COMMONWEALTH of VIRGINIA

Substance Abuse Services Council
P. O. Box 1797
Richmond, Virginia 23218-1797

December 1, 2019

To: The Honorable Ralph Northam, Governor

and

Members, Virginia General Assembly

The 2004 Session of the General Assembly amended §2.2-2697.B. of the *Code of Virginia*, to direct the Substance Abuse Services Council to collect information about the impact and cost of substance abuse treatment provided by public agencies in the Commonwealth. In accordance with that language, please find attached the *Substance Abuse Services Council Report on Treatment Programs for FY 2019*.

Sincerely,

Mary Gresham McMasters, MD, DFASAM, Addiction Medicine

xc: The Honorable Daniel Carey, M.D., Secretary of Health and Human Resources
The Honorable Brian J. Moran, Secretary of Public Safety
Mira Signer, Acting Commissioner, Department of Behavioral Health and Developmental Services
Harold W. Clarke, Director, Department of Corrections
Valerie Boykin**,** Director, Department of Juvenile Justice

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SUBSTANCE ABUSE SERVICES COUNCIL REPORT ON TREATMENT PROGRAMS FOR FY 2019 (Code of Virginia § 2.2-2697)

to the Governor and

the

General Assembly

COMMONWEALTH OF VIRGINIA

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Preface

Section 2.2-2697.B of the Code of Virginia directs the Substance Abuse Services Council to report by December 1 to the Governor and the General Assembly information about the impact and cost of substance abuse treatment provided by each agency in state government. The specific requirements of this section are below:

§ 2.2-2697. Review of state agency substance abuse treatment programs.

B. Beginning in 2006, the Comprehensive Interagency State Plan shall include the following analysis for each agency-administered substance abuse treatment program:

- *(i). the amount of funding expended under the program for the prior fiscal year;*
- *(ii). the number of individuals served by the program using that funding;*
- *(iii). the extent to which program objectives have been accomplished as reflected by an evaluation of outcome measures;*
- *(iv). identifying the most effective substance abuse treatment, based on a combination of per person costs and success in meeting program objectives;*
- *(v). how effectiveness could be improved;*
- *(vi). an estimate of the cost effectiveness of these programs; and*
- *(vii). recommendations on the funding of programs based on these analyses.*

SUBSTANCE ABUSE SERVICES COUNCIL REPORT ON TREATMENT PROGRAMS FOR FY 2019

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SUBSTANCE ABUSE SERVICES COUNCIL REPORT ON TREATMENT PROGRAMS FOR FY 2019

Introduction

This report summarizes information from the three executive branch agencies that provide substance abuse treatment services: The Department of Behavioral Health and Developmental Services (DBHDS), the Department of Juvenile Justice (DJJ), and the Department of Corrections (DOC). These agencies share the common goals of increasing abstinence from alcohol and other drug use and reducing criminal behavior. All of the agencies included in this report are invested in providing evidenced-based treatment to their populations within the specific constraints each has on its ability to provide effective treatment services. In this report, the following information is detailed concerning each of these three agencies' substance abuse treatment programs:

1. Amount of funding spent for the program in FY 2019;
2. Unduplicated number of individuals who received services in FY 2019;
3. Extent to which program objectives have been accomplished as reflected by an evaluation of outcome measures;
4. Identifying the most effective substance abuse treatment;
5. How effectiveness could be improved;
6. An estimate of the cost effectiveness of these programs; and
7. Funding recommendations based on these analyses.

As used in this document, treatment means those services directed toward individuals with identified substance abuse or dependence disorders and does not include prevention services. This report provides information for Fiscal Year 2019, which covers the period from July 1, 2018 through June 30, 2019.

Treatment Programs for FY2019

This report provides focused data on specific outcomes. Every opioid overdose death represents many affected individuals (see Figure 1), and every individual who commits a crime associated with substance misuse represents many others who are also involved. Many of these individuals are struggling with functional impairment and this is reflected in decreased workforce participation,[1] negative impact on the economy,[2] the potential for explosive dissemination of blood borne diseases,[3] and recidivism.

