THE COMMISSION ON

VASAP

Virginia Alcohol Safety Action Program

VASAP Business Analysis:

Final Report

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Executive Summary

The **Performance Management Group** conducted a business analysis of the **Commission on Virginia Alcohol Safety Action Program** at the recommendation of the VASAP Advisory Board with the approval of the Commission on VASAP. The business analysis examined data collected from directors through open-ended interviews and virtual response forms. General findings indicated that challenges and opportunities for system efficiency vary by site location and regional affiliation, with programs renting office spaces or serving rural areas with multiple jurisdictions experiencing the greatest financial strain. Although interview discussions highlighted the tremendous adaptation and resourcefulness of ASAP leaders, an assessment of financial statements from the last five years indicates that fiscal stability remains a significant concern. This report presents the data obtained during this analysis and offers a summary of identified themes, opportunities, and recommendations.

Introduction

The Performance Management Group (PMG) in Virginia Commonwealth University's L. Douglas Wilder School of Government and Public Affairs conducted a business analysis for the Commission on Virginia Alcohol Safety Action Program (VASAP) at the recommendation of the VASAP Advisory Board with the approval of the Commission on VASAP.

VASAP is comprised of a network of 24 locations or ASAPs across the Commonwealth, the locations of which are detailed in Appendix C. The Code of Virginia states that the Commission on VASAP shall establish and ensure compliance with minimum standards and criteria for ASAP performance and operations, accounting, auditing, public information, and administration for the local alcohol safety action programs. The commission shall also oversee ASAP plans, operations, and performance and a system for allocating funds to cover any deficits in ASAP budgets. Their mission is to improve transportation safety by decreasing the incidence of driving under the influence of alcohol or other drugs and thereby reducing the number of crashes and fatalities.

ASAPs provide probationary oversight of persons convicted of driving under the influence (DUI). They monitor offenders, serve as the liaison of the court, and offer programs and classes to deter DUIs and decrease crashes. Local ASAPs are strategically located to serve communities of varying sizes and demographics. More details about the ASAPs can be found in Appendix D. ASAPs receive day-to-day guidance from a director who reports to a local policy board (LPB). These LPBs serve a variety of functions including providing operational oversight, supervising the director, and establishing local, internal operational policies and procedures.

Methodology

PMG staff interviewed all 24 ASAP directors from September 16, 2020 through September 25, 2020. All interviews were conducted either by phone or Zoom virtual teleconferencing. The local directors did not receive the questions in advance of the interviews. Instead, they received a letter from the Commission on VASAP State Executive Director, Ms. Angela Coleman, announcing the strategic plan and business analysis intent and introducing PMG as the contractor. This letter described the directors' role in helping to find promising solutions to system efficiency and working together with PMG and the commission to position local ASAPs for the future. Directors were asked to complete a virtual form ahead of their interviews as well. This form collected information about each location's staffing levels, operational capabilities, characteristics of courts served, service and program delivery changes in response to COVID-19, and any other information the directors found to be relevant. The full questionnaire form is available in Appendix B.

Interview Themes

During the interviews, directors discussed the various factors affecting their daily work and goals that included geographic location, VASAP uniformity and standardization, relationship with organization entities, fiscal stability, and the unprecedented COVID-19 pandemic. This section summarizes interview findings through these emerging themes and their corresponding sub-categories. The full list of interview questions is available in Appendix A.

Alcohol Safety Action Program (ASAP) directors tend to remain in their locations for a number of years. It was reported that 37.5 percent of directors have worked 21 years or more with their ASAP office. Additionally, 26 percent reported working in the ASAP office for 1-5 years. For the remaining directors, four percent have been with their ASAP for 16-20 years and 13 percent between 6-15 years. It is worth noting that the majority of the directors have either worked in their ASAP for decades or just a few years.

The most common concerns expressed by ASAP directors were:

1) Declining client base and revenues
2) Need for uniformity and standardization
3) Unsustainable office/organizational structure under which they currently function

Interview responses show the sincere desire of all directors to continue serving their clients while recognizing the challenges ahead. The goal of this report is to provide a summary of the interview and financial analysis findings and offer recommendations focused on long-term viability.

ASAP Location

Office location has a tremendous impact on operational capacity as well as service delivery. Interview responses revealed discrepancies between programs serving rural and urban areas related to client access and broadband availability. Additionally, ASAP affiliation and differences in policy board oversight appeared to have potential implications for program staffing and spending.

Disproportionate Barriers for Rural Clients

Many directors of rural locations discussed the significant travel time required to and from court as well as the strain for clients to reach their offices for in-person meetings and training. It was reported that many clients in these areas lack access to transportation, making it difficult to meet court requirements of in-person services at central locations. Clients utilize public transportation more frequently in urban areas. The shift to online service has eased this historical inequity of client travel. However, directors reported that a significant portion of clients in rural parts of the Commonwealth still experience additional barriers that make accessing online services challenging. These difficulties include limited to no internet access and an overall lack of computer knowledge. Clients in all locations with low-income levels are also less likely to be able to access online services. However, the ability to access the internet via cell phone in urban areas with greater cell phone service coverage may provide more alternatives for urban clients.

