



**FINAL REPORT OF THE
VIRGINIA COMMISSION ON YOUTH**

**TO THE GOVERNOR AND
THE GENERAL ASSEMBLY OF VIRGINIA**

**Identifying Substance Use
Prevention and Intervention
Programs at Virginia's
Colleges and Universities**

**COMMONWEALTH OF VIRGINIA
RICHMOND
2018**



COMMONWEALTH of VIRGINIA
Commission on Youth

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January 8, 2018

TO: The Honorable Terry McAuliffe, Governor of Virginia
and
Members of the Virginia General Assembly

During the 2017 General Assembly Session, Delegate Chris Peace and Senator Bill Carrico introduced respective budget amendments, Item 146#3h and Item 146#5s, that requested that the State Council of Higher Education for Virginia work with the Virginia Department of Alcoholic Beverage Control (Virginia ABC) to identify the current recreational substance use awareness and education programs at colleges and universities in the Commonwealth. The General Assembly did not adopt the budget amendments. However, at the Commission on Youth's May 24, 2017, meeting, the Commission approved a study plan to undertake the provisions set forth in the budget amendments and to report findings and recommendations prior to the 2018 General Assembly Session. At its November 8, 2017, meeting, the Commission approved a recommendation for this study. This recommendation is included in this report.

This report represents the work of the Commission on Youth, Virginia ABC, and many other government and private agencies and individuals who provided input to the study. The Education and Prevention Section at Virginia ABC deserves special recognition for their extraordinary assistance with this report. The Commission on Youth gratefully acknowledges all of the contributions to this effort.

Respectfully submitted,

A handwritten signature in cursive script that reads "Barbara Favola".

Barbara A. Favola

MEMBERS OF THE VIRGINIA COMMISSION ON YOUTH

Senate of Virginia

Barbara A. Favola, Chair
Charles W. "Bill" Carrico
David W. Marsden

Virginia House of Delegates

Richard P. "Dickie" Bell, Vice Chair
Richard L. "Rich" Anderson
Peter F. Farrell
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I. Authority for Study

Section 30-174 of the *Code of Virginia* establishes the Commission on Youth and directs it to “study and provide recommendations addressing the needs of and services to the Commonwealth’s youth and their families.” This section also directs the Commission to “encourage the development of uniform policies and services to youth across the Commonwealth and provide a forum for continuing review and study of such services.”

Section 30-175 of the *Code of Virginia* outlines the powers and duties of the Commission on Youth and directs it to “undertake studies and to gather information and data ... and to formulate and report its recommendations to the General Assembly and the Governor.”

During the 2017 General Assembly Session, Delegate Chris Peace and Senator Bill Carrico introduced respective budget amendments, Item 146#3h and Item 146#5s, that requested that the State Council of Higher Education for Virginia work with the Virginia Department of Alcoholic Beverage Control to identify the current recreational substance use awareness and education programs at colleges and universities in the Commonwealth. The General Assembly did not adopt the budget amendments. However, at the Commission on Youth’s May 24, 2017, meeting, the Commission approved a study plan to undertake the provisions set forth in the budget amendments and to report findings and recommendations prior to the 2018 General Assembly Session.

II. Members Appointed to Serve

The Commission on Youth is a standing legislative commission of the Virginia General Assembly. It is comprised of twelve members: three Senators, six Delegates, and three citizens appointed by the Governor.

Members of the Virginia Commission on Youth are:

Senator Barbara A. Favola, Arlington, Chair
Senator Charles W. “Bill” Carrico, Sr., Galax
Senator David W. Marsden, Burke
Delegate Richard P. “Dickie” Bell, Staunton, Vice Chair
Delegate Richard L. “Rich” Anderson, Woodbridge
Delegate Peter F. Farrell, Richmond
Delegate Daun S. Hester, Norfolk
Delegate Mark L. Keam, Vienna
Delegate Christopher K. Peace, Mechanicsville
Karrie Delaney, Chantilly
Deirdre S. Goldsmith, Abingdon
Christian Rehak, Esq., Radford

III. Executive Summary

During the 2017 General Assembly Session, Delegate Chris Peace and Senator Bill Carrico introduced respective budget amendments, Item 146#3h and Item 146#5s, that requested that the State Council of Higher Education for Virginia work with the Virginia Department of Alcoholic Beverage Control to identify the current recreational substance-use awareness and education programs at colleges and universities in the Commonwealth. The General Assembly did not adopt the budget amendments. However, at the Commission on Youth's May 24, 2017, meeting, the Commission approved a study plan to undertake the provisions set forth in the budget amendments and to report findings and recommendations prior to the 2018 General Assembly Session.

The study plan adopted by the Commission stated:

- The Commission on Youth in cooperation with the Virginia Department of Alcoholic Beverage Control prior to the 2018 General Assembly Session will:
 - i. Identify the current substance abuse prevention and intervention programs, including programs that address recreational and illicit drug use, at colleges and universities; and
 - ii. Compile a list of best practices to be considered for Virginia's colleges and universities to implement. This may include, but not be limited to, student-initiated or student-led peer-to-peer education programs and college recovery programs.

After a presentation of the findings and recommendations at the Commission on Youth's September 20, 2017, meeting, and receipt of public comment, the Commission approved the following recommendation at its November 8, 2017, meeting:

Recommendation 1

Amend the *Code of Virginia* to add §4.1-103.02(B) to direct the Virginia Alcoholic Beverage Control (ABC) Board to establish and seek the advice of the Virginia Institutions of Higher Education Substance Use Advisory Board to develop and update a statewide strategic plan for substance use education, prevention, and intervention at Virginia's public institutions of higher education and nonprofit private institutions of higher education.

This statewide strategic plan shall (i) incorporate the use of best practices, which may include, but not be limited to, student-led peer-to-peer education and college recovery programs; (ii) determine and provide for the collection of statewide school data on student alcohol and substance use; (iii) facilitate institutions of higher education in developing their individual strategic plans by including networking, resources, and training materials and (iv) develop and maintain reporting guidelines for institutions of higher education individual strategic plans using mandatory requirements as a guide.

The ABC Board shall convene a group of representatives from Virginia's colleges and universities including students and directors of student health and such other members as the Board may require to make up the Virginia Institutions of Higher Education Substance Use Advisory Board. Membership on the Advisory Board shall be broadly representative of public and nonprofit private institutions of higher education. The Advisory Board shall submit an annual report to the Governor and General Assembly on or before December 1 of each year.

IV. Study Goals and Objectives

At the Commission on Youth's May 24, 2017, meeting, the Commission approved a study plan to undertake the provisions set forth in the budget amendments and to report findings and recommendations prior to the 2018 General Assembly Session.

The study plan adopted by the Commission stated:

- The Commission on Youth in cooperation with the Virginia Department of Alcoholic Beverage Control prior to the 2018 General Assembly Session will:
 - i. Identify the current substance abuse prevention and intervention programs, including programs that address recreational and illicit drug use, at colleges and universities; and
 - ii. Compile a list of best practices to be considered for Virginia's colleges and universities to implement. This may include, but not be limited to, student-initiated or student-led peer-to-peer education programs and college recovery programs.

A. IDENTIFIED ISSUES

- Colleges and universities are required by federal law to develop and implement a program to stop the unlawful possession, use, or distribution of illicit drugs and alcohol by students and employees. Each college and university must write a biennial review on its program's effectiveness. These programs do not necessarily focus on substance use prevention.
- Currently, there is no statewide compilation of campus policies or of the biennial reports completed by the colleges and universities. However, many of the policies are accessible online.
- Collaboration among colleges and universities does occur by way of the Virginia College Alcohol Leadership Council (VACALC). VACALC is a voluntary professional organization that provides leadership and professional advice regarding the prevention of high risk and hazardous alcohol, tobacco, and other drug-related behavior.
- Recent prevention methods have focused on motivational interviewing; use of screening, brief intervention, and referral to treatment (SBIRT); promotion of social norms; use of peer-to-peer education programs; implementation of harm reduction and bystander training programs; and use of recovery support programs.
- One example of a college or university program is the Gordie Center for Substance Abuse Prevention at the University of Virginia. The Gordie Center approach combines peer education, recovery support, self-assessment tools, and screening and intervention programs.
- Colleges and universities face a complex and growing problem among incoming students. According to the 2015 Behavioral Health Barometer, 9.4 percent of youth aged 12 to 17 years old are currently using an illicit drug.
- According to the 2015 National Survey on Drug Use and Health, approximately 1 in 5, or 22.3 percent, of adults aged 18 to 25, are currently using an illicit drug. Moreover, studies show that college students are more at risk of abusing substances, particularly alcohol, than are their peers who do not attend college.

B. STUDY ACTIVITIES

The Commission's approved study plan included the following activities:

- Identify and work with impacted stakeholders
 - Virginia's colleges and universities
 - Council of Independent Colleges in Virginia
 - State Council of Higher Education for Virginia
 - Substance Abuse Services Council
 - Virginia College Alcohol Leadership Council (VACALC)
 - Virginia Department of Alcoholic Beverage Control
 - Virginia Department of Behavioral Health and Developmental Services
 - Virginia Department of Education
 - Students for Sensible Drug Policy
 - Student Council Association
 - Pan-Hellenic Council
 - Related student clubs or contracted independent organizations
- Conduct extensive background and literature reviews
 - Substance Abuse and Mental Health Services Administration (SAMHSA)
 - Centers for Disease Control and Prevention (CDC)
 - National Institute on Drug Abuse
 - University of Michigan's Monitoring the Future study
 - Drug-Free Schools and Communities Act (DFSCA)
 - Literature on best practices related to student-initiated or student-led peer-to-peer education programs and college recovery programs
 - Other states' statutes, regulations, studies, and activities
- Survey and analyze Virginia's colleges and universities
 - Identify substance abuse prevention and intervention programs currently in place
 - Compile a list of best practices to be considered for implementation by Virginia's colleges and universities
- Synthesize findings of literature review and interviews
- Develop findings and recommendations
- Solicit feedback on recommendations
- Refine findings and recommendations
- Present findings and recommendations to the Commission on Youth
- Prepare final report

V. Methodology and Objectives

The findings of the study are based on several distinct research activities conducted by the Commission on Youth.

