entry fees which is forwarded to the Virginia Alcohol Safety Action Program.

F. The Chairman of the Commission on VASAP shall submit to the Governor and the General Assembly an annual executive summary of the interim activity and work of the Commission no later than the first day of each regular session of the General Assembly. The executive summary shall be submitted as provided in the procedures of the Division of Legislative Automated Systems for the processing of legislative documents and reports and shall be posted on the General Assembly's website.

Commission Members

Legislative

Senator Richard H. Stuart
Delegate David J. Toscano, Vice Chairman
Delegate Christopher E. Collins

Senator Glen H. Sturtevant, Jr.
Delegate James A. (Jay) Leftwich, Jr.
Delegate Michael P. Mullin

Judicial

Honorable Mary Jane Hall
Honorable George D. Varoutsos

Honorable Gino W. Williams

Law Enforcement

Sheriff Michael L. Wade, Chairman

Department of Motor Vehicles

Mr. John L. Saunders

Non-Legislative Citizen at Large

Ms. Pat Eggleston

Behavioral Health and Developmental Services

Ms. Mellie Randall

Local Program Directors

Mr. Anthony Carmichael

Ms. Robyn Allen

Commission Staff

Angela D. Coleman – Executive Director

EdQuina Bradley – Administrative Staff Assistant

Diane Bussée – Office Services Assistant

Rosario Carrasquillo – Executive Administrative Assistant

Shelia Crump – Payroll Manager

Richard Foy – Field Services Specialist

John Kimbel – IT Administrator

Christopher Morris – Special Programs Coordinator

Charlene Motley – Field Services Supervisor

Richard Phillips - Ignition Interlock Technical Support Specialist

Keshana Pierce – Senior Accountant

Commission Meeting Dates

March 29, 2019

June 7, 2019

September 13, 2019

December 13, 2019

VASAP Advisory Board Meeting Dates

February 28, 2019

June 19, 2019

August 7, 2019

September 11, 2019

Component Area Activities

In keeping with VASAP's mission to improve highway safety, the VASAP system operates within five component target areas.

Case Management/Offender Intervention

Persons referred to ASAP are monitored by case managers who screen and classify offenders to determine the most appropriate education and/or treatment services needed.

In 2019, the Commission on VASAP:

- applied for, and obtained, federal grant funding totaling \$321,504 for transportation safety projects
- assisted the local programs in a continuing difficult economic climate by assuming payment for education workbooks and receipt books for all 24 local programs
- provided on-going technical support to the local ASAPs regarding case management procedures
- convened the VASAP Advisory Board to examine the fiscal solvency of the VASAP system
- convened a committee to examine policies regarding the habitual offender license restoration process
- monitored case files, to include ignition interlock, for the Alexandria ASAP and Tri-River ASAP
- continued to work with the Department of Motor Vehicles on matters related to restricted license orders, ignition interlock, ASAP compliance and policy updates
- provided administrative oversight for vendors regarding the operation of the ignition interlock program in the Commonwealth
- monitored and conducted multiple inspections of 110 ignition interlock service centers
- facilitated the opening of new ignition interlock facilities in Manassas, Waynesboro, Winchester, South Hill, Exmore, Saltville, Pennington Gap, and Salem
- administered approved testing and monitored certification compliance of newly hired ignition interlock technicians
- worked cooperatively with the VASAP Directors' Association (VASAPDA) and was an active participant in their scheduled conferences and meetings
- maintained the VASAP–DMV interface for electronic submission of ASAP program data