Broadband Availability

Approximately 75 percent of the offices reported having high-speed or high-quality broadband service. Several locations with better service are affiliated or co-located with county government or other similar organizations. The remaining offices, many of which are in southwest and southeast Virginia, reported less than acceptable broadband service. Some stated their service was slow, expensive, and in the Valley

ASAP, non-existent. In southwest Virginia, it was reported that some staff travel to their office's respective courthouses to utilize their WIFI service. Others with connection issues may utilize their own home service or "hotspot" for access. High-quality broadband service seemed to benefit programs that reported high levels of technological literacy among their staff and clients. However, directors of programs in more rural areas indicated that increased broadband availability would not remove all barriers as many of their instructors and clients are unfamiliar with online learning platforms and do not have broadband access at home.

Staffing: Hiring, Quality, and Compensation

Many directors expressed a need for more staff. They discussed their inability to fill open positions due to administrative constraints or funding issues. Directors cited the disparity in staff salary and benefits related to whether they were an independent entity or aligned with another entity such as a county or sheriff's office. Regarding the hiring process, offices operating under county or other organizational umbrellas reported having to navigate through an additional administrative layer. Additionally, several programs in rural areas reported challenges in recruiting and selecting qualified staff to fulfill required job responsibilities. Administrative office tasks such as paying bills and office rental fees or responding to human resource needs all require additional staff processing time if the office is not affiliated with a government sponsor. These challenges were especially pronounced in sites responsible for serving multiple jurisdictions of varying distance from their offices.

Building & Classroom Space

The number of satellite offices and classroom space across all offices has decreased over the years. Only five of the 24 sites still have a satellite office. The use of shared space within local facilities has increased over time. Six offices have received permission from their local judge or court staff to utilize the courthouse for temporary office space. Directors of these sites acknowledged that this partnership helps offset the usual cost of rent. Additionally, the proximity allows ASAP clients to be matched with their service providers at the time of sentencing. As mentioned above, these courthouse offices also have high quality internet service. Existing ASAP partnerships with courthouses have proven to be cost-effective while optimizing resources and enhancing responsiveness of services. The Commission on VASAP may want to consider exploring opportunities to build long-term partnerships with courthouses across the state.

It was reported that satellite offices have recently closed due to their inability to cover the exorbitant cost of rent, a claim supported by several ASAP directors who cited rental payments as their highest expense. Eight ASAP locations, which is 33 percent of the ASAPs, have purchased their sites. Two ASAPs, John Tyler at Chester and Chesapeake Bay at Virginia Beach, have used their funds to pay off their mortgages. These ASAPs, as well as those with partially paid mortgages, have more controlled facility costs. This may provide some financial relief and stability compared to those who are renting their locations. A list of ASAP locations that own building space can be found in Appendix F.

Directors also discussed concerns regarding available classroom space. In several instances, directors mentioned that office or classroom space once offered for free in places such as community colleges now require a fee. Directors also noted the growing lack of free space for classes. Currently, no offices share space with another ASAP office serving different areas.

Diversity, Equity, and Inclusion

When asked "How is the growing emphasis on issues of diversity, equity, and inclusion (DEI) affecting your office?", most directors stated that it has not significantly affected their offices. In some cases,

directors appeared to be unaware of any change in focus. Multiple directors reported that their offices were diverse and staff relationships were generally good. Several locations mentioned a need for bilingual staff or interpreter services to meet the needs of all communities in the area. When responding to this question and several others throughout the interviews, many directors mentioned access as an equity concern. They discussed their clients' transportation challenges due to socioeconomic issues, lost licenses, lack of public transit options, or the geographic distance between clients and their office, as mentioned above. Directors stated uniformly that their focus is on client satisfaction and providing the required services and programs.

Fiscal Stability

Many directors stated that their own budgets are the biggest obstacle to client success. The inability to hire case managers, purchase electronic applications and keep up with processing tasks are daily obstacles. Directors identified several factors they believe contribute to their current financial strain. However, since 2008, the Commission on VASAP has opted to absorb only a small proportion of fees from ASAP locations and covering various program supply costs—support that has proven essential for ASAPs that have been operating with less fiscal stability. A State Share of Fees Summary can be found in Appendix I.

Stagnant Fee Structure

There is clear agreement that the current fee structure does not provide sufficient support for core programs and necessary staffing. As the most recent fee structure analysis did not yield consensus to increase fees, the fees have remained static since 1986. Despite ongoing financial assistance from the Commission on VASAP, many directors attributed their inability to fill office vacancies to the lack of revenue generated from fees. These vacancies affect overall efficiency as they were considered necessary to meet client satisfaction. Multiple offices have exceeded the operating standard of 300 clients per case manager, with some case managers serving 400-500 clients. Directors also discussed their inability to offer sufficient pay for staff. When asked about potential solutions, many directors shared the belief that the fee should be increased. They claimed this would provide the resources and staffing needed to improve efficiencies, effectiveness, and customer outcomes. The stagnant fee structure and its impact on VASAP's long-term fiscal stability are discussed further in the Financial Analysis section.