A. RESEARCH AND ANALYSIS

Commission staff worked with Virginia ABC and their Education and Prevention Section to complete the study activities. Starting in 2015, Virginia ABC began collecting needs assessments from four-year institutions of higher education. Also in 2015, Virginia ABC began an ongoing effort to compile campus policies and programs on alcohol and other drugs. Again in

2017, Virginia ABC performed a needs assessment for four-year institutions of higher education and also a needs assessment for community colleges. Additionally, in 2017, Virginia ABC collected and analyzed data from a 2017 Virginia College Alcohol Leadership Council (VaCALC) survey. Throughout this process, Virginia ABC has worked with the Commission on Youth as well as the Secretary of Education, Department of Education, State Council of Higher Education in Virginia, Virginia Association of Campus Law Enforcement Administrators (VACLEA), and representatives from four-year institutions of higher education (IHE), including vice presidents of student affairs, directors of campus life, and chiefs of campus police. Furthermore, Virginia ABC reviewed national and Virginia surveys, such as the National Survey on Drug Use and Health (NSDUH), the National College Health Assessment (NCHA), Monitoring the Future, College Life Study (CLS), College Alcohol Survey, Everfi, and the Virginia Youth Risk Behavior Survey. Also, in preparation for presenting its findings and recommendations to the Commission on Youth Work Group, Virginia ABC researched and documented the use of federal and state regulations and literature on best practices.

B. WORK GROUP

On August 31, 2017, the Commission on Youth convened a Work Group on college and university substance use prevention and intervention programs. The Work Group was comprised of eight members, including representatives from the State Council of Higher Education for Virginia, the Virginia Department of Education, Virginia ABC, the Virginia Association of Campus Law Enforcement Administrators, the Office of the Secretary of Education, the Council of Independent Colleges in Virginia, and the Virginia Community College System. The Work Group agenda included a presentation from Virginia ABC that included a study overview, survey analysis, four-year and community college needs assessments, federal and state regulations, evidence-based strategies, and solutions in development by ABC and other statewide efforts. Virginia ABC presented the following findings and recommendations:

Finding: No statewide initiative or taskforce dedicated to substance use at Virginia institutions of higher education (IHE).

Recommendation #1: Establishment of a taskforce consisting of state agencies, IHE presidents/provosts and other identified partners.

Finding: Little to no data on current college student alcohol and drug use trends and behaviors as a state.

Recommendation #2: Require campuses to collect data on behaviors, attitudes and perceptions of drug and alcohol use and submit results to statewide group.

Finding: No method of ensuring IHEs are completing their biennial reviews.

Recommendation #3: Verify IHEs are completing biennial reviews.

Finding: Inconsistency in use of evidence-based environmental and individual level strategies.

Recommendation #4: Annual development of IHE strategic plans to inform education and prevention strategies.

Following the presentation by Virginia ABC, the Work Group held a discussion to develop these recommendations. Discussion on these recommendations included use of a model similar to the Virginia Office for Substance Abuse Prevention (VOSAP). Additionally, the point was raised that currently there is no specified prevention office in Virginia. Finally, the Work Group discussed

the strengths and challenges that Virginia ABC or the State Council of Higher Education in Virginia (SCHEV) would bring to accomplishing these recommendations.

At the September 20, 2017, Commission on Youth meeting, the Commission heard a presentation from Virginia ABC, very similar to the one given to the Work Group, about their research and analysis. Commission staff also presented the Work Group's draft recommendations at the September 20 meeting. The presentation given to the Commission on Youth by Virginia ABC is provided as Appendix A. A complete listing of Work Group members is provided as Appendix B.

VI. Background

At the Commission on Youth's September 8, 2015, meeting, the Commission requested a formal presentation on substance use awareness and education programs employed by Virginia's state universities. Commission staff requested the Office of the Secretary of Education to present on this topic. At the Commission's December 8, 2015, meeting, the Honorable Anne Holton, Secretary of Education, and Dr. Linda Hancock, Director of the Wellness Resource Center at Virginia Commonwealth University, presented on this topic. In response to this presentation, the Commission adopted the following recommendation to be shared with both the Secretary of Education and the Secretary of Health and Human Resources:

Request the Secretary of Education identify the current recreational substance use awareness and education programs at state schools, including an emphasis on peer-to-peer education, and compile a list of best practices and develop a plan for state universities to implement which addresses the increased use of recreational drugs by young people on college campuses. The Secretary of Education, in conjunction with the Department of Alcoholic Beverage Control and the Secretary of Health and Human Resources, will examine what silos need to be brought together and the need for potentially mandating substance use programs at Virginia's two- and four-year schools and high schools, which may include, but not limited to, peer-to-peer programs and college recovery programs. The Secretary of Education shall make recommendations for legislation, including the feasibility of requiring colleges and universities to offer substance abuse education programs and the use of peer counselors, to the Virginia Commission on Youth prior to the 2017 General Assembly Session.

Subsequent to meeting and discussion with the Office of the Secretary of Education and stakeholders, the recommendation was amended to state the following:

The State Council of Higher Education, with input from the Secretary of Education, the Secretary of Health and Human Resources, and the Secretary of Public Safety, shall work with the Department of Alcoholic Beverage Control to identify the current recreational substance use awareness and education programs at Virginia's universities. A list of best practices will be compiled to be included in a plan for Virginia's universities to implement which addresses the increased use of recreational drugs by young people on college campuses. The effort will also examine what silos need to be brought together and the need for potentially mandating substance use programs at Virginia's two- and four-year schools and high schools, which may include, but not limited to, peer-to-peer programs and college recovery programs. A final report with recommendations for legislation shall be made to the Commission on Youth prior to the 2017 General Assembly Session.

Using the language above, Delegate Peace and Senator Favola introduced budget amendments during the 2016 Session. These budget amendments also included an appropriation request of \$25,000 to complete the work described. While the budget amendment introduced in the House made it into the Floor Approved list of amendments, it did not make it into the Conference Report, which are amendments agreed to by House & Senate conferees.

At the Commission on Youth's December 6, 2016, meeting, the Commission heard a presentation entitled "Promising Practices in Substance Use Prevention at the University of Virginia" from Susan Bruce, Director of the Gordie Center for Substance Abuse Prevention at the University of Virginia. This presentation described the work being done by the University of Virginia in drug prevention. Following the presentation, the Commission approved a recommendation similar to the one approved in 2015 by the Commission and introduced at the 2016 Session.

During the 2017 General Assembly Session, Delegate Chris Peace and Senator Bill Carrico introduced respective budget amendments, Item 146#3h and Item 146#5s, that requested that the State Council of Higher Education for Virginia work with the Virginia Department of Alcoholic Beverage Control to identify the current recreational substance use awareness and education programs at colleges and universities in the Commonwealth. The General Assembly did not adopt the budget amendments. However, at the Commission on Youth's May 24, 2017, meeting, the Commission approved a study plan to undertake the provisions set forth in the budget amendments and to report findings and recommendations prior to the 2018 General Assembly Session.

The study plan adopted by the Commission stated:

- The Commission on Youth in cooperation with the Virginia Department of Alcoholic Beverage Control prior to the 2018 General Assembly Session will:
 - i. Identify the current substance abuse prevention and intervention programs, including programs that address recreational and illicit drug use, at colleges and universities; and
 - ii. Compile a list of best practices to be considered for Virginia's colleges and universities to implement. This may include, but not be limited to, student-initiated or student-led peer-to-peer education programs and college recovery programs.

A. FEDERAL AND STATE REGULATIONS

There are a number of federal and state laws and regulations that address the issues around substance use at institutions of higher education.

Section 34 CFR 86.1 of the Drug-Free Schools and Communities Act entitled "What is the purpose of the Drug and Alcohol Abuse Prevention regulations?" states, "As a condition of receiving funds or any other form of financial assistance under any Federal program, an institution of higher education (IHE) must certify that it has adopted and implemented a drug prevention program as described in this part." Furthermore, under 34 CFR 86.100, an institution of higher education's drug prevention program must include the following:

- (a) The annual distribution in writing to each employee, and to each student who is taking one or more classes for any type of academic credit except for continuing education units, regardless of the length of the student's program of study, of –

- (1)** Standards of conduct that clearly prohibit, at a minimum, the unlawful possession, use, or distribution of illicit drugs and alcohol by students and employees on its property or as part of any of its activities;
 - (2)** A description of the applicable legal sanctions under local, State, or Federal law for the unlawful possession or distribution of illicit drugs and alcohol;
 - (3)** A description of the health risks associated with the use of illicit drugs and the abuse of alcohol;
 - (4)** A description of any drug or alcohol counseling, treatment, or rehabilitation or re-entry programs that are available to employees or students; and
 - (5)** A clear statement that the IHE will impose disciplinary sanctions on students and employees (consistent with local, State, and Federal law), and a description of those sanctions, up to and including expulsion or termination of employment and referral for prosecution, for violations of the standards of conduct required by paragraph (a)(1) of this section. For the purpose of this section, a disciplinary sanction may include the completion of an appropriate rehabilitation program.
- (b)** A biennial review by the IHE of its program to –
- (1)** Determine its effectiveness and implement changes to the program if they are needed; and
 - (2)** Ensure that the disciplinary sanctions described in paragraph (a)(5) of this section are consistently enforced.