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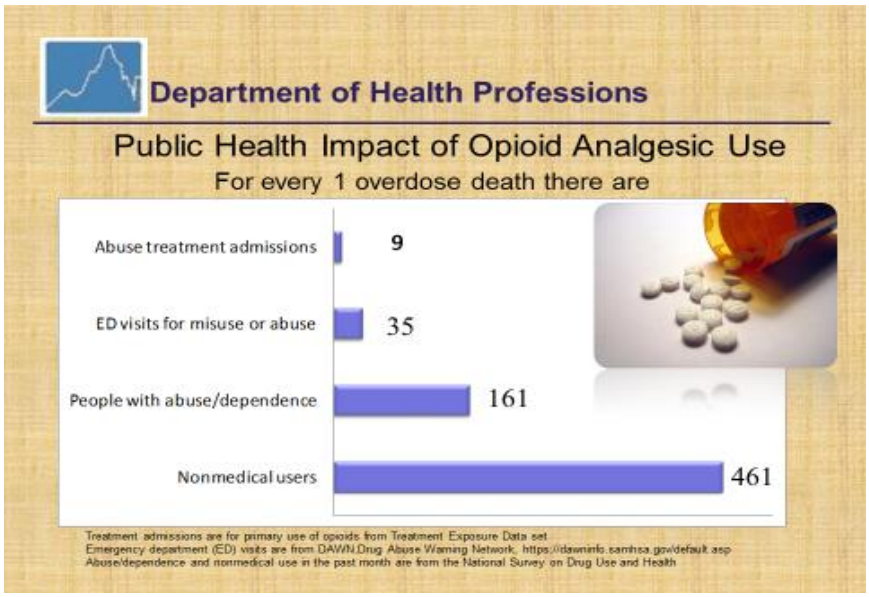
[1] Over the last 15 years, LFP fell more in counties where more opioids were prescribed." Alan B. Krueger; BPEA Article; Brookings Institute; Thursday, September 7, 2017; "Where have all the workers gone? An inquiry into the decline of the U.S. labor force participation rate"; https://www.brookings.edu/bpea-articles/where-have-all-the-workers-gone-an-inquiry-into-the-decline-of-the-u-s-labor-force-participation-rate/

[2] Midgette, Gregory, Steven Davenport, Jonathan P. Caulkins, and Beau Kilmer, What America's Users Spend on Illegal Drugs, 2006–2016. Santa Monica, CA: RAND Corporation, 2019. https://www.rand.org/pubs/research_reports/RR3140.html. Also available in print form.

[3] County-Level Vulnerability Assessment for Rapid Dissemination of HIV or HCV Infections Among Persons Who Inject Drugs, United States; Buchanan et. al. MJAIDS Journal of Acquired Immune Deficiency Syndromes: November 1, 2016 - Volume 73 - Issue 3 - p 323–331 doi: 10.1097/QAI.0000000000001098 Epidemiology and Prevention

Figure 1: Public Impact of Opioid Analgesic Use



Department of Behavioral Health and Developmental Services (DBHDS)

The publicly funded behavioral health and developmental services system provides services to individuals with mental illness, substance use disorders, developmental disabilities, or co-occurring disorders through state hospitals and training centers operated by DBHDS, as well as 40 community services boards (CSBs). CSBs were established by Virginia's 133 cities or counties pursuant to Chapters 5 or 6 of Title 37.2 of the Code of Virginia. CSBs provide services directly to their population and through contracts with private providers, which are vital partners in delivering services.

Summary information regarding these services is presented below.

1. Amount of Funding Spent for the Program in FY 2019. Expenditures for substance abuse treatment services totaled $166,002,470. This amount includes state and federal funds, local funds, fees and funding from other sources. The table below provides details about the sources of these funds.