Court Waiving of Fees

Another concern is the inability to collect fees. The Virginia code allows judges to waive fees for clients demonstrating financial need. Waivers have especially increased during the pandemic, with the upward trend of cases and economic impacts suggesting this practice will likely continue into the 2021 fiscal year. Some respondents felt that overall ASAP cases had been declining prior to the pandemic.

Cannabis and Other Drug Cases

Several offices stated that judges were allocating cannabis and other drug cases to them as well. Many of these referrals appear dependent upon the judge and whether alternative programs for these drug cases exist in the jurisdictions where the ASAP office is located. Yet recent legislation decriminalizing cannabis possession— downgrading the offense from criminal to civil and decreasing fines from $500 to $25—limits this potential opportunity. Furthermore, public officials recently announced the proposal of legislation to legalize cannabis across the state of Virginia. In this case, VASAP may explore options for providing new preventative programming for youth and families who will likely be more exposed to cannabis should it become more widely available.

COVID-19 Costs

Most directors discussed financial issues that have impacted them since the start of the COVID-19 pandemic. They shared concerns about the decreased number of cases they have received in 2020. They also reported that classes are below capacity due to COVID. A few mentioned not having enough instructors to meet the demand now that classes are online and not all instructors are technologically savvy. As the COVID-19 pandemic emerged as an interview theme, additional impacts are discussed in the section below.

COVID-19 Pandemic

Directors uniformly stated that this was a unique time in their tenure due to Covid-19. All noted the ways in which they have had to change their leadership styles and actions in response to the pandemic. Interview responses suggest directors have exhibited good leadership and adopted an adaptive management approach.

Changes Due to COVID-19

Across all offices, the pandemic caused many administrative and programmatic practices to change. The following is a list of the pandemic-caused changes affecting ASAP offices:

- Decrease in client referrals due to court closures
- Limiting small purchases/expenses (paper, office supplies) during time of lost revenue
- Shift from face-to-face to virtual contact including training and classes
- Development and implementation of new office and client safety protocols in compliance with public health measures
- Client use of unfamiliar technology (i.e. scanning and sending documents) requiring extra staff time and troubleshooting
- Unexpected purchase(s), i.e. masks, electronic applications, and door cameras
- Sharing office responsibilities among all staff, such as answering the phone(s)
- Teleworking caused drastic changes including employee supervision and monitoring of attendance, as well as the need to provide supports for remote work (laptops, hotspots, etc.)

In general, face-to-face client contact has been eliminated or greatly reduced. Those touchpoints have been replaced with either phone or virtual contact. Clients without access to broadband are using internet at other locations or come to drop off paperwork in-person. Intake and client evaluation have also moved to either over the phone or virtual. While these changes ensure safety for all, remote evaluation appointments and classes are more difficult as case managers are not fully able to discern client wellbeing or needs. Additionally, directors noted that staff morale has been impacted by these challenging and uncertain times.

ASAP Response to COVID-19

Many directors discussed the impact of the court closures at the start of the pandemic. This led to a dramatic reduction in cases for approximately three months. All offices reported shifting some, if not all services and programs to online platforms. Although the shift allowed them to continue serving clients, many directors shared concerns regarding missing revenue from the reduced or eliminated number and capacity of in-person classes. Many of the ASAP directors reported having good relationships with the judges and court staff. Almost all offices reported remaining open during the pandemic, though many shifted staffing and limited or eliminated public access for safety reasons.

Directors reported offering a wide range of required in-person services. Offices that provided breath alcohol tests prior to the pandemic have stopped this service but plan to resume when deemed safe. Offices requiring urine screening temporarily halted this activity due to safety concerns but have since resumed this screening. Many directors reported their offices moved to online forms, drop-box systems, and mail as methods for collecting client paperwork while reducing staff contact. Some offices chose to mail forms to clients instead, which increased their costs. However, many administrative tasks, such as processing restricted licenses, signing certification paperwork, and interlock installment, must be conducted in-person. Some classes, such as DMV driver improvement, also remain in-person. As mentioned previously, however, most training has shifted to virtual platforms. Sessions that are still being offered in-person have roughly 50 percent fewer clients than usual, leading to a monetary loss as course fees are used to pay the flat-rate instructor fees. Many directors reported reallocating their budgets to continue paying instructors. In locations where the Department of Motor Vehicles has electronic completion, no face-to-face contact is necessary. Finally, many sites still accept payment in-person for those without a credit card. This need is more common among rural sites as not all clients in these jurisdictions have access to credit cards.