Although completion of a biennial review is a federal requirement, there is currently no method of ensuring that institutions of higher education are completing their biennial reviews. Some schools, but not all, post information about their drug prevention programs online.

Section 99.31 of the Family Educational Rights and Privacy Act (FERPA) entitled “Under what conditions is prior consent not required to disclose information?” describes when an educational agency may disclose personally identifiable information from an education record of a student without consent. One such instance is described in 34 CFR 99.31(a)(15). This section of FERPA encourages parental involvement when a student has committed a disciplinary violation with respect to the use or possession of alcohol or a controlled substance. 34 CFR 99.31(a)(15) states:

- (i)** The disclosure is to a parent of a student at an institution regarding the student’s violation of any Federal, State, or local law, or of any rule or policy of the institution, governing the use or possession of alcohol or a controlled substance if –
 - (A)** The institution determines that the student has committed a disciplinary violation with respect to that use or possession; and
 - (B)** The student is under the age of 21 at the time of the disclosure to the parent.

Other federal laws that touch on the use of drugs and alcohol at institutions of higher education are the Jeanne Clery Disclosure of Campus Security Policy and Campus Crime Statistics Act (Clery Act) and the Violence Against Women Reauthorization Act (VAWA) – Campus Sexual Violence Act (“SaVE Act”).

The Clery Act requires institutions to disclose statistics for reported crimes based on where the crimes occurred, to whom the crimes were reported, the types of crimes that were reported, and the year in which the crimes were reported. In addition to crimes, institutions of higher education are required to report arrests and disciplinary actions issued for liquor- and drug-related violations. The Clery Act requires that institutions of higher education publish and distribute an annual security report.

Under VAWA, new students and new employees must be offered “primary prevention and awareness programs” that promote awareness of rape, acquaintance rape, domestic violence, dating violence, sexual assault, and stalking. The training programs must include the definitions of consent and physical helplessness. Both of these definitions address alcohol and drugs.

Finally, the *Code of Virginia* directly addresses the use of hazing at institutions of higher education. Section 18.2-56 indicates that the State Council of Higher Education for Virginia (SCHEV) shall have a model policy regarding the prevention of and appropriate disciplinary action for hazing. According to SCHEV’s definition, “Hazing shall include, but not be limited to, forcing, compelling, requiring, encouraging, or expecting, whether direct or implied, any individual to participate in ... forcing consumption of alcohol or any other substance, legal or illegal.”¹

B. VIRGINIA OFFICE FOR SUBSTANCE ABUSE PREVENTION (VOSAP) MODEL

The Virginia Office for Substance Abuse Prevention (VOSAP) was reorganized under Virginia ABC in 2012. The current *Code of Virginia* §4.1-103.02, “Additional powers; substance abuse prevention,” states:

It shall be the responsibility of the Board to administer a substance abuse prevention program within the Commonwealth and to (i) coordinate substance abuse prevention activities of agencies of the Commonwealth in such program, (ii) review substance abuse prevention program expenditures by agencies of the Commonwealth, and (iii) determine the direction and appropriateness of such expenditures. The Board 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 Board shall report annually by December 1 of each year to the Governor and the General Assembly on the substance abuse prevention activities of the Commonwealth.

VOSAP was originally formed as the Governor’s Office for Substance Abuse Prevention (GOSAP) in 2000 and designed to administer federal grant funds. However, under Virginia ABC it has sharpened its focus by tracking prevention activities and related costs statewide, as well as promoting health and safety across Virginia. VOSAP also focuses on high school-aged students. VOSAP operates under the Education and Prevention Section of Virginia ABC. The Education and Prevention Section has the following mission: To eliminate underage and high-risk drinking by building the capacity for communities to educate individuals and prevent alcohol misuse.

Throughout this study and during the Work Group discussion, the VOSAP model and legislation provided a framework on how to focus prevention activities for college aged students in the Commonwealth. Virginia ABC has also used their experience with VOSAP to build their expertise on substance abuse issues.

¹ The State Council of Higher Education in Virginia. *Model Policy Regarding the Prevention of and Appropriate Disciplinary Action for Hazing at Virginia’s Institutions of Higher Education*. [Online]. Available: <http://www.schev.edu/docs/default-source/institution-section/GuidancePolicy/model-hazing-policy517.pdf>. [December 2017].

VII. Study Issues

An overarching goal of this study was to build a greater understanding of how colleges nationally and in Virginia are programming and collecting data on substance use. This section summarizes the results and presents data collected by Virginia ABC.

A. NATIONAL DATA

The survey tools analyzed by Virginia ABC include the College Alcohol Survey and Everfi. The College Alcohol Survey is a national longitudinal survey on alcohol, tobacco, and other drug and violence issues at institutions of higher education that has been conducted since 1979. It provides information on how four-year colleges and universities address substance use policies and procedures, staffing and resources, support services, prevention and education, data collection and evaluation, and related issues. Everfi is an organization that provides online programs and data and advisory services designed to improve student attitudes, behaviors, and knowledge related to alcohol and other drugs.

The 2015 College Alcohol Survey examined national strategic plans for addressing alcohol and substance use issues. This survey found that 52 percent of IHEs surveyed have a formalized strategic action plan for addressing drug/alcohol issues. Of those schools that have a formalized plan, the survey found that 73 percent include measurable outcomes as part of their plan. Additionally, 54 percent of all schools surveyed responded affirmatively that their campus conducted a formal assessment of the effectiveness of its drug and alcohol prevention program. In Everfi's 2016 analysis on the topic of visible leadership, data showed that 49 percent of IHEs surveyed mention student health, safety, and/or wellness as priorities in their school's strategic plan.

Looking more specifically at the elements of what a school can do to encourage substance abuse prevention and education, the 2015 College Alcohol Survey analyzed the utilization of peer groups. Peer groups have been shown to be an effective method to promote healthy behavior and support education. According to the 2015 College Alcohol Survey, in 2015, 55 percent of IHEs surveyed state that they utilized peer groups whose primary focus is in the area of alcohol/other drug abuse. This is down from 63 percent in 2012. Another important piece in looking at education and prevention efforts is evaluating how resources are used. Among schools that have a substance abuse/alcohol education coordinator or specialist, the 2015 College Alcohol Survey found that only 10 percent of their time allocation went to drugs, and that 37 percent of their time was focused on alcohol.² The survey showed that, of the time allocation spent on drugs, 49 percent was focused on marijuana, 9 percent on synthetic drugs, 5 percent on cocaine, 5 percent on heroin, 19 percent on prescription drugs, 7 percent on over-the-counter medicines, and 6 percent on other substances.

B. VIRGINIA DATA

In order to look at Virginia schools specifically, Virginia ABC collected data through the Virginia College Alcohol Leadership Council (VaCALC) 2017 Survey. VaCALC is a professional group that works on preventing alcohol, tobacco, and other drug issues on Virginia's college campuses. Its members include the majority of private and public institutions of higher education

² George Mason University, College of Education and Human Development, Center for the Advancement of Public Health. *2015 College Alcohol Survey*. [Online]. Available: <https://caph.gmu.edu/assets/caph/CollegeAlcoholSurvey2015.pdf>. [December 2017].

in Virginia. In 2017, ABC helped complete the VaCALC survey to look at substance use programming, how data is being collected and how often, and coordinator focus and other responsibilities.

The 2017 VaCALC survey and other information collected by Virginia ABC indicate that 70 percent of four-year institutions of higher education collect some form of data on substance use. Additionally, the survey found that 50 percent of four-year institutions utilize peer educators in some fashion. In contrast to the national data, which looked at coordinator time allocation, the 2017 VaCALC survey inquired about what responsibilities are held by substance abuse coordinators. The survey found that a majority of coordinators focus on alcohol and substance abuse education and prevention as well as counselling or brief interventions. The survey also found that about half of coordinators focus on tobacco use education and prevention and that they act as advisors for peer education and health education. Furthermore, some of the coordinators are also responsible for sexual assault education, health services, counselling services, and bystander intervention. Overall, the responses paint a picture of a seemingly endless list of duties and roles that substance abuse coordinators hold.

Finally, the 2017 VaCALC survey inquired about what drugs are being covered as part of the education and prevention efforts at Virginia's institutions of higher education. All respondents indicated that marijuana was part of their education and prevention efforts. 75 percent indicated that ADHD medication was part of their efforts. Other drugs were less represented in the surveyed universities' education and prevention efforts, including ecstasy (MDMA, molly) (33 percent), cocaine (25 percent), pain relievers (25 percent), sedatives and tranquilizers (25 percent) and heroin (17 percent). These Virginia efforts somewhat mirror the national surveys, which show that the heaviest focus is on marijuana.

VIII. Findings and Recommendations

After presenting the findings and recommendations at the Commission on Youth's September 20, 2017, meeting and receipt of public comment, the Commission approved the following recommendation:

Findings:

- *No statewide initiative or taskforce is dedicated to substance use at Virginia institutions of higher education.*
- *Little to no data on current college student alcohol and drug use trends and behaviors are available as a state.*
- *There is no method of ensuring that Virginia institutions of higher education are completing their biennial reviews of alcohol and other drug programs as required by federal law.*
- *There is a great inconsistency as to the use of evidence-based environmental and individual level strategies.*

Recommendation 1:

Amend the *Code of Virginia* to add §4.1-103.02(B) to direct the Virginia Alcoholic Beverage Control (ABC) Board to establish and seek the advice of the Virginia Institutions of Higher Education Substance Use Advisory Board to develop and update a statewide strategic plan for substance use education, prevention, and intervention at

Virginia’s public institutions of higher education and nonprofit private institutions of higher education.

This statewide strategic plan shall (i) incorporate the use of best practices, which may include, but not be limited to, student-led peer-to-peer education and college recovery programs; (ii) determine and provide for the collection of statewide school data on student alcohol and substance use; (iii) facilitate institutions of higher education in developing their individual strategic plans by including networking, resources, and training materials and (iv) develop and maintain reporting guidelines for institutions of higher education individual strategic plans using mandatory requirements as a guide.