- attended policy board meetings for local programs
- attended Department of Planning and Budget (DPB) regulatory training on October 3rd
- attended the Bank of America Webinar on March 6th
- attended the Women's Leadership Association of Government Accountants (AGA) Webinar on March 14th
- attended the Association of Government Accountants Financial Systems Summit Webinar on March 28th
- attended the Association of Government Accountants Richmond Spring Seminar on May 16th
- attended the Cardinal Human Capital Management Meetings on August 28th and October 17th
- attended the Association of Government Accountants (AGA) Richmond Fraud and Technology Seminar on October 22nd
- attended the Association of Government Accountants (AGA) Annual Professional Development Training in Williamsburg, December 12th – 13th
- attended the 2019 Lifesaver's Conference in Louisville, Kentucky, March 31 – April 2nd
- attended the Annual Association of Ignition Interlock Program Administrators' (AIIPA) Conference in San Diego, California, May 20th - 23rd
- conducted the annual statewide VASAP Training Conference in Hampton, Virginia, August 18th – 20th
- served as the Chair of the American Association of Motor Vehicle Administrators (AAMVA) Ignition Interlock Best Practices Workgroup
- attended scheduled meetings of the Substance Abuse Services Council on April 10th and May 15th
- participated as a member in the Traffic Injury Research Foundation Working Group in Orlando, Florida, September 16th – 18th
- continued management of the 24-hour online payment processing system for offenders
- conducted New Director Orientation for Southwest Virginia ASAP
- attended the Grammar Workshop presented by the Community College Workforce Alliance (CCWA) on September 20th
- worked with a vendor to create an ignition interlock mobile application and trained other states in its use
- continued to develop and improve the new VASAP Case Management Information System (Enginuity)
- met with a National Highway Traffic Safety Administration (NHTSA) representative on August 15th to review VASAP's grant funded initiatives
- met with South Carolina officials on September 24th to demonstrate the ignition interlock application
- staffed an information booth at the Department of Corrections, Henrico County Probation and Parole Office, during their Resource Day on March 28th.
- presented three informational sessions at the Norfolk Reentry Council Workshop on July 16th to assist individuals reentering the community to obtain their drivers licenses

Adjudication

VASAP, prosecutors, and the courts work together to ensure the efficient processing of those convicted of driving under the influence and referred to VASAP for probation.

In 2019, the Commission on VASAP:

- provided brochures on teenage drinking and driving to Virginia juvenile and domestic relations courts for use in driver licensing ceremonies
- attended the Judicial Transportation Safety Conference in Williamsburg, Virginia, August 28th – 30th as vendors and presenters of presentations on ignition interlock circumvention and the VASAP recidivism study
- attended the National Association of Drug Court Professionals Conference in National Harbor, Maryland, July 13th – 17th
- served as a member on the Drug Court Operations Committee
- attended Drug Court Treatment Advisory meetings, May 9th and October 17th
- hosted an information booth at the Association of Clerks of the District Courts of Virginia Annual Meeting in Harrisonburg, April 9th
- presented information to newly appointed judges at their bench training in Henrico County on June 11th
- hosted training for DMV, VASAP and court representatives in Roanoke, May 16th – 17th and in Richmond, May 23rd - 24th
- investigated potential ignition interlock circumvention cases, obtained warrants and testified in court hearings in 12 different jurisdictions
- provided defense attorney training in Arlington on March 13th

Enforcement

VASAP enhances law enforcement efforts to reduce alcohol and other drug-related crashes by providing training to detect and apprehend those driving under the influence.

In 2019, the Commission on VASAP:

- attended the Governor's Highway Safety Association (GHSA) annual meeting in Anaheim, California, August 24th – 28th
- monitored committee meetings of the General Assembly to track the introduction and passage of DUI enforcement legislation
- provided informational materials to police departments for distribution to the public
- participated in, and provided data for, the evaluation of DUI Courts
- attended law enforcement training at the Mid-Atlantic DUI Conference in Virginia Beach, April 15th – 17th
- provided training to 100 police recruits at the Hampton Roads Criminal Justice Training Academy on January 30th and June 25th.

Public Information/Education

VASAP helps reduce the number of impaired driving injuries and fatalities by increasing public awareness through education, and by encouraging responsible decision making. Each program conducts local public information efforts with training and support materials from the Commission on VASAP.

In 2019, the Commission on VASAP:

- developed and distributed a Commission on VASAP Holiday Statement on the dangers of drinking and driving for release to local programs during the month of December
- expanded public information efforts by sending brochures to high schools, community colleges, universities, businesses, insurance companies, career centers, law firms, law enforcement agencies, private driving schools and Virginia Welcome Centers
- responded to, and resolved, inquiries and concerns of legislators, citizens, courts, local attorneys, neighboring states, and other state agencies
- provided weekly legislative updates to local ASAPs and other stakeholders
- enhanced and updated various VASAP brochures to be used in public awareness / education efforts
- hosted informational booths at VCU men's basketball games on February 2nd, February 13th, and February 23rd. Provided an ignition interlock equipped vehicle for display
- hosted an information booth at the VCU men's baseball game on April 30th and provided an ignition interlock equipped vehicle for display
- hosted an information table at the DMV Highway Safety Summit in Roanoke, Virginia, May 21st – 23rd
- participated in the 2019 Commonwealth of Virginia Campaign
- attended the Society for Human Resource Management (SHRM) Conference, July 24th – 27th
- hosted an information booth at the Virginia Wine Expo in Richmond, attended by over 7,000 persons, March 2nd – 3rd
- hosted a public information table and distributed information to tailgaters at the University of Richmond football games on October 19th and November 2nd
- attended and distributed "drive sober" give-aways to the public at the Blues, Brews, and Barbeque on the River Festival in Yorktown on May 4th
- exhibited at the Prince George County High School Driving Rodeo on March 27th and 28th, interacting with 650 teenagers
- exhibited at the York County Wine Festival on October 5th
- participated in the Virginia Ride for Kids in Richmond on June 2nd
- responded to FOIA inquiries from citizens and media outlets in the Commonwealth
- responded to petitions for regulatory action

Evaluation/Certification

The Commission on VASAP is responsible for periodically evaluating and recertifying each ASAP to ensure that services in the communities are effective, consistent, and appropriate.

In 2019, the Commission on VASAP:

- provided oversight for the vendor conducting financial audits of the local ASAPs
- audited and reviewed the budgets of the 24 local alcohol safety action programs (ASAPs)
- successfully passed the financial audit of the Commission office without any findings of deficiency
- reviewed local program budget amendments
- performed field visits of local ASAPs
- attended and presented information on program operations at local policy board meetings

Commission on VASAP Staff in the Community

Commission staff is very active in volunteerism while giving back to communities in the Greater Richmond area.

In 2019, services include:

- Goddard School, Mechanicsville, VA
- George W. Watkins Elementary School, Quinton, VA
- Distribution of “Drive Sober” materials to the VCU Comparative Politics Class & University of Richmond Foreign Languages Department
- Eastern Henrico Health and Resource Fair
- 2 Street Festival Voter Registration
- March of Dimes Walk
- Operation Harvest Thanksgiving Meal Distribution
- York County Parks and Recreation Advisory Board and Historical Committee

THE COMMISSION ON
VASAP
Virginia Alcohol Safety Action Program

If you should have any questions regarding the content of the 2019 Annual Executive Summary or any of the programs offered by the Virginia Alcohol Safety Action Program, please contact:

Angela D. Coleman
Executive Director

The Commission on VASAP
701 E. Franklin St.
Suite 1110
Richmond, VA 23219
P (804) 786-5895
F (804) 786-6286
acoleman@vasap.virginia.gov

FINAL REPORT

Commission on VASAP

Evaluation of the Virginia Alcohol Safety Action Program

September 28, 2018

Submitted to:

Commission on VASAP
701 E. Franklin St., Suite 1110
Richmond, VA 23219

Submitted by:

ICF Incorporated, LLC.
9300 Lee Highway
Fairfax, VA 22031



Executive Summary

Introduction and Program Description

Every day in the United States, 29 people die in motor vehicle crashes that involve an alcohol-impaired driver.¹ In 2016, 10,497 people died in alcohol-impaired driving crashes, accounting for 28% of all traffic-related deaths in the United States.² In the same year, more than 1 million drivers were arrested for driving under the influence (DUI) of alcohol or narcotics.³ The cost of alcohol-related crashes is estimated at more than \$44 billion annually.⁴ According to the National Highway Traffic Safety Administration (NHTSA) 25% of all DUIs were repeat offenders (2014).⁵ The same study examined state-level driver data across states and found that Virginia had 16% subsequent convictions in a 5-year window (2007–2011). While the look-back period was not consistent for all the states, Virginia’s recidivism rate was among the lowest in the country. One of the most effective means to reduce DUI is to target known offenders. As a result, the Commonwealth of Virginia has continually increased its efforts to prevent offenses such as drinking and driving.