Adaptations for the Future

Directors shared that the Covid-19 pandemic has caused them to re-think how they serve clients and conduct daily business. Everyone discussed some aspect of their location's adaption to the virtual space as all locations transitioned to either 100 percent online classes or a hybrid version for their clients. Many see online services as an important change that should remain available to clients even after the pandemic. For those with internet access, the move to a virtual environment has decreased or eliminated client travel time. This has been especially beneficial for out-of-state clients and those in remote areas. However, virtual classes are challenging for some clients due to no or insufficient internet access and low technological literacy levels. One director estimated that about 15-20 percent of their clients are not technologically literate. Therefore, some classes are still in-person but only at half-capacity, which lessens revenue.

COVID Relief Funds

Interestingly, fifteen ASAP locations received short-term payroll cash flow assistance through the 2020 Paycheck Protection Program (PPP), with John Tyler, Chesapeake Bay, and New River sites receiving the largest proportion of loans. The Commission on VASAP reports that several programs have recently received additional PPP funds for 2021. While this assistance may offset future program supply costs, there appears to be an unequal distribution of federal loans. For example, ASAP locations demonstrating financial vulnerability received less COVID relief funding than offices reporting higher cash reserves and annual revenue (In some cases, several sites showing a net profit loss in 2019 received no PPP relief (see Figure 2 in the Financial Analysis section). A detailed list of the 2020 PPP Loan Recipients can be found in Appendix G.

System Efficiency

Directors offered valuable suggestions when it came to planning for VASAP's future. Despite the challenges that lie ahead, many directors were able to identify promising opportunities for greater system efficiency. These solutions, along with their potential limitations, should be considered as VASAP works to improve overall efficiency, effectiveness, and outcomes.

Transition to Online Services
Across the board, directors stated that the move to an online environment has been a positive element of the pandemic and ASAP should keep online evaluation and classroom training moving forward. Directors also indicted that office staff have learned to work from home or remote environments. Yet they also expressed a need for more online training for staff to support this transition long term. Directors stated that successful virtual work environments have not lessened the need for administrative staff or case managers, but rather it has changed how they work. All ASAP locations still need to have staff in the office to perform a range of tasks including answering phones, collecting forms and cash payments, and processing other documents. While responses varied slightly by site, the shift to online services has resulted in generally positive customer outcomes and satisfaction.

With regards to payment, the shift to a virtual environment has increased efficiency through credit card payments. Some clients have been willing to absorb the $2.00 extra fee to pay electronically via Virginia Interactive. However, this transition should be approached with caution when considering the more vulnerable populations served by ASAPs in rural populations. Resources should be set aside to address the additional barriers experienced by these clients.

Investment in Technology
The pandemic has exposed and amplified system inefficiencies. For many offices, the shift to virtual platforms has highlighted the older ASAP computer systems. If this shift is to become permanent, then planning for routine system replacements and upgrades is critical to office efficiency. Similarly, directors reported a need for more uniform systems to support data input. Several directors noted the different, varied systems for scanning data. Moving to fewer systems would help improve efficiency and effectiveness of operations. Standardizing procedures and operations, such as accounting, across all ASAPs would also be helpful. This could eliminate current problems with refund processes from one office to another.

Another programmatic aspect that directors discussed was the interlock system. They stated that this is a time-consuming procedure and requires a lot of staff involvement in both installation and monitoring. This situation exposes what some directors called the “three-legged stool” of court, the Department of Motor Vehicles (DMV), and ASAP. In many locales, these entities have not historically worked together or coordinated well, hence lowering efficiency. Directors stated there is increased transaction time between the entities when in-person signatures or approvals are needed.

Uniform Administrative Processes & Programs
There was widespread agreement in the responses that more uniform approaches to client service is necessary to improve system efficiency. The current non-uniformity is attributed to the local policy boards, which influence program administration. Interview respondents cited little standardization of administrative processes across the 24 offices. Examples of the non-uniform approaches are as follows:

- Client enrollment
- Client transfer
- Drug screening – some ASAPs handle drug screening in-house and others send samples to an external lab, which is a higher cost to the client.
- Face-to-face versus online administrative activity
- Programming offered at each office and ability to accept cases related to cannabis and opioids

Aligned with the non-uniform processes listed above are the differences between offices in which programs are administered. Some offices take in cannabis convictions, some do not. This variation is typically due to the local court system and what programs are available, such as drug courts. The local

judges assign these cases based on that availability. Cannabis cases are now listed as misdemeanors and as Virginia moves towards legalizing the sale and possession of cannabis, the case numbers will likely decrease. Standardizing processes for cannabis related cases may not be a worthwhile pursuit.

Uniform Central Organizing Entity

There exist several models of local office structure. Many of the independent offices are without suitable staff support systems or benefits structure that enables these offices to compete with salary for qualified staff or maintain office health and staff well-being. The current office structure models across the Commonwealth are as follows:

- Completely independent
- Modified independent with counties or other entity managing their financial accounts (fiscal agent)
- Offices under a city or county government

The issue of the central organizing entity is of paramount importance to the directors. Many believe ASAP is so closely aligned with state government that it should be housed somewhere within state government. This action, some said, would stabilize the funding streams, set uniform policy, staff and office guidelines and increase programmatic credibility.