The ABC Board shall convene a group of representatives from Virginia’s colleges and universities including students and directors of student health and such other members as the Board may require to make up the Virginia Institutions of Higher Education Substance Use Advisory Board. Membership on the Advisory Board shall be broadly representative of public and nonprofit private institutions of higher education. The Advisory Board shall submit an annual report to the Governor and General Assembly on or before December 1 of each year.

IX. Acknowledgments

The Virginia Commission on Youth extends special appreciation to the members of the Work Group and to the following for their assistance on this study:

Virginia ABC
Danielle Luster
Katie Weaks

Identifying Substance-Use Prevention & Intervention Programs at Virginia's Colleges & Universities

Katie Weaks, LPC, Education & Prevention Manager
Danielle Luster, M.A., Education & Prevention
Coordinator

September 20, 2017

Virginia Department of Alcoholic Beverage Control | Education and Prevention Section



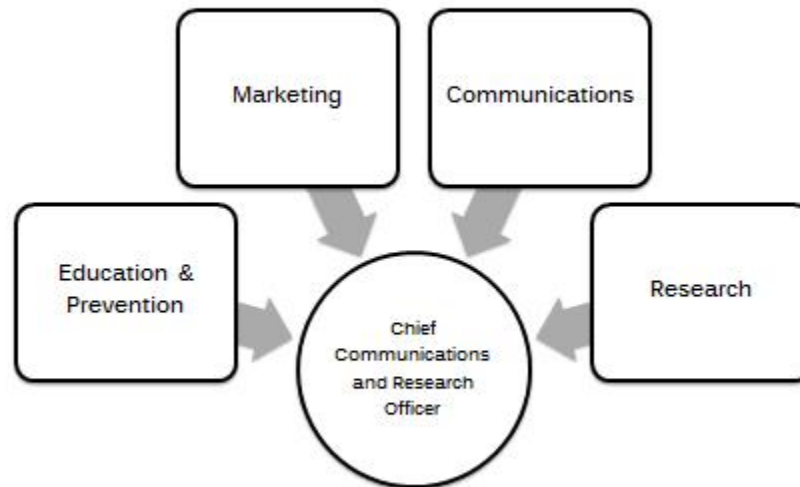
Definitions

- **IHEs:** Institutions of Higher Education
- **EPS:** Virginia ABC's Education and Prevention Section
- **VaCALC:** Virginia College Alcohol Leadership Council

Virginia Department of Alcoholic Beverage Control | Education and Prevention Section



Virginia ABC



Virginia Department of Alcoholic Beverage Control | Education and Prevention Section




Education & Prevention Section Mission

To eliminate underage and high-risk drinking by building the capacity for communities to educate individuals and prevent alcohol misuse.

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Education & Prevention Programs

| Youth | College | Licensee | Other |
|---|---|---|---|
|    <p>Being Outstanding Leaders Together AGAINST DRUGS AND ALCOHOL</p>   |  <p>Higher Education Alcohol & Drug STRATEGIC UNIFIED PREVENTION</p> |  <p>Responsible Sellers & Servers Virginia's Program</p>  <p>Managers' Alcohol Responsibility Training</p>  |   |

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Higher Education Alcohol & Drug
STRATEGIC UNIFIED PREVENTION

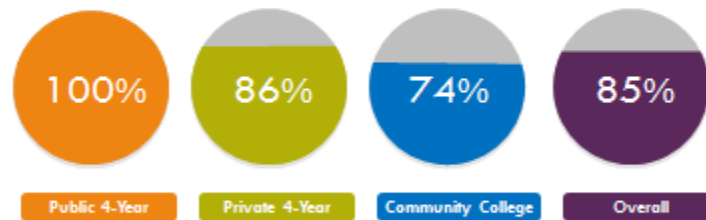
Goal

To strengthen and support the mission of healthy and safe campus-communities through strategic initiatives, resources and capacity building.

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Virginia ABC EPS Institution Engagement since 2013



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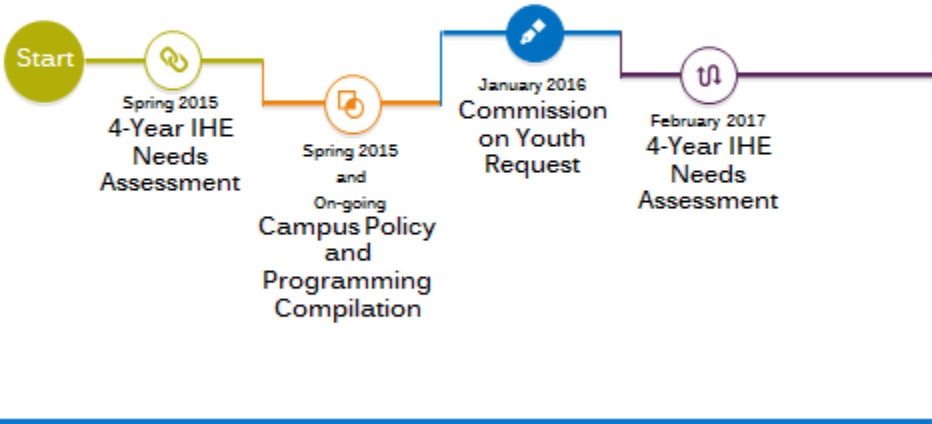
Study Goals

1. Identify the current substance-use education and prevention programs at Virginia's IHEs
2. Benchmark Virginia's IHEs against best practices nationally
3. Develop recommendations for Virginia's IHEs to implement
4. Examine what silos need to be brought together

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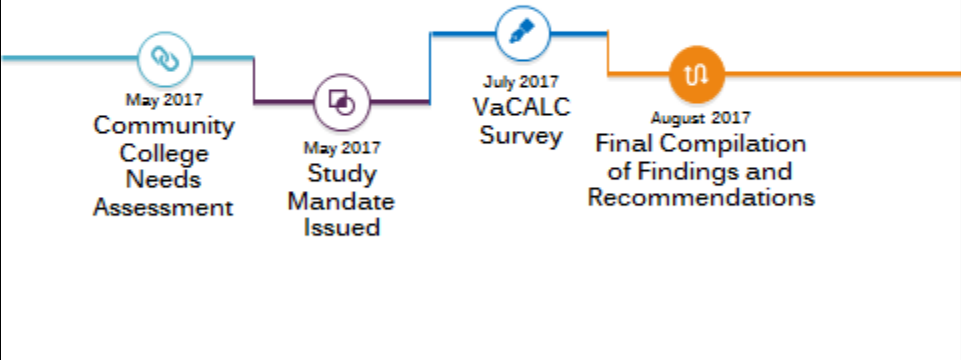


Study Overview



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Study Overview



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Contributors

- Commission on Youth
- Secretary of Education
- Virginia College Alcohol Leadership Council (VaCALC)
- Virginia Community College System
- Four-Year IHEs
 - Vice Presidents of Student Affairs
 - Directors of Campus Life
 - Chiefs of Campus Police
- Virginia Association of Campus Law Enforcement Administrators (VACLEA)
- State Council of Higher Education in Virginia
- Department of Education

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College Students and Substance Use

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Definitions

- **SAMHSA:** The federal Substance Abuse and Mental Health Services Administration
- **DBHDS:** The Virginia Department of Behavioral Health and Developmental Services
- **NIAAA:** National Institute on Alcohol Abuse and Alcoholism
- **NIDA:** National Institute on Drug Abuse

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Survey Tools

- **National Survey on Drug Use and Health (NSDUH):** Conducted annually by SAMHSA. In Virginia, a valid sample of individuals representing each of five regions of the state is interviewed.
- **Virginia Youth Risk Behavior Survey:** Through a five-year grant provided by the Centers for Disease Control and Prevention, the Department of Health in collaboration with the Virginia Foundation for Healthy Youth, with support from the Department of Education, administer a survey about the health risk behaviors of youth every odd-numbered year in randomly selected Virginia public schools.

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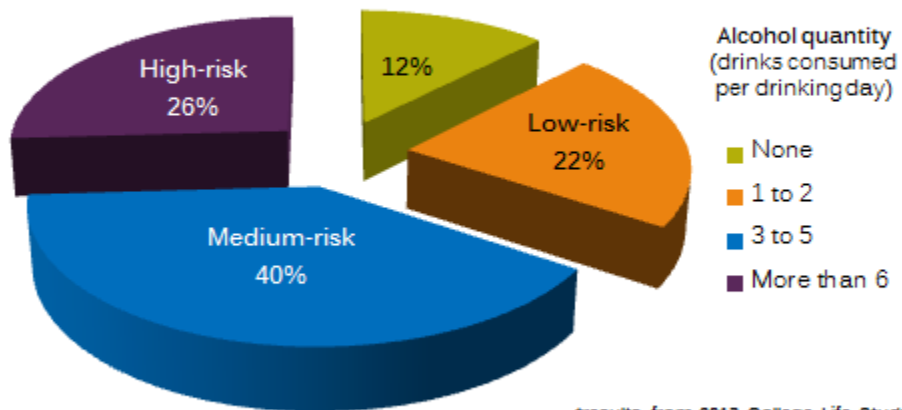
Survey Tools

- **National College Health Assessment (NCHA):** American College Health Association's NCHA allows campuses to collect data on behaviors, attitudes and perceptions of drug and alcohol use in addition to other health habits and behaviors.
- **Monitoring the Future:** A national, ongoing study of the behaviors, attitudes, and values of American secondary school students, college students, and young adults funded by the National Institute on Drug Abuse.
- **College Life Study (CLS):** Funded by the National Institute on Drug Abuse, the CLS aims to increase knowledge on a broad range of health-related behaviors of college students, including illicit drug use, problematic drinking, nonmedical use of prescription drugs and involvement in high-risk behaviors.