The Commission on Virginia Alcohol Safety Action Program (VASAP) is mandated to improve highway safety by decreasing the incidence of driving under the influence of alcohol and other drugs, leading to the reduction of alcohol and drug-related fatalities and crashes. VASAP provides multiple interventions to offenders. Persons convicted of a first or second offense of DUI in Virginia are required to attend and successfully complete an Alcohol Safety Action Program (ASAP). Today, there are 24 local programs operating across the state. The program combines the five central components of enforcement, adjudication, case management and offender intervention, public information, and evaluation and certification to achieve the goal of improving highway safety. ASAP case managers screen offenders in order to refer them to appropriate intervention services. A person convicted of a DUI is mandated to receive one of three different interventions: (1) a 10-week education course, (2) a 10-week intensive education course, or (3) treatment from a VASAP-approved, licensed treatment provider coupled with a 4-week ASAP treatment education class. In 2012, Virginia passed the Ignition Interlocks Law requiring mandatory ignition interlocks for all first-time DUI offenders seeking restricted licenses.

¹ National Highway Traffic Safety Administration (NHTSA). (2017, October). Traffic safety facts 2016 data: Alcohol-impaired driving." Washington, D.C.: U.S. Department of Transportation. Available at <https://ucr.fbi.gov/crime-in-the-u.s/2016/crime-in-the-u.s.-2016>. Accessed September 11, 2018.

² Ibid.

³ Federal Bureau of Investigation (FBI). Department of Justice (US). (2017). 2016 Crime in the United States 2016: Uniform Crime Reports. Washington (DC): FBI; 2017. Available at <https://ucr.fbi.gov/crime-in-the-u.s/2016/crime-in-the-u.s.2016/tables/table-18>. Accessed September 13, 2018.

⁴ Blincoe L. J., Miller, T. R., Zaloshnja, E., Lawrence, B. A. (2015, May) National Highway Traffic Safety Administration. *The economic and societal impact of motor vehicle crashes, 2010. (Revised)*. (Report No. DOT HS 812 013). U.S. Department of Transportation, Washington, DC: NHTSA; 2015. Available at: <http://www-nrd.nhtsa.dot.gov/pubs/812013.pdf>. Accessed September 6, 2018.

⁵ Warren-Kigenyi, N., &and Coleman, H. (March, 2014). DWI recidivism in the United States: An examination of state-level driver data and the effect of look-back periods on recidivism prevalence. *Traffic Safety Facts Research Notes*. (DOT HS 811 991). NHTSA, U.S. Department of Transportation National Highway Traffic Safety Administration.

Evaluation Methods

The primary goal of this study was to determine the impact of ASAP and its different regimens on repeat DUI convictions. Secondary information on the perception of case management and offender intervention policies and procedures was collected for use by VASAP when contemplating future policy changes. ICF developed and implemented a mixed-methods approach to evaluate the effectiveness of VASAP in reducing recidivism and the effectiveness of VASAP operations. To examine program effectiveness, ICF collected individual-level data on driving records from all 24 ASAPs, and case management data regarding intake, screening, placement, and completion of regimens. Recidivism was measured as any repeat conviction, and calculated at 12 months and 24 months post-release from an ASAP. In order to gather information on the operations of the 24 ASAPs, we conducted a series of semi-structured telephone interviews; administered a comprehensive survey of program staff, education, and treatment providers; and undertook a systematic document review of program manuals, curricula, and policies/procedures. Exhibit 1 presents a crosswalk of evaluation questions as they relate to evaluation goals, data collections, and analyses.

Exhibit. Crosswalk of Evaluation Goals, Questions, Data Collections, and Analysis

Evaluation Goals	Evaluation Questions	Data Collections	Analyses
Determine the effectiveness of VASAP in preventing driving under the influence (DUI) recidivism	Does successful participation in ASAP impact the likelihood of DUI recidivism? If so, to what extent and for how long?	<ul style="list-style-type: none"> ▪ Administrative data on driving records (i.e., DMV convictions data) ▪ Case management data regarding intake, screening, placement, and completion of regimens (i.e., Inferno system) 	<ul style="list-style-type: none"> ▪ Descriptive analysis ▪ Multiple logistic regression analysis ▪ Multiple Ordinary Least Squares regression analysis
	Are ignition interlock requirements preventing recidivism? If so, to what extent and for how long?		
	To what extent do different regimens (e.g., 10-week education or intensive education course, treatment referral, plus 4-week ASAP education class, interlock requirement) of ASAP components impact recidivism?		
	How are intake, screening, placement, and completion of regimens implemented across ASAPs? To what extent are they associated with recidivism?		
	What individual characteristics are most predictive of recidivism among ASAP participants? That is, for whom does the program work/not work?		