Expenditures for Substance Use Disorder Treatment Services by Source	
State Funds	$47,704,410
Local Funds	$45,868,022*
Medicaid Fees	$16,246,205
Other Fees	$7,706,985
Federal Funds	$45,224,197
Other Funds	$3,252,651*
Total Funds	**$166,002,470**

*Local Funds and Other Fees may have been utilized to support prevention activities.

2. Unduplicated Number of Individuals Who Received Services in FY 2019. A total of 29,851 unduplicated individuals received substance abuse treatment services supported by this funding in FY 2019.

3. Extent Program Objectives Have Been Accomplished as Reflected by an Evaluation of Outcome Measures. Currently, DBHDS uses the following substance abuse services quality measures for each CSB:

- **Intensity of Engagement in Substance Abuse Outpatient Services**: Intensity of engagement is measured by calculating a percentage. The denominator is the number of adults admitted to the substance abuse services program area during the previous 12 months who received 45 minutes of outpatient treatment services after admission. The numerator is the number of these individuals who received at least an additional 1.5 hours of outpatient services within 90 days of admission. In FY19 two-thirds, or 67 percent, of all adults received at least 1.5 hours of additional outpatient services within 90 days of admission.

- **Retention in Community Substance Abuse Services:** Retention is measured by calculating a percentage at two points in time, three months and six months following

admission. The denominator is the number of all individuals admitted to the substance abuse services program area during the 12 months who received at least one valid substance abuse or mental health service of any type in the month following admission. The numerator for retention at three months is the number of these individuals who received at least one valid mental health or substance abuse service of any type every month for at least the following two months. The numerator for retention at six months is the number of these individuals who received at least one valid mental health or substance abuse service of any type every month for at least the following five months. The 2019 three month percentage for this measure was 61 percent retention. The six month percentage for this measure was 32 percent retention. In calculating this measure, valid substance abuse services do not include residential detoxification services or those services provided in jails or juvenile detention centers.

4. Identifying the Most Effective Substance Abuse Treatment. Identifying the most effective substance abuse treatment based on a combination of per person costs and success in meeting program objectives is difficult due to the sometimes chronic, relapsing nature of the condition often resulting in non-linear pathways to sustained recovery. Also, evidence-based treatment for substance use disorders consists of an array of modalities and interventions that are tailored to the specific needs of each individual seeking treatment, depending on severity and need for clinical services and supports. The lack of a consistently available array of services across Virginia makes it difficult to match individuals to the appropriate level of care. As such, initiatives such as system transformation through STEP VA are being implemented to help address the inconsistency of available services across the state. Comparisons of cost per person would result in comparing a relatively meaningless average of the treatment costs across many different individuals receiving very different combinations of services.

The deadly opioid overdose epidemic that began in the mid-2000s and resulted in 1,230 deaths in calendar year 2017[4] has made heightened the need for timely access to appropriate treatment. DBHDS is actively supporting CSBs in providing medication assisted treatment (MAT), the evidence-based standard of care for opioid addiction through time-limited federal grant funding as it is costly to provide. Though the final numbers for Calendar year 2018 are not yet available, estimates indicate they will reflect a match with the 2017 numbers listed.

5. How Effectiveness Could be Improved. Without access to the appropriate clinical level of care, the overall results of healthcare outcomes are diminished. Over the course of the last decade, CSBs have experienced level funding from federal and state sources. This has resulted in stagnant or reduced capacity while knowledge of evidence-based treatment for substance use disorders has expanded. These services require more time and skill to implement successfully and often require the services of medical and counseling staff trained in specific treatment models appropriate for the individual's issues, such as trauma-informed care or co-occurring mental health disorders. Many individuals seeking services for their substance use disorder have other life issues that present barriers to successful recovery such as lack of transportation to treatment, lack of childcare while participating in treatment, unsafe housing, or serious health or mental health issues. Successful treatment programs require personnel and resources to help the individual address these problems.