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Arrival of First-Year Students

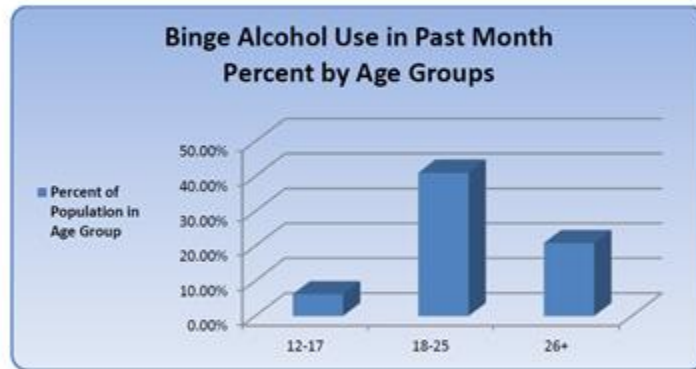


*results from 2013 College Life Study



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18-25 Virginians

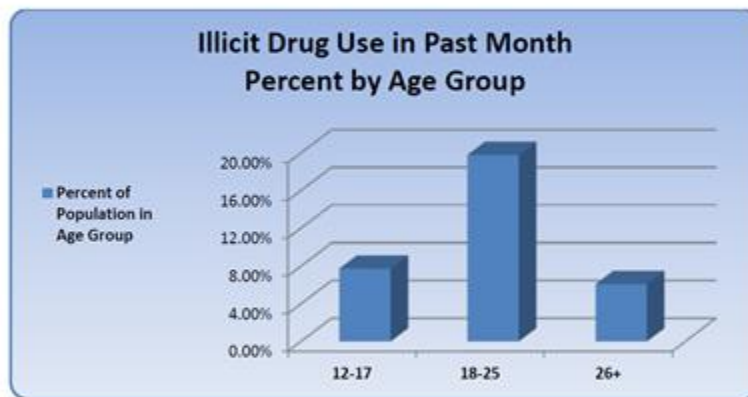


*chart from 2015 DBHDS Biennial Report to General Assembly



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18-25 Virginians

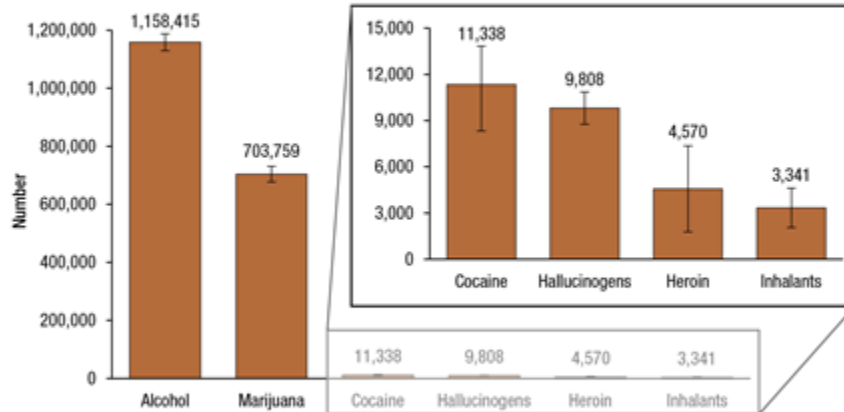


*chart from 2015 DBHDS Biennial Report to General Assembly



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Number of full-time college students aged 18 to 22 who used alcohol or illicit drugs on an average day

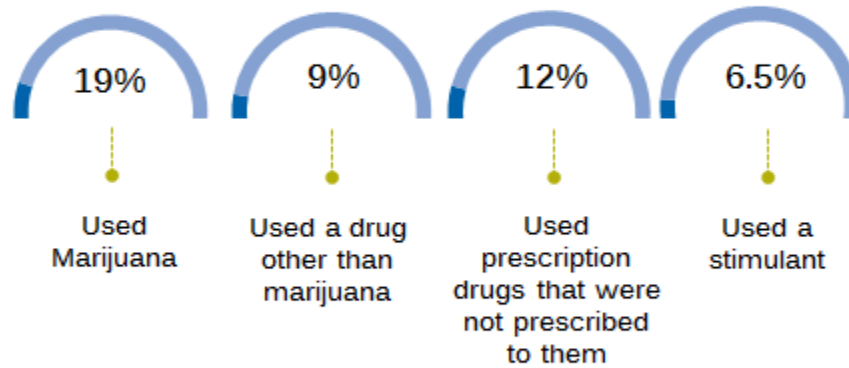


*results from 2011-14 NSDUH Data



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Illicit Drug Use in Last 30 Days Nationally



*results from 2016 Spring NCHA



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Alcohol Use in Last 30 Days Nationally

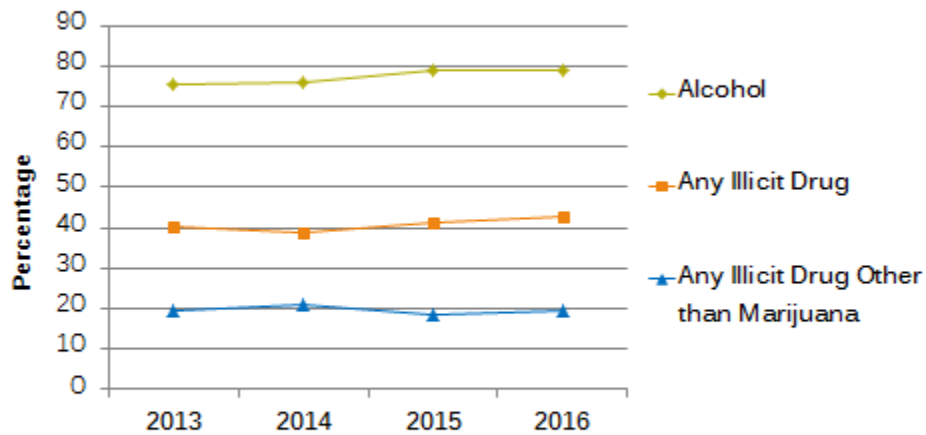


*results from 2016 Spring NCHA

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Annual Substance Use Over Time



*results from 2013-16 Monitoring the Future

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Impact for Students



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Substance Use and the Brain

- The brain is still developing until the early twenties
- Can lead to acute cognitive problems such as difficulty concentrating and sleep disturbances
- The hippocampus, an area of the brain crucial to learning and memory, is adversely affected by adolescent alcohol use
- Regular marijuana users perform poorer on performance tests of learning, cognitive flexibility, visual scanning, error commission, and working memory



*collegedrinkingprevention.gov

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Substance Use and Academic Performance/Retention

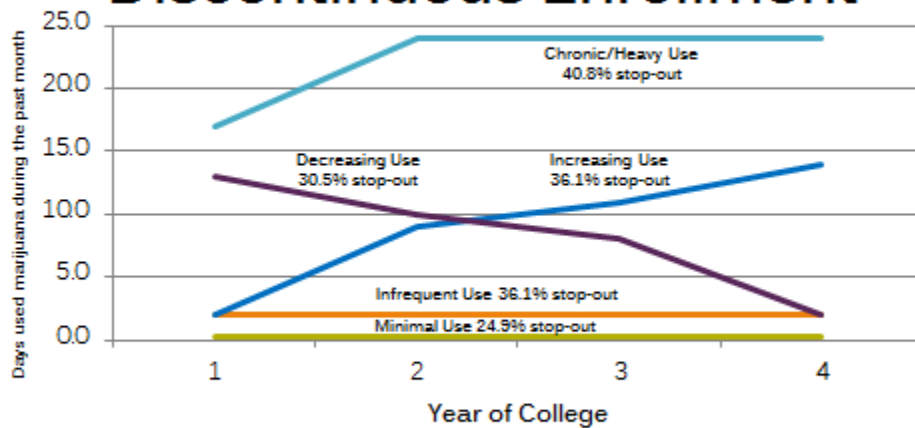


*results from 2013 College Life Study



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Marijuana Use and Discontinuous Enrollment

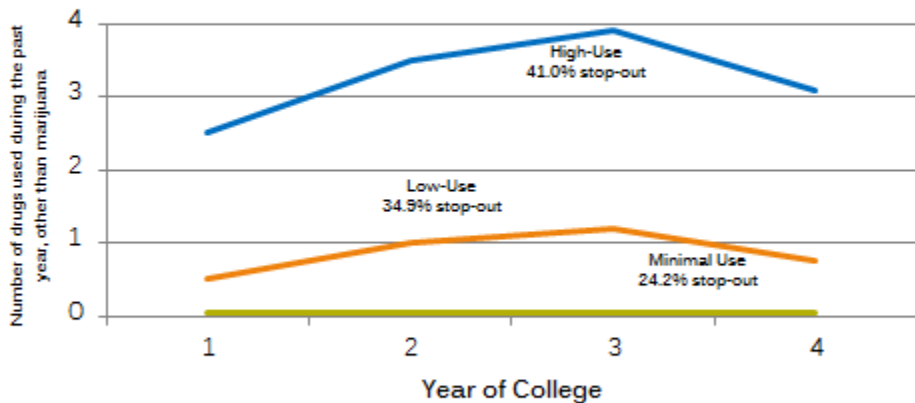


*results from 2013 College Life Study



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Other Drug Use and Discontinuous Enrollment



*results from 2013 College Life Study

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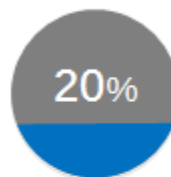
Additional Consequences



Students per year experience alcohol related sexual assault or date rape



Report academic consequences from drinking



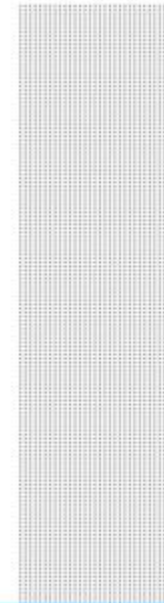
Meet the criteria for an Alcohol Use Disorder

*NIAAA

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Federal and State Regulations



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Governing Policies

Drug Free
Schools and
Communities Act
—
Federal

Family
Educational
Rights and
Privacy Act
—
Federal

The Clery Act
—
Federal

VAWA SaVE Act
—
Federal

Hazing Policy
—
State

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DFSCA Mandates (1986)

- **Deliver Annual Notification**
 - Content
 - Students/Employees
 - Annual distribution
- **Implement AOD Prevention Program**
- **Perform Biennial Review (1990)**
 - List program activities and policies
 - Evaluate program and policy effectiveness

Drug Free
Schools and
Communities Act
—
Federal

FERPA Disclosures (1974)

FERPA permits a school to disclose personally identifiable information from education records without consent when if the school determines that the student has committed a disciplinary violation with respect to that use or possession and the student is under 21 years of age at the time of the disclosure to the parent.