Evaluation Goals	Evaluation Questions	Data Collections	Analyses
Assess related VASAP component areas (i.e., enforcement, adjudication, public information, and evaluation and certification), case management strategies, and intervention models	How do programs vary on policy and procedures across the 24 sites? To what extent do recidivism rates vary across the 24 ASAPs?	<ul style="list-style-type: none"> ▪ Administrative data on driving records (i.e., DMV convictions data) ▪ Survey of program staff, education and treatment providers ▪ In-depth interview of program staff, education, treatment providers ▪ Document review (e.g., manuals, curricula, and policies) 	<ul style="list-style-type: none"> ▪ Descriptive analysis ▪ Qualitative content analysis and pattern matching

Administrative Data

To examine program effectiveness, ICF collected individual-level data from all 24 ASAPs on driving records, and case management data related to intake, screening, placement, and completion of regimens. ICF worked with VASAP and the State Department of Motor Vehicles (DMV) to extract case management data from an internal data system, called "Inferno," and the DMV database for convictions. The data from these two databases were merged for individual offenders by offender name and date of birth. We included all offenders completing the ASAP between January 1, 2013, and December 31, 2015, in the study sample. The merged file included 65,325 offenders with DUI or reckless driving convictions. This represents 80% of the offenders served by VASAP during the 3 years between 2013 and 2015. We focused solely on DUI convictions as the outcome measure and did not include reckless driving convictions, which account for about 11% of the subsequent convictions. To standardize the opportunity for recidivism, we calculated the 12-month recidivism and 24-month recidivism for (1) the total population of ASAP participants, (2) the 10-week education course participants, (3) the 10-week intensive education course participants, and (4) the treatment referral/4-week ASAP treatment education class participants. We used descriptive statistics to analyze differences between the 24 ASAPs and across intervention regimens. We also used these methods for assessing differences between the various study populations (e.g., gender, race/ethnicity, education, service regimen, and service completion). Multiple regression analysis was used to look at the relationship between recidivism and offenders' participation and completion in program components such as education courses, treatment, and ignition interlock calibration.

Stakeholder Input

ICF used a multi-method approach for capturing critical information from all key stakeholders identified by VASAP, including telephone interviews with key VASAP Commission members and ASAP program staff, a comprehensive survey of program staff, education and treatment providers working in the 24 ASAPs, as well as a systematic document review of program manuals, curricula, policy and procedural directives. First, we conducted a review of relevant policies, procedures, manuals, and curricula at the State and local levels, including (1) the Commission on VASAP website and public information publications, (2) selected local ASAP websites, (3) VASAP Case Management Operational Guidelines, and (4) other relevant documents such as various position descriptions, fee guidance, treatment provider agreements, and so forth. Then we conducted 11 phone interviews of VASAP and local ASAP program directors/staff, case managers, and treatment/education staff. These interviews were used to inform survey development; examine what works, what does not work, and for whom; and solicit recommendations for improvement. Last, we worked closely with VASAP to develop a set of survey questionnaires to inquire about experience, perception of effectiveness, and recommendations from a wide range of respondents. The survey assessed all of the functions of VASAP case management, including referral enrollment, intake, classification, offender intervention, and case supervision/monitoring as summarized below:

- **Referral enrollment/intake:** The process for scheduling appointments, fee collection, and gathering objective and subjective information via standardized assessments and self-reports, etc.
- **Classification:** The process of transferring the assessment information in case management decisions and referrals to appropriate education, treatment, or other intervention services.
- **Offender intervention:** A review of direct service activities, including education/treatment and supervision strategies, and issues of treatment matching and referrals to outpatient, in-patient, or residential treatment services.
- **Case supervision/monitoring:** An assessment of case supervision practices, including client contacts, frequency, methods (i.e., in-person, telephone, etc.), case manager-participant interactions during visits, and the case management balance between supervision and human service activities.
- **ASAP-court interactions/reporting:** To assess the relationship between ASAP staff, court representatives, and processes for sharing information, meeting court expectations, and the sentencing of participants.

Using descriptive statistics such as means, frequencies and percentages, we analyzed survey data to describe how VASAP is implemented across the state. Using content analysis and pattern-matching for open-ended responses, we looked at respondents' assessments of what works and what does not work, reasons for and circumstances of these assessments, as well as recommendations for improvement.