[4] Office of the Chief Medical Examiner Forensic Epidemiology All Opioids Table available at: http://www.vdh.virginia.gov/medical-examiner/forensic-epidemiology/

To support system change, outcomes must be considered as part of an organized and committed quality improvement initiative at state and provider levels. DBHDS has developed a quality improvement process for CSBs. A platform to improve program effectiveness can be provided through focusing on quality improvement and funding substance abuse services at a level adequate to make an expanded continuum of care and array of evidence-based practices available across the state. Additionally, ongoing education and training availability for the existing workforce within substance use services, especially dedicated to the training related to the use of evidenced base practices is imperative.

6. An Estimate of the Cost Effectiveness of These Programs. Since access to clinically appropriate levels care is not accessible to all individuals served by the CSB system, it is difficult to measure cost effectiveness. Access to a level of care that does not provide adequate intensity or duration cannot produce cost effective outcomes.

7. Funding Recommendations. In April 2017, the Department of Medical Assistance Services (DMAS) implemented a waiver that supports a wide array of treatment services for individuals with substance use disorders, based on criteria developed by the American Society of Addiction Medicine. This array included improved access to medication assisted treatment for individual with opioid use disorder. DBHDS also received a significant two-year grant focused on providing prevention, treatment and recovery services for individuals with opioid use disorders. This funding is scheduled to end in October 2020. There has not yet been notification of additional awards. These resources, in addition to Medicaid expansion which became effective January 1, 2019, help support some needed infrastructure development, such as provider training to support implementation of evidence-based practices. However, a significant portion of Virginia's population has income greater than 138 percent of Federal Poverty Level (income eligibility threshold effective January 1, 2019), but cannot afford to purchase private insurance. This population combined with those who do not qualify for Medicaid Expansion remain in need of resources and services. In addition, while opioids have garnered considerable attention and resources, other forms of dangerous drug use, such as methamphetamine use and alcohol, continue to threaten the health of Virginians. As such the State Opioid Response grant has issued a statement that the previously restricted SOR funding, once only available for opioids, can now be used to support the prevention, treatment, and recovery from stimulants as well. This is a significant show of progress in identification of growing trends and preparation. However, substantive, sustainable resources remain a priority to address these growing issues.

Department of Juvenile Justice (DJJ)

The Department of Juvenile Justice (DJJ) provides substance abuse treatment services to residents meeting the appropriate criteria at Bon Air Juvenile Correctional Center (JCC). The following information reflects these services:

1. The Amount of Funding Spent for the Program in FY 2019.

JCC Programs:

Substance Abuse Services Expenditures:	$1,065,973
Total Division Expenditures*:	$44,427,700

* Total division expenditures exclude closed facilities as well as the Virginia Public Safety Training Center (VPSTC) and all related costs to the VPSTC.

2. Unduplicated Number of Individuals Who Received Services in FY 2019.

In FY 2019, 280 (83.5 percent) of the 335 residents admitted to direct care were assigned a substance abuse treatment need. Youth can be assigned to Track I or Track II to reflect their individual needs. Track I is for juveniles meeting the Diagnostic and Statistical Manual of Mental Disorders (DSM) criteria for Substance Use Disorder and in need of intensive services. Track II is for juveniles who have experimented with substances but do not meet the DSM criteria for Substance Use Disorder. Of the 335 youth admitted, 76.4 percent were assigned a Track I treatment need, and 7.2 percent were assigned a Track II treatment.

3. Extent to Which Program Objectives Have Been Accomplished as Reflected by an Evaluation of Outcome Measures.

DJJ calculates 12-month rearrest rates for residents who had an assigned substance abuse treatment need. Rates are calculated based on a rearrest for any offense, excluding technical violations. The substance abuse treatment need subgroup of direct care releases includes juveniles with any type of substance abuse treatment need. An assigned treatment need does not indicate treatment completion. The most recent rearrest rates available are for youth released during FY 2017.

Rearrest rates are slightly lower for all juveniles than for those with a substance abuse treatment need. In FY 2017, 56.5 percent of residents with a substance abuse treatment need were rearrested within 12 months of release, as compared to 55.0 percent of all residents. In FY 2016, 53.3 percent of residents with a substance abuse treatment need were rearrested within 12 months of release, as compared to 49.9 percent of all residents. Rearrest rates for residents with a substance abuse treatment need reflect rearrests for any offense, not specifically a drug offense.