Family
Educational
Rights and
Privacy Act
—
Federal

The Clery Act Requirements (1990)

- The Clery Act requires colleges and universities to disseminate a public annual security report (ASR) to employees and students every October 1st.
- This ASR must include statistics of arrests and disciplinary actions issued for liquor and drug law violations.

The Clery Act

Federal

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VAWA SaVE Act (2013)

- Under VAWA (1994), new students and new employees must be offered "primary prevention and awareness programs" that promote awareness of rape, acquaintance rape, domestic violence, dating violence, sexual assault, and stalking.
- The training programs must include the definitions of consent and physical helplessness:
 - Consent: ... "This includes incapacitation through the use of drugs or alcohol. Intoxication is not the same as incapacitation."
 - Physical helplessness ... "Physical helplessness may be reached through the use of alcohol or drugs."

VAWA SaVE Act

Federal

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Hazing Policy (2006)



Code of Virginia - § 18.2-56.
Hazing unlawful; civil and
criminal liability; duty of
school, etc., officials; penalty.

- 13) Forcing consumption of
alcohol or any other
substance, legal or illegal;

Hazing Policy
State

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The Commonwealth of Virginia

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Survey Tools

- **College Alcohol Survey:** A national longitudinal survey on alcohol, tobacco, other drug and violence issues at institutions of higher education. Conducted since 1979, these results include how four-year colleges and universities address policies and procedures, staffing and resources, support services, prevention and education, data collection and evaluation, and related issues.
- **Everfi:** Provides online programs, data and advisory services to improve student attitudes, behaviors and knowledge around alcohol and other drugs.



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Virginia IHEs



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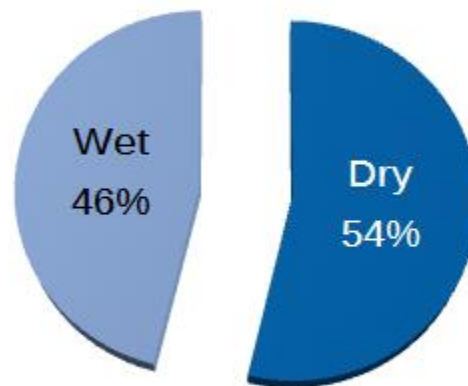
Community Colleges

- 2-year colleges
- Wide range of age groups
- Non-residential with commuter students
- No counseling services on campus
- Fewer resources than 4-year IHEs
- Limited research on what works best

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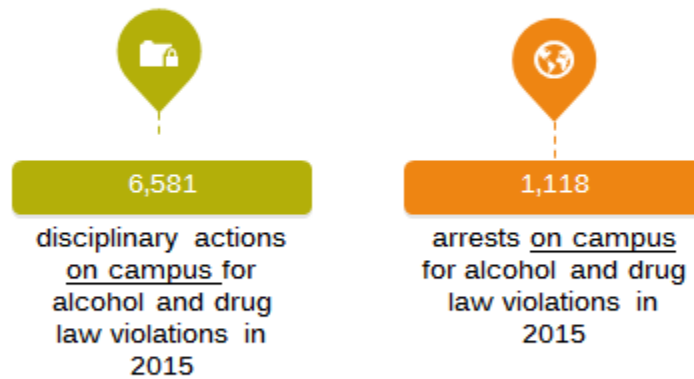
Alcohol Allowed or Not Allowed



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Drug/Alcohol Arrests and Violations in Virginia: 2015

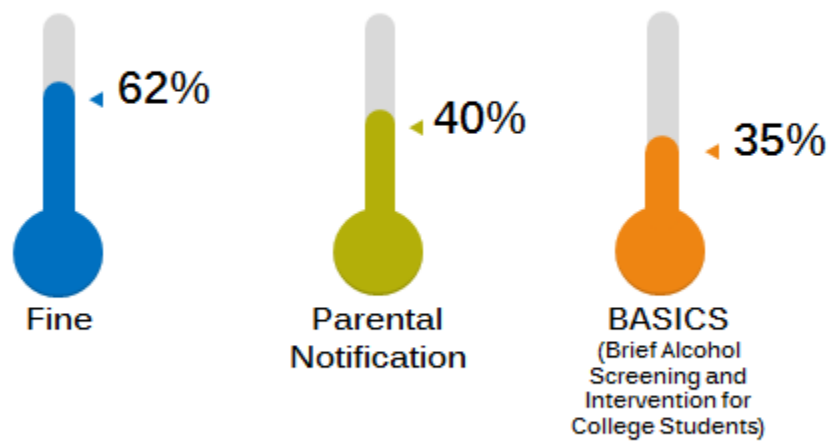


*2015 Virginia Clery Data

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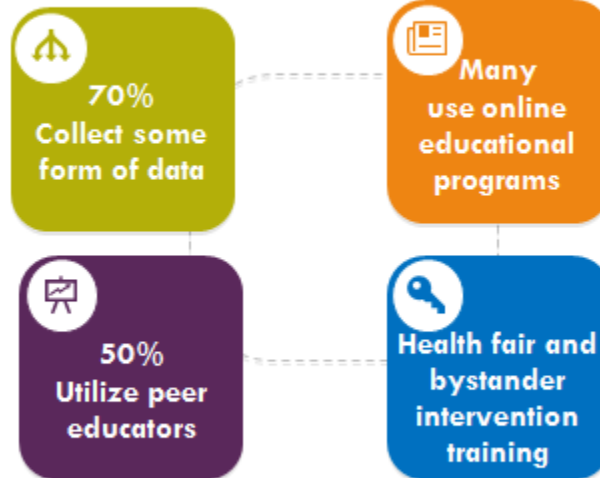
Sanctions at Four-Year IHEs



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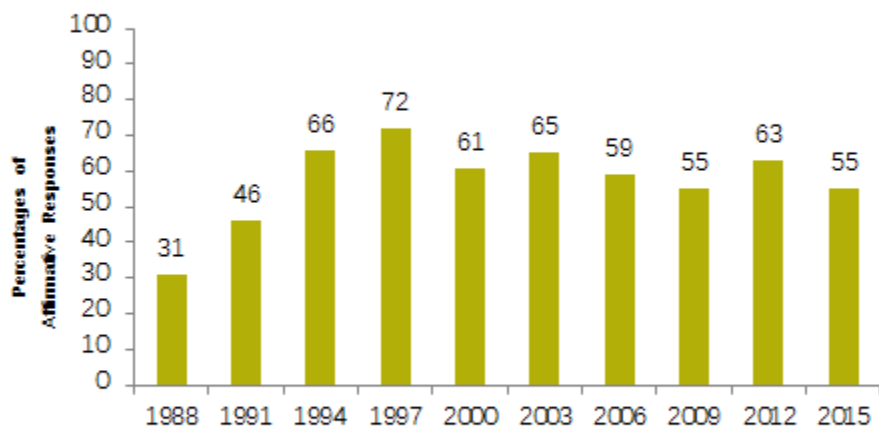
Programming at 4-Year IHEs



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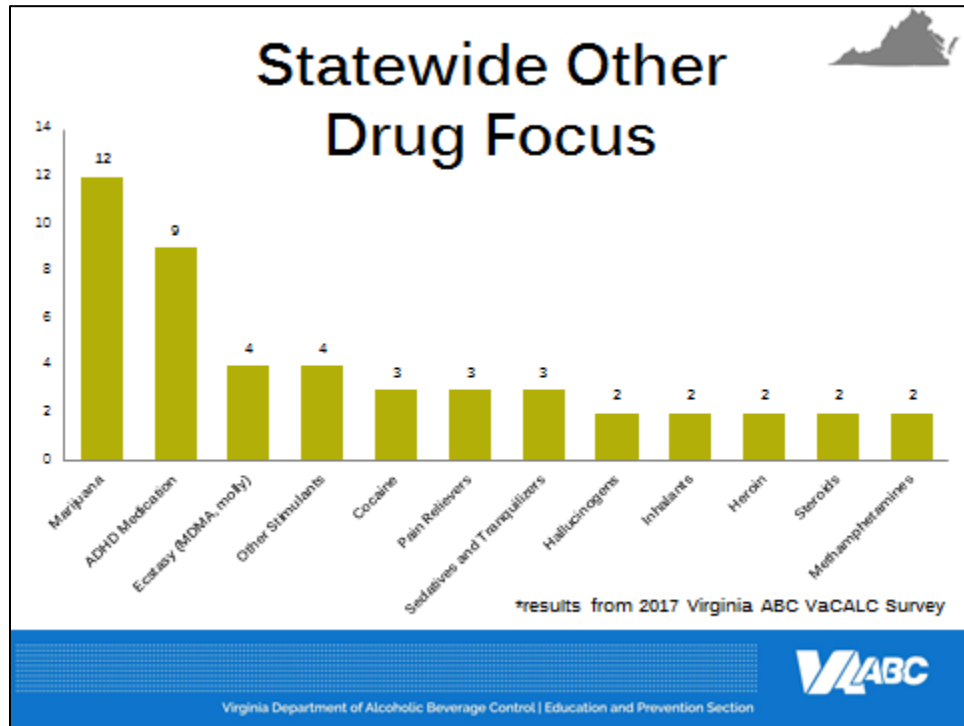
National Use of Peer Groups