Conclusions and Implications

Our results showed that among people who successfully completed VASAP, there was a 12-month recidivism rate of 2.8% and a 24-month recidivism rate of 5.1%. The average time between VASAP completion and the repeat conviction was 633 days. The low recidivism rates provide further evidence about the success of VASAP.

We also compared these outcomes between completers and those who did not complete the service. Completers had significantly lower recidivism rates (2.8%) than non-completers (3.1%) over the course of 12 months. Although the difference may seem small, it was statistically significant and substantively meaningful, representing a difference of about 200 fewer DUI convictions in the first year. In addition, completers averaged 67 more days than non-completers before their repeat offense, which was also statistically significant.

Comparing completers with non-completers does not fully capture the effect of the program for a number of reasons.

- In order to obtain a restricted license and regain full licensure, all first- and second-time DUI offenders are required to “enroll in and successfully complete” an ASAP. Those who are unsuccessful in completing the ASAP lose their restricted-driving privileges and are not eligible to drive. Thus, if they follow the law, they should not be recidivists because they are not supposed to be driving at all.
- While it is recognized that some of the ASAP non-completers who are not eligible to drive legally, will continue to do so, it is logical to assume that they will limit their trips and drive extra cautiously since they know that they are risking being charged with driving while their license has been revoked.
- Many of the ASAP non-completers referred from the court are unsuccessful due to failure to pay the ASAP fee. ASAPs try to provide payment plans and continue to work with offenders who are showing good faith by making regular payments. Per VASAP policy, no offender may be dropped from the program for non-payment of the ASAP fee until after the 5th week of intervention. Therefore, under the worst-case scenario, people who are found to be non-compliant due to non-payment of the ASAP fee will receive at least 5 weeks of education or treatment prior to being dropped from supervision.
- In cases of non-compliance for other causes, such as committing subsequent offenses while under supervision, etc., the ASAPs continue to provide monitoring and intervention until the non-compliance hearing occurs in court. Thus, an offender could be terminated from the program after having received quite a few weeks of intervention.
- Ignition interlock is mandatory for all first-time DUI offenders seeking a restricted license, and for all DUI second-time or subsequent offenders. The ASAPs strictly monitor all calibration reports and offender photos, checking not only for violations, but also illegal circumvention. Virginia’s level of ignition interlock monitoring is stricter than other States. Virginia’s ignition interlock laws are also some of the strictest in the country, with all offenders being required to have at least 6 continuous months of interlock without any violations. Any ignition interlock violation results in the 6-month period starting over.
- This study did not examine repeat arrests, which some argue is a good measure because it is not susceptible to the influence of court processes.⁶ In many instances, DUI charges are plea-bargained down to such offenses as reckless driving or other less serious traffic offenses. However, a DUI arrest may also indicate a higher number of DUIs than is accurate, simply because many DUI arrests do not result in conviction.

⁶ Centers for Disease Control and Prevention (CDC). (2011). Vital signs: Alcohol-impaired driving among adults—United States, 2010. *Morbidity and Mortality Weekly Report (MMWR)*, 60:1351–1356.

Although people receiving education or intensive education had lower recidivism outcomes than those receiving treatment, we did not find any significant differences between people receiving education and those receiving intensive education, which provides justification for the recent program change to combine the two education classifications into one.

Since the study collected data right up until the time Virginia required mandatory ignition interlocks for all first-time DUI offenders seeking restricted licenses, it would seem logical that Virginia's robust ignition interlock program has accounted for a drop in recidivism. This, coupled with alcohol education and treatment, seems to be resulting in very low recidivism rates in Virginia.