While recidivism rates provide some insight to the effectiveness of programs, the rates presented here cannot be interpreted as a sound program evaluation due to a number of limitations. DJJ has begun to collect treatment completion data to determine if a juvenile actually completed treatment, but recidivism rates based on treatment completion are not yet available. Additionally, residents with assigned treatment needs may have risk characteristics different from those not assigned a treatment need; because juveniles are assigned treatment needs based on certain

characteristics that distinguish them from the rest of the population, there is no control group for treatment need. Finally, data on whether re-offenses are substance-related are not available at this time.

As treatment program completion data matures, DJJ will analyze recidivism rates of program completers compared to non-completers. DJJ is also working with its partners in recidivism data collection (State Police, Virginia Criminal Sentencing Commission, Department of Corrections, and the State Compensation Board) to collect re-offense description data that will allow for analyses based on substance-related re-offenses.

4. Identifying the Most Effective Substance Abuse Treatment.

Per person costs cannot be determined because a large amount of the money allotted to substance abuse programming goes toward the salaries of staff who act as counselors and facilitators of the program. These staff also administer aggression management and sex offender treatment and perform other tasks within the behavioral services unit (BSU). Staff members perform different sets of duties based on their individual backgrounds and current abilities. Staff do not devote a clear-cut percentage of their time to each duty, but rather adjust these percentages as needed; therefore, there is no way to calculate how much of a staff member's pay goes directly toward substance abuse programming, and per person cost cannot be determined.

5. How Effectiveness Could be Improved.

DJJ should continue to implement evidence-based programming, including Cannabis Youth Treatment (CYT), individualized treatment plans for residents with co-occurring disorders, and Voices (a gender-specific treatment program for female residents). Reentry systems and collaboration with community resources and families should continue to be strengthened to ensure smooth transition of residents to the community.

6. An Estimate of the Cost Effectiveness of These Programs.

Information to address this issue is not available due to the inability to calculate per person costs.

Department of Corrections (DOC)

1. Amount of Funding Spent for the Program in FY 2019. Treatment services expenditures totaled $7,112,016 for FY 2019. The table below displays how these funds were expended across DOC programs.

Community Corrections Substance Abuse		$3,035,404
Spectrum Health		$4,139,178
Appalachian CCAP	$346,460	
Cold Springs CCAP	$588,060	
Deerfield Work Center	$375,156	
Indian Creek/Greenville Work Center	$2,164,431	
James River Work Center	$329,487	
VCCW	$335,584	
Facilities (previously RSAT funded)		$963,960
RSAT Grant (state match)		$35,470
Web Based Substance Abuse Grant (state match)		$36,679
Total		***$8,210,691***

2. Unduplicated Number of Individuals Who Received Services in FY 2019. As of June 30, 2019, there were 66,212 offenders under active supervision in the community. DOC utilizes the Correctional Offender Management Profiling for Alternative Sanctions (COMPAS) assessment tool for risk assessment and service planning. Information collected from this process indicates that approximately 70 percent of those under active supervision, which would equate to over 46,346 probationers or parolees, have some history of substance abuse and may require treatment or support services. These services are provided mainly by CSBs and private vendors. Offenders on probation or parole also access community Alcoholics Anonymous (AA) and Narcotics Anonymous (NA) groups.

In institutions, as of June 30, 2019, there were 1,232 participants in correctional therapeutic communities (CTCs). The Matrix Model program (an evidence-based treatment) is offered throughout the VADOC and Cognitive Behavioral Interventions for Substance abuse (CBI-SA) is being transitioned in as an evidence based cognitive behavioral approach to treatment. This curriculum as six specific components to the program. Group sizes are usually kept to 12 participants. Approximately 1,500 offenders complete the Matrix Model and CBI-SA program each year. The number of offenders participating in support services such as NA and AA varies. The support services are generally provided by volunteers. Community Corrections Alternative Programs within the VADOC have been enhanced to offer substance use intense services at three specified locations. In addition, grant funding has assisted in the development of a web-based substance abuse program and a residential substance use program at a VADOC field unit.