*results from 2015 College Alcohol Survey

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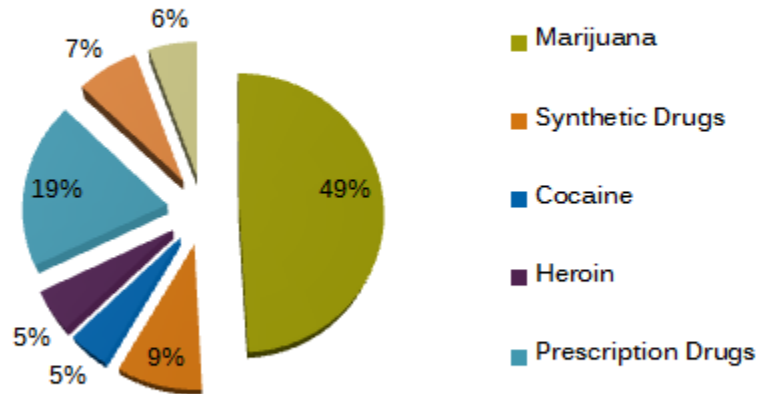
Statewide Other Drug Focus

| Drug | Percentage Responding Yes |
|--|---------------------------|
| Marijuana | 100% |
| ADHD Medications | 75% |
| Ecstasy (MDMA, Molly) and Other Stimulants | 33% |
| Cocaine, pain relievers, sedatives and tranquilizers | 25% |
| Heroin, hallucinogens, inhalants, steroids, methamphetamines | 17% |

*results from 2017 Virginia ABC VaCALC Survey

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National Coordinator Time Allocation With Drugs Area

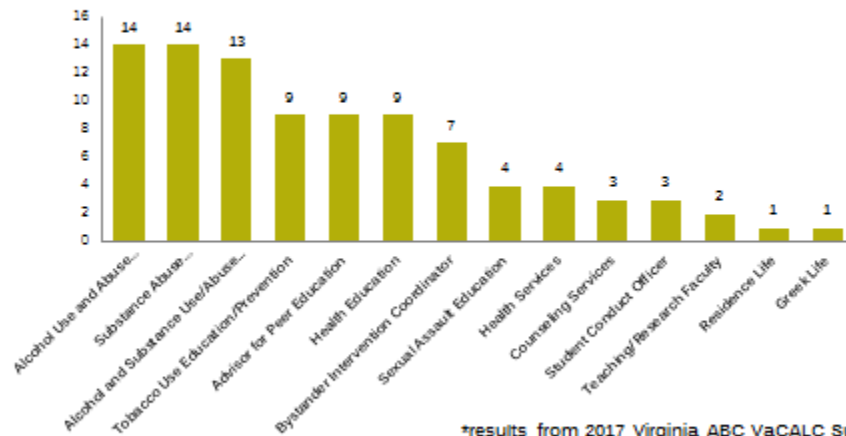


*results from 2015 College Alcohol Survey



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Statewide Coordinator Responsibilities

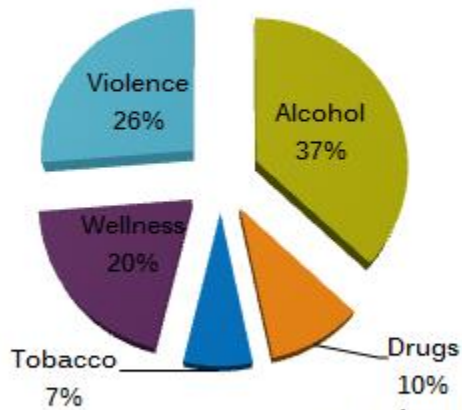


*results from 2017 Virginia ABC VaCALC Survey



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National Coordinator Time Allocations

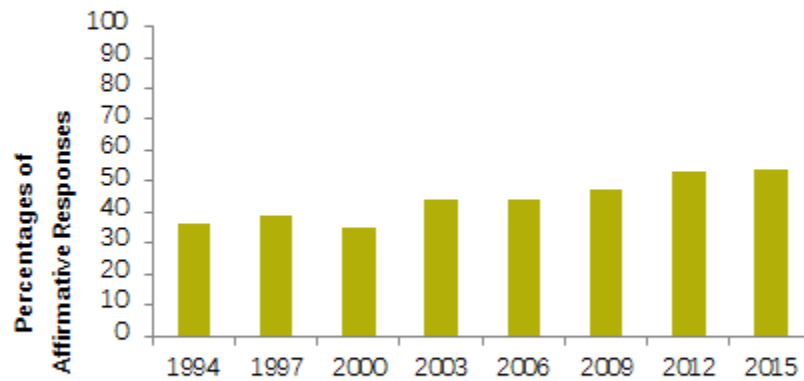


*results from 2015 College Alcohol Survey

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National Implementation of Survey on Effectiveness of Programming

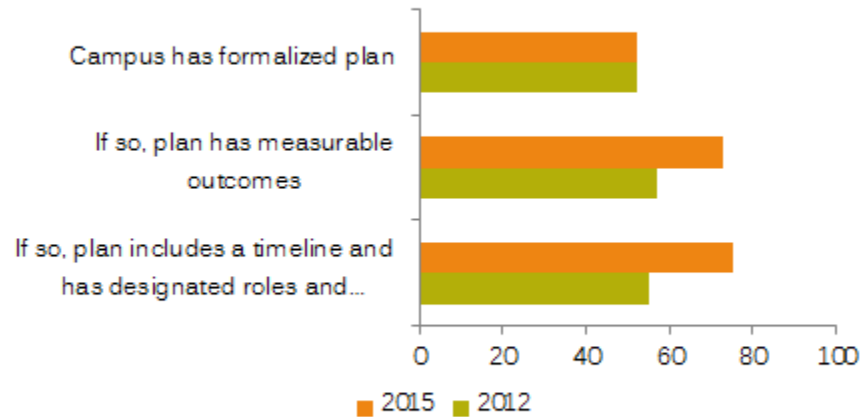


*results from 2015 College Alcohol Survey

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National strategic plans for addressing alcohol and substance abuse issues



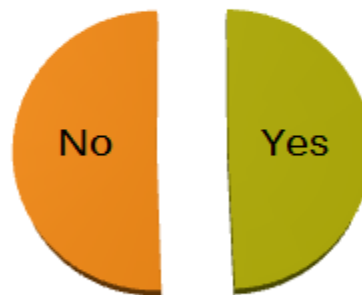
*results from 2015 College Alcohol Survey

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Visible Leadership on the Issues

Are student health, safety, and/or wellness mentioned as priorities in your institution's strategic plan?



*results from 2016 Everfi Survey

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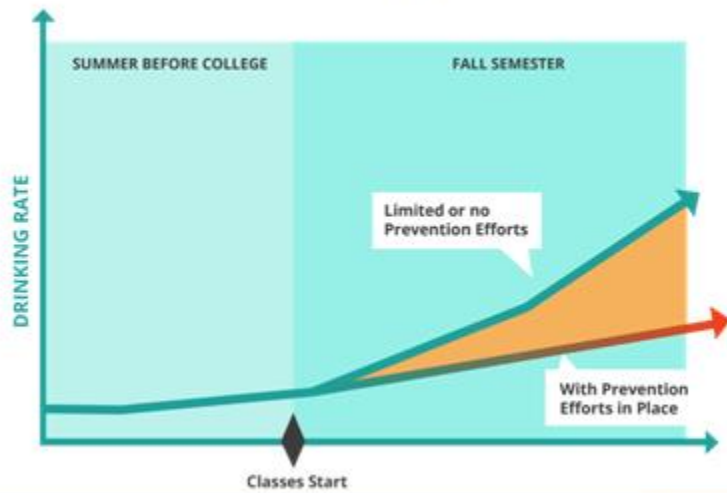


Evidence-Based Strategies



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The “College” Effect

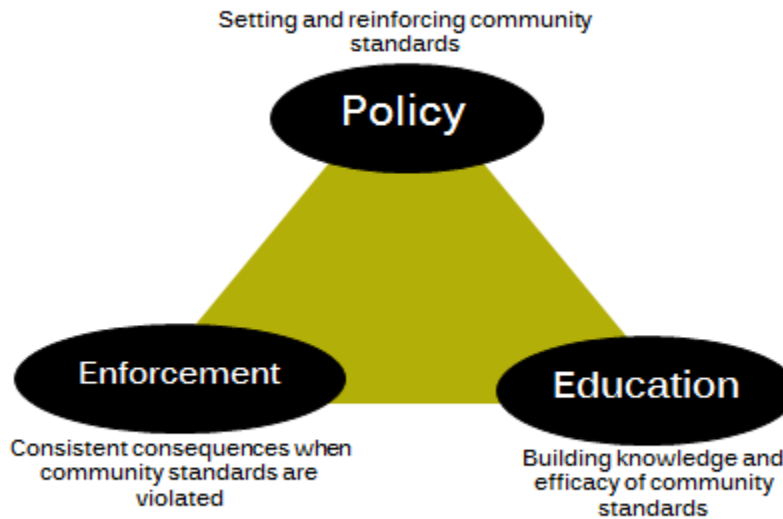


*Everfi



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Systematic Approach to Prevention