Regionalization

Many directors avoided the question of a reduced number of ASAP locations, although some did discuss potential regionalization. While a few interview respondents welcomed the idea, several vigorously opposed it due to concerns about client travel time, particularly in rural communities. Those who believed it could be a viable way to streamline services and increase efficiency conceded this point as well, but also indicated that the move to virtual environments would help this office reduction strategy. None of the directors offered a model for regionalization.

Financial Analysis

PMG reviewed the financial documents for the 24 ASAP programs from 2015 to 2019. PMG also received information from the Commission on VASAP regarding the fees they received from ASAPs from 2012 to 2020. The focus of the analysis was the revenue (mostly from client fees), personnel costs, and the program net income/loss. PMG did not have access to a detailed breakdown of either the revenue (e.g., income by service type) or personnel costs (e.g., expenses by job function) for comparing financials across the programs. Therefore, in the analysis, assumptions were made that the various service type fee structures are the same to make comparison of programs possible. The same applies to personnel costs; 23 of the 24 programs provided some employment categorization for 2019 such as full-time, part-time, contractor, and instructor but it was not consistent on how part-time employees and instructors were reflected in the responses.

In reviewing the financial and 2019 service type information provided to PMG, several other factors were considered in determining the viability of the various programs. These factors included alcohol sales, broadband availability, population demographics, and poverty rate for the localities within a program. Other than alcohol sales by locality, the analysis did not identify any clear indicators that correlated with the financial and service type information. For example, Southwest Virginia has the highest poverty rate (average of 22.8 percent) and the lowest number of service types in 2019 (874). The region covering the Bull Run program has the highest population growth rate (18.8 percent) yet is

5th highest in the number of service types by ASAP. Broadband availability is not a viable metric for identifying which programs sustainability services can be deployed online because availability of broadband in a region does not guarantee an ASAP client has reliable access to it.

It should be noted that when comparing programs, the five years of historical financials show the fees the Arlington ASAP collects do not cover its expenses and the County provides funds to cover the losses. The charts reflect the income and losses of the programs without the subsidies, as it would skew the analysis when comparing programs.

VASAP Service Type Fees

Net profit margin measures how much net income is generated as a percentage of revenues received. It can also assist in assessing whether a company's management is generating enough profit from its sales and whether operating costs and overhead costs are being contained. It is one of the most important indicators of a company's overall financial health. In 2019, only ten ASAPs had a positive net profit margin[1] (NPM). The Southwest Virginia ASAP had a NPM of 0.02 percent, which was the lowest of the programs making a profit. The Court-Community Corrections ASAP had the highest NPM of all the programs at 14.02 percent, yet ranked eighth when sorted by revenue. As NPM measures profitability and containment of costs, this program likely has expenses well under control as compared to the other locations. The Fairfax ASAP had the highest revenues in 2019 yet ranked ninth in NPM and fifth in the number of service types. The higher than normal personnel costs in Northern Virginia explains this variance, as Fairfax ASAP has the highest personnel costs of all ASAPs even though they rank third in number of employees. The program net profit margin for each ASAP in 2019 is shown in figure 1 and table 1 below.

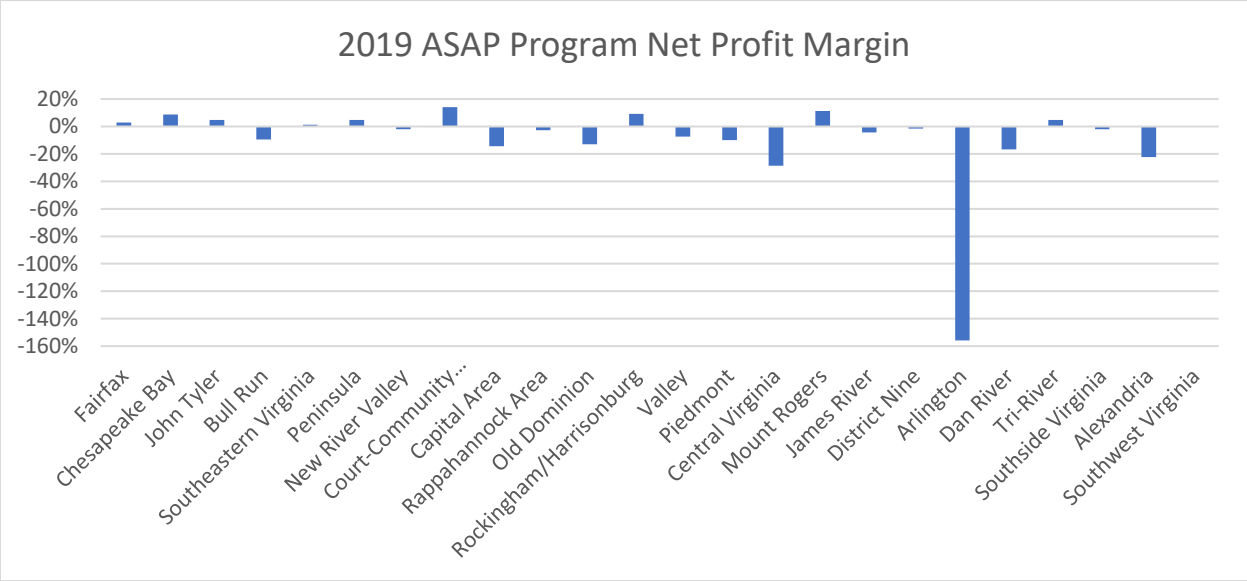


Figure 1. ASAP Program Net Profit Margin 2019.