3. Extent Program Objectives Have Been Accomplished. In September 2005, the DOC submitted the Report on Substance Abuse Treatment Programs that contained research information on the effectiveness of therapeutic communities and contractual residential substance abuse treatment programs. The findings from these studies suggest that DOC's substance abuse treatment programs, when properly funded and implemented, are able to reduce recidivism for the substance abusing offender population. Due to a lack of evaluation resources, more up to date formal studies are not available. However, a one-year recommitment status check is performed annually for the CTC participants. The check completed for the calendar year 2012 cohort indicated a promising recommitment rate of eight percent. Since this status check is not a formal outcome evaluation, caution should be exercised in the interpretation of the data.

4. Identifying the Most Effective Substance Abuse Treatment. Although DOC-specific information is not available at this time, a report from the Washington State Institute for Public Policy indicated that drug treatment in prison as well as the community has a positive monetary benefit. Of course, in order for evidence-based treatment programs to be cost effective and achieve positive outcomes, they must be implemented as designed, a concept referred to as fidelity. DOC has placed an emphasis on implementation fidelity and created program fidelity reviews for this purpose: This is an important first step that is necessary prior to performing any cost effectiveness studies.

5. How Effectiveness Could be Improved. DOC continues to face a number of challenges related to providing effective substance abuse services:

- Limited resources for clinical supervision to ensure program fidelity, provide technical assistance, and enhance outcomes;
- Limited resources for a designated work center program;
- Limited staff to review fidelity of contract substance abuse treatment in community corrections;
- Limited staff resources for programming, assessment, and data collection activities;
- Limited availability of evidence-based treatment services in community corrections for offenders with substance abuse problems;
- Limited special resources for offenders with co-occurring mental illnesses;
- Limited special resources for offenders needing a shorter program;
- Lack of inpatient residential treatment services;
- Limited evaluation resources; and
- Sometimes a lack of optimal programming space in prisons and related security posts in prisons.

Fully funding DOC's substance use disorder treatment services based on the needs listed above would increase the number of offenders who could receive treatment and enhance the quality of the programs, thus producing better outcomes.

6. An Estimate of the Cost Effectiveness of These Programs. In general terms, successful outcomes of substance abuse treatment programs include a reduction in drug and alcohol use which can produce a decrease in criminal activities and, thereby, an increase in public safety. The per capita cost of housing offenders for the entire agency was $32,146 in FY 2019. The cost avoidance and benefits to society that are achieved from offenders not returning or not coming into prison offset treatment costs. In addition, effective treatment benefits local communities as former offenders can become productive citizens by being employed, paying taxes, and supporting families. In addition, when former offenders can interrupt the generational cycle of crime by becoming effective parents and role models, the community is also enhanced.

7. Funding Recommendations: Assessment results for the offender population have established the need for substance abuse treatment programs and services. DOC has implemented evidence-based substance abuse treatment programs including CTC for offenders assessed with higher treatment needs and the CBI-SA Program for those with moderate treatment needs. DOC has established a fidelity review process that can be used by Community Corrections to assess and monitor the quality of contracted programs and services, although the reviews are restricted by limited staff resources. In addition, the scope of services for Community Corrections vendor contracts to provide treatment services for individuals with substance use disorders have been restructured to require specific evidence-based programs that will allow DOC to monitor offender progress and program fidelity more effectively. The implementation of the Virginia Corrections Information System (CORIS) has improved the collection of data that can be used in future outcome and cost effectiveness studies. The DOC continually looks for grants to be able to expand substance abuse treatment, and treatment is particularly needed for those with opioid addiction and for offenders housed in DOC's minimum custody facilities where treatment resources are lacking. DOC will continue to make every effort within its resources to provide substance abuse services to offenders in need of them.