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College AIM



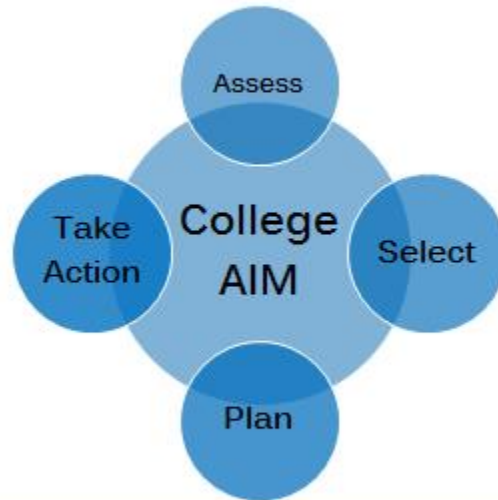
- Identify strategies most likely to reduce drinking and its harmful consequences
- See how their current strategies compare with other options
- Find new, research-based strategies to consider
- Select a combination of approaches that meets the needs of their students and campus
- Focuses on alcohol. Some strategies can also incorporate other drugs

*NIAAA

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College AIM



*NIAAA College AIM

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Environmental vs. Individual Strategies

Environmental

- Focus on population level change
- Focus on the social, political, legal and economic context of alcohol related problems
- Long term focus on policy development

Individual

- Focus on behavior and behavioral change
- Focus on relationship between the individual and alcohol related problems
- Short term focus on program development

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Examples of Environmental and Individual Level Strategies

Environmental

- Consistent messaging between campus and community
- Reduce the availability of alcohol
- Enforce 21 drinking age
- Licensee responsibility

Individual

- Normative re-education
- Skills training
- BASICS
- Brief motivational intervention
- Alcohol EDU
- Expectancy Challenge
- Parent-based communication

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Partners in Prevention Missouri Case Study



Annual data collection



Annual strategic plan



Monthly meetings and annual training



Campus-Community coalition



President/Chancellor Memorandum of Understanding



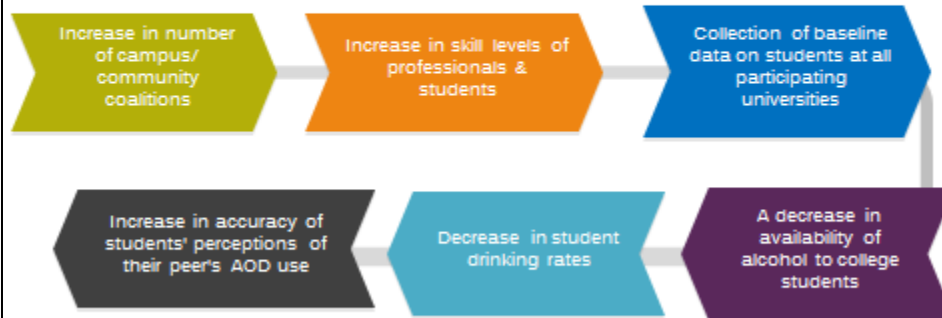
Completion of Biennial Review and DFSCA regulations

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Missouri Partners in Prevention Case Study

Overall: 8% reduction in binge drinking rate



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Prevention is a Long-Term Game: The University of Iowa (2009-2015)

Problem: In 2009, 70% of UI students engaged in high-risk drinking in the past two weeks – compared with 33% of college students nationally.

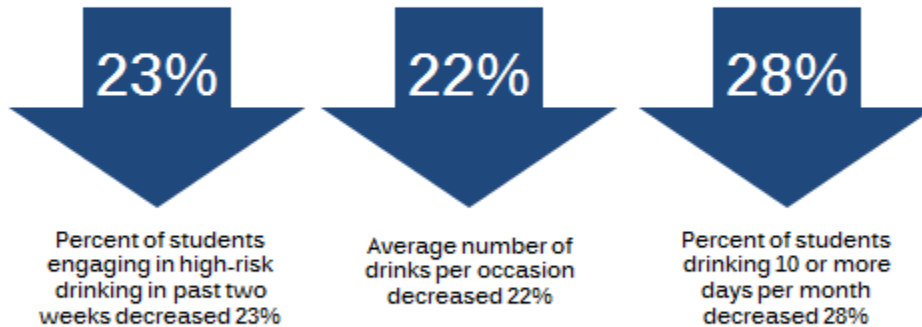
Solutions:

- Presidential Commitment
- Establishment of a campus and community task force
- Data collection to inform progress and strategic goals
- Initiation of three-year strategic plans
- Implementation of individual and environmental evidence-based strategies

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Prevention is a Long-Term Game: The University of Iowa (2009-2015)



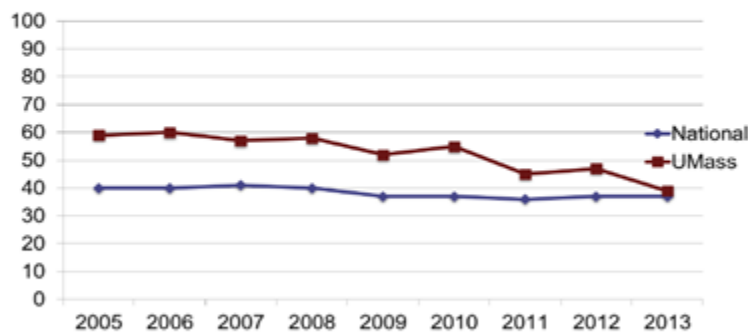
*The University of Iowa 2017

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Prevention is a Long-Term Game UMassAmherst (2005-2013)

Number Of Binge Drinking Events In The Past Two Weeks



*University of Massachusetts Amherst

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Solutions in Development



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Virginia ABC Evidence-Based Solutions



- Outlet density
- Alcohol taxes
- Dram shop liability
- Limited days/hours of sale
- Enforcement of laws prohibiting sales to minors
- Responsible beverage service training
- Strategic prevention programming



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Vision for the Future



Strategic Planning

Define clear and identifiable measures, develop common statewide goals and implement effective education and prevention programming across Virginia's campuses.

Networking and Resources

Create uniformed, statewide education and prevention messaging across campuses, enhance networking and provide free resources to support campus efforts.

Training

Increase the capacity of campuses to address high-risk drinking by providing a variety of trainings to identified groups.



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Other Statewide Efforts

- **Department of Criminal Justice Services (Center for School and Campus Safety)**
 - Training and technical assistance to Title IX coordinators and Campus Police/Security/Safety
 - Clery Act
 - Title IX
 - VAWA
- **Virginia Association of Campus Law Enforcement Administrators (VACLEA)**
 - Training and professional development
- **Virginia Department of Motor Vehicles**
 - Alcohol and Impaired Driving Grant
- **Virginia National Guard Counterdrug Taskforce**
 - Prevention, Treatment and Outreach program working with state and community partners



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Thank you!

Virginia ABC Education and Prevention Section

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www.abc.virginia.gov



VirginiaABCEducationAndPrevention



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Sources

- 2015 Virginia Youth Risk Behavior Survey: (<http://www.vdh.virginia.gov/content/uploads/sites/69/2016/12/2015VAH-Summary-Tables.pdf>)
- The College Life Study: (<http://www.cls.umd.edu/>)
- 2015 DBHDS Biennial Report to General Assembly: (<http://www.dbhds.virginia.gov/library/substance%20abuse%20services/2015biennialreportonsubstanceabuseservices.pdf>)
- 2016 Monitoring the Future Study – College Students and Adults: (http://www.monitoringthefuture.org//pubs/monographs/mtf-vol2_2016.pdf)
- SAMHSA's "A day in the life of college students aged 18 to 22": (https://www.samhsa.gov/data/sites/default/files/report_2361/ShortReport-2361.html)
- NCHA Survey Reference Group Report, Spring 2016: (<http://www.acha-ncha.org/docs/NCHA-II%20SPRING%202016%20US%20REFERENCE%20GROUP%20DATA%20REPORT.pdf>)



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Sources

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(<https://pubs.niaaa.nih.gov/publications/collegefactsheet/Collegefactsheet.pdf>)
- 2015 College Alcohol Survey:
(<https://caph.qmu.edu/assets/caph/CollegeAlcoholSurvey2015FinalResults.pdf>)
- Everfi "Institutionalizing Effective Prevention":
(<https://campuspreventionnetwork.com/resources/from-the-top-down-to-the-bottom-up-institutionalizing-effective-prevention/>)
- Everfi "Campus Alcohol Policies and Their Impact on Student Drinking":
(<https://everfi.com/campus-alcohol-policies-and-their-impact-on-student-drinking/>)
- College Alcohol Intervention Matrix:
(<https://www.collegedrinkingprevention.gov/CollegeAIM/>)
- Missouri Partners in Prevention Case Study: (http://hecaod.osuedu/wp-content/uploads/2015/03/Missouri_PIP_casestudy.pdf)
- University of Iowa 2016-19 Alcohol Reduction Plan:
(<https://vp.studentlife.uiowa.edu/assets/Alcohol-Ham-Reduction-plan-Final-2016-2019.pdf>)



Identifying Substance Use Prevention and Intervention Programs at Virginia's Colleges and Universities

Work Group Members

| | |
|---|--|
| <p>Peter Blake State Council of Higher Education for Virginia</p> <p>Jo Ann Burkholder Virginia Department of Education</p> <p>Carrie Caumont Council of Independent Colleges in Virginia</p> <p>Danielle Luster Virginia ABC</p> | <p>Nathalie Molliet-Ribet Office of the Secretary of Education</p> <p>Dana Schrad Virginia Association of Campus Law Enforcement Administrators</p> <p>Heather Sorrell Virginia Community College System</p> <p>Katie Weaks Virginia ABC</p> <p>Commission on Youth Staff: Amy Atkinson Will Egen</p> |
|---|--|