[1] Net profit margin is calculated as net income divided by revenue

ASAP Location	Net Profit Margin
Court-Community Corrections	14.05%
Mount Rogers	11.36%
Rockingham/Harrisonburg	9.31%
Chesapeake Bay	8.65%
Tri-River	4.87%
Peninsula	4.76%
John Tyler	4.74%
Fairfax	2.90%
Southeastern Virginia	1.20%
Southwest Virginia	0.02%
District Nine	-1.54%
Southside Virginia	-1.93%
New River Valley	-2.05%
Rappahannock Area	-2.66%
James River	-4.40%
Valley	-7.42%
Bull Run	-9.38%
Piedmont	-9.96%
Old Dominion	-12.90%
Capital Area	-14.40%
Dan River	-16.78%
Alexandria	-22.33%
Central Virginia	-28.58%
Arlington	-155.92%

Staff at some of the programs reported attempts to increase fees in the General Assembly have not been successful. Increasing costs without a corresponding fee increase combined with a propensity of courts to waive program fees is not a sustainable business model. Instead, finding an alternative income source to cover the participant costs of the program would be more sustainable. Relying on grants to supplement revenues is an option but requires additional work from already limited resources within a program. Creating a shared pool of funds from more profitable ASAPs is likely a more sustainable model.

The 2019 financial data indicates a large number of programs are operating at a loss and historical trends indicate this is not likely to change unless there is a fundamental change in the fee structure of the program.

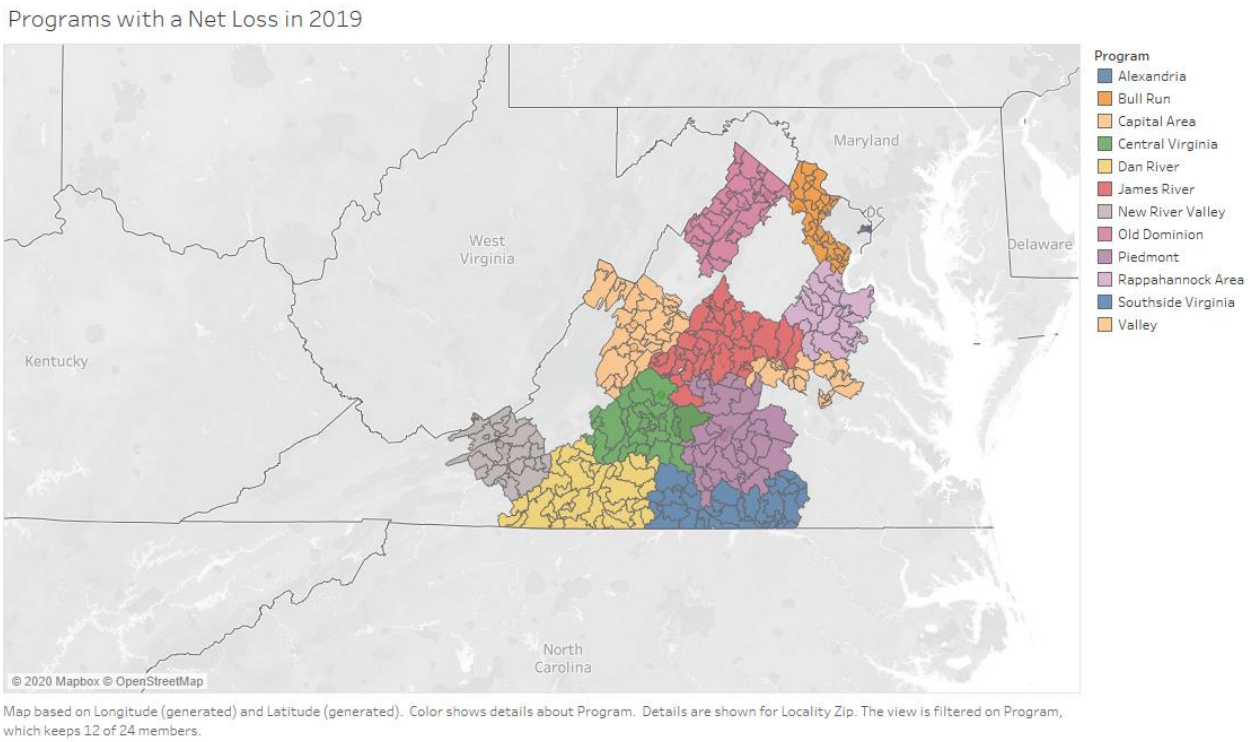


Figure 2. ASAP Programs with a Net Loss in 2019.