Another important part of this study was to examine the ASAP operations. From the survey results we can draw a number of conclusions about both the capacity (i.e., leadership, funding/resources, staff training and development, and quality assurance) and content (i.e., assessment, case management, treatment, and adherence to evidence-based practices) of the ASAPs. Some of the key findings, implications, and recommendations are summarized below:

- **Program Resources and Community Relationships:** Most directors felt that funding was inadequate for achieving the program's goals and that caseloads for case managers are very high. However, the program benefits from high levels of support from the criminal justice and treatment communities. While the ASAP completers demonstrate low recidivism rates, high caseloads and inadequate funding may make it challenging to adhere to the evidence-based practices necessary to achieve further reductions in recidivism. Evidence-based practices when working with offender populations offer a number of implications for assessment/diagnostics and case management, as well as for ASAP staff-client relationships.
- **Administrative Supports and Leadership:** Many ASAP staff felt that more case managers and administrative support staff were necessary to meet client needs. Generally, staff felt there was ample support from leadership. High caseloads limit the capacity of case managers to sufficiently motivate offenders toward behavior change, build relationships, be responsive to individual client needs, and hold offenders accountable. Greater communication between frontline staff and leadership, and creating more time for case managers to spend with individual offenders, may further assist VASAP in achieving larger reductions in recidivism.
- **Staff Training and Professional Development:** While most ASAP staff supported the importance of training and felt it was a priority, case managers and education staff felt that greater emphasis could be placed on staff training and professional development. Staff can make or break a successful intervention program for offender populations. In today's era of evidence-based practices, it is critical that staff continue to develop their competencies in case management and relationship-building. Education facilitators, in particular, did not feel that staff training and continuing education were priorities at their ASAP. Few also reported that they had learned new skills or techniques at professional conferences in the past year or that new techniques and case management strategies were regularly adopted for use in ASAP offices. Future training efforts should center on the known "Principles of Effective Offender Rehabilitation," including the use of the Risk-Need-Responsivity (RNR) principles in offender treatment, and develop staff skills in the use of cognitive-behavioral strategies to further support the efforts of external treatment providers. Practical skills such as motivational interviewing, skill-building strategies using cognitive-behavioral techniques, the use of reinforcement's strategies, and collaborative goal-setting should be considered. Time

for training (external in particular) was very limited due to caseloads and the requirement that the ASAPs be open for business when the courts are open.

- **Assessment and Classification:** Proper assessment and classification is critical for reducing the likelihood of recidivism among offender populations. A risk-and-needs assessment is often considered the first step in achieving evidence-based practices in offender rehabilitation. While most directors and case managers felt their diagnostics and assessment practices were adequate for guiding classification decisions, many felt that the program could benefit from more information on offenders, especially on each client's risk for recidivism and criminogenic needs. Moreover, none of the external treatment providers reported using an offender risk-and-needs assessment to develop treatment plans. Such assessments capture a broad array of information on the factors most predictive of offender recidivism (i.e., often referred to as "criminogenic needs") including substance abuse, but other areas such as employment, education, attitudes supportive of crime, familial supports, antisocial peers and acquaintances, and what they do in their spare time. The most effective rehabilitation programs for offenders center on these criminogenic needs and have strong adherence to the RNR principles.
- **Staff Attitudes and Orientation to Case Management:** Staff are critical to the development and implementation of successful human service interventions such as ASAPs. Program staff should be oriented toward basic beliefs about the efficacy of human services, and seek to develop close working relationships with the people they serve. Our results indicate that a large percentage of ASAP staff and external treatment providers are human service-oriented and understand the importance of developing an alliance with their offenders. This is a very positive finding which indicates that VASAP staff have a strong foundation toward delivering services in an evidence-based manner.

Other best practices include enhancing intrinsic motivations of offenders, reinforcing positive attitudinal and behavior changes, clear and consistent enforcement of program rules, collaborative goal-setting, responsivity, and the establishment of quality assurance mechanisms.

This study sought to examine the impact of VASAP on recidivism. We also wanted to learn about the operations and programmatic features of the program in order to ascertain its strengths and identify areas for potential improvement. We found low recidivism among successful completers of the ASAP, and the program appears to be well-positioned to continually improve its services. Through a comprehensive survey of ASAP program staff and external treatment providers, as well as interviews, ICF identified a variety of areas related to evidence-based offender treatment that can provide guidance for future program enhancements. It is hoped that the information contained in this report will prove useful to VASAP as it seeks to improve highway safety.

While it may not be possible to pinpoint what factors are the most significant in preventing recidivism due to lack of a true control group, the combination of the Virginia program's components (education, treatment, ignition interlock, offender monitoring) seem to be achieving low overall recidivism levels and a statistically significant 12-month recidivism difference among ASAP completers vs. non-completers. We recommend that VASAP continue to track recidivism rates for ASAP completers and non-completers for several more years in order to obtain a full picture of the long-term effects of the program.