ASAP Location	Net Loss
Arlington	$ (407,588)
Bull Run	$ (96,388)
Central Virginia	$ (89,378)
Capital Area	$ (83,566)
Old Dominion	$ (60,196)
Alexandria	$ (44,797)
Dan River	$ (39,561)
Piedmont	$ (31,715)
Valley	$ (25,090)
Rappahannock Area	$ (14,434)
New River Valley	$ (13,880)
James River	$ (12,507)
District Nine	$ (4,263)
Southside Virginia	$ (4,147)

Table 2. ASAP Programs with a Net Loss in 2019

Net loss is defined as revenue minus any expenses including personnel costs. The locations noted on the map in figure 2 and table 2 had a net loss in 2019, which indicated their expenses exceeded their revenue. Fourteen ASAPs experienced a net loss in 2019, which is 58% of all locations. If this trend

continues, ASAPs may not be able to provide appropriate staffing to meet its mandates. The Arlington ASAP had a net loss of $407,588 in 2019, which was the highest loss of all ASAPs. The location with the least amount of loss was the Southside Virginia ASAP at $4,147. The map indicates that a large number of the locations with losses are in the southern part of the state where access was discussed as a major barrier for clients. Also, there are locations in northern Virginia where expenses, such as rent, are much higher and can provide greater financial challenges for the site.

Cash Reserves

Revenues for many of the ASAPs have declined over the past several years. Some have been able to cut expenses to minimize the impact of lower fees but there are limitations on how much can be cut while still providing services to the clients. There are eight programs with cash reserves that are unlikely sufficient to cover losses beyond 2025. These ASAPs, along with the projected reserves depletion year, are listed below:

- Alexandria ASAP (2024)
- Bull Run ASAP (2025)
- Capital Area ASAP (2024)
- Central Virginia ASAP (2025)
- Dan River ASAP (2023)
- Old Dominion ASAP (2023)
- Piedmont ASAP (2025)
- Valley ASAP (2021)

These regions are also shown in figure 3, below. All of these locations experienced net losses in 2019 as well. Five of the locations with dwindling cash reserves, Alexandria ASAP, Capital Area ASAP, Central Virginia ASAP, Piedmont ASAP, and Valley ASAP received PPP loans as documented in Appendix G. The funds may slow the burn of cash reserves but do not provide long-term sustainable support. Finding other sources or avenues of support is an immediate concern due to the community impact if these sites did not exist. Should these locations become unsustainable, the client base in the southern and northern areas of the Commonwealth would not have reasonable access to these services.

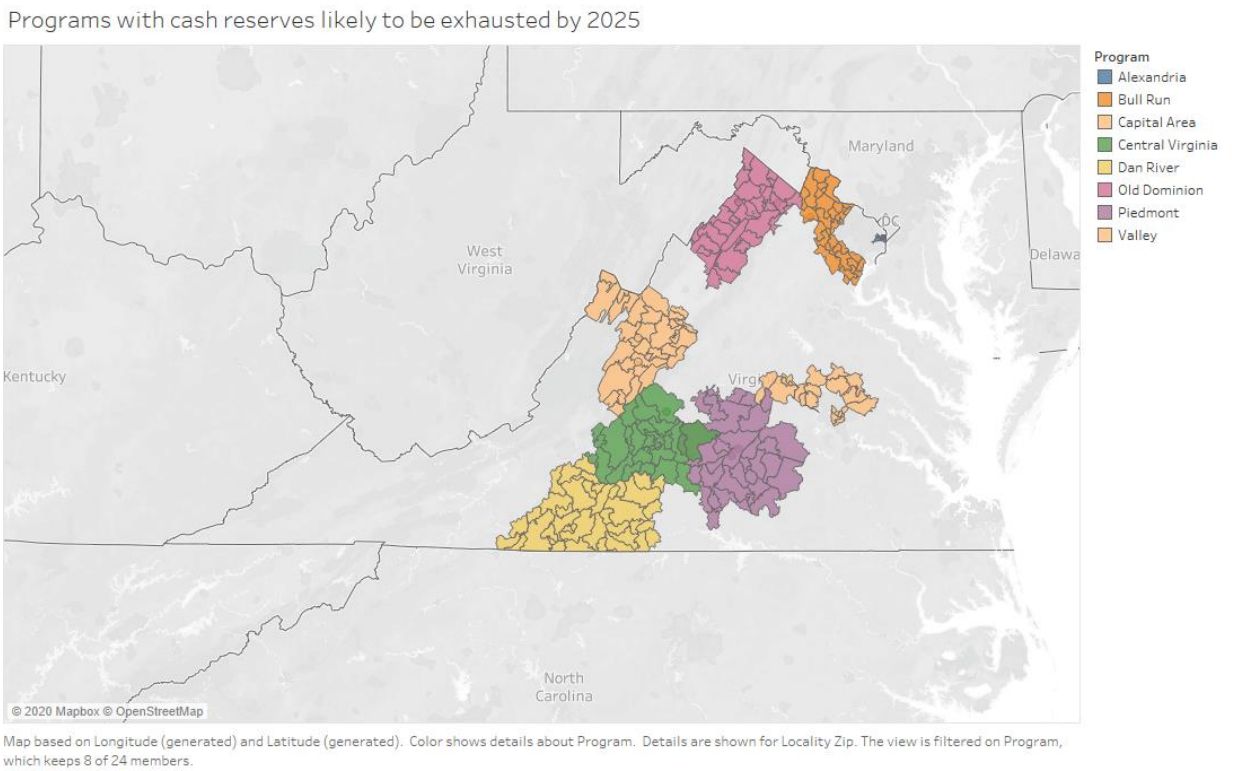


Figure 3. Programs with Cash Reserves likely to be exhausted by 2025

Based on the financial data provided to PMG, the Valley ASAP is in immediate danger of exhausting all its reserves by mid-2021. The program has been reducing costs, but the data suggests the areas where costs could likely be reduced have been previously addressed and only minor reductions are likely available without significantly affecting the availability of services.

After the Valley ASAP, the Dan River ASAP is the next program likely to deplete its reserves if the decline in revenues continues through 2023. While the program initially reduced expenses, there was a slight uptick in expenses in 2019. If that trend continues, combined with the decline in revenues, the cash reserves may be depleted before 2023. The declining cash reserves of the Valley ASAP and the Dan River ASAP are shown in figure 4 below.

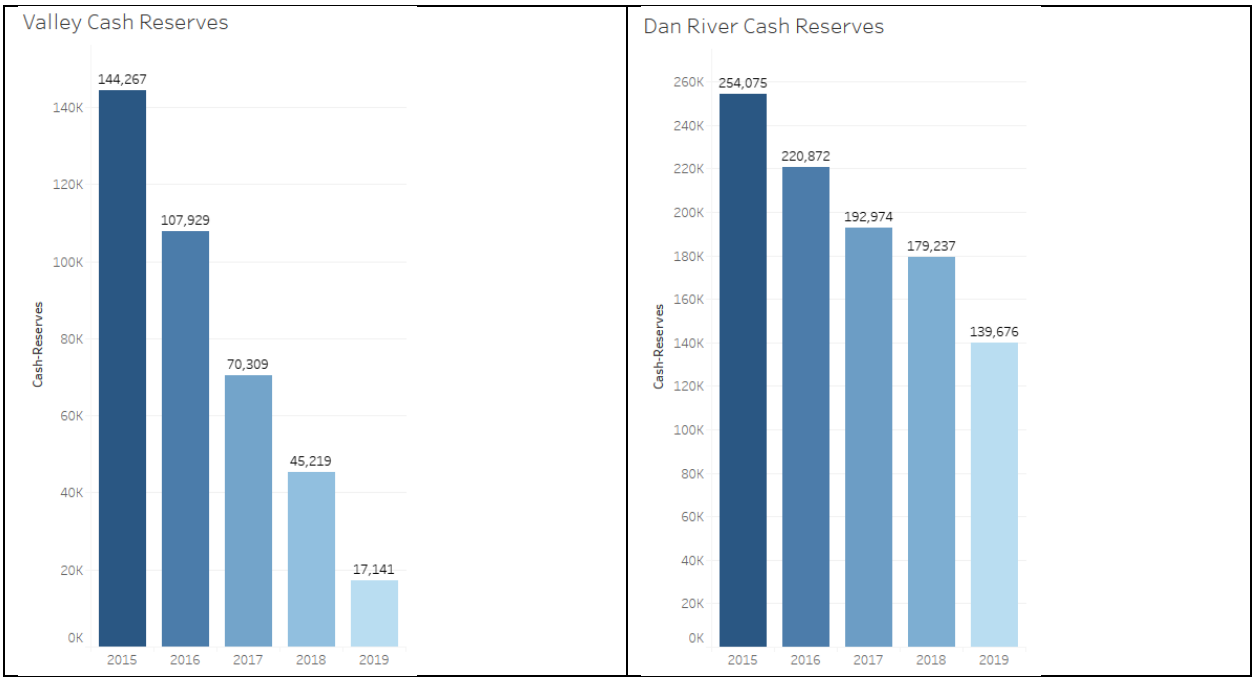


Figure 4. Valley ASAP and Dan River ASAP Cash Reserves 2015-2019

The Old Dominion ASAP has slightly more reserves than the Dan River ASAP and also experienced a slight increase in expenses in 2019 that may affect the reserves burn rate. As of 2019, the Central Virginia ASAP has cash reserves totaling $518,023 but has experienced increasing financial losses since 2016; in 2019, they had a loss of $89,378, more than double the loss in 2018, which suggests the reserves may be depleted by 2025.

There are several ASAPs with significantly large cash reserves that will likely continue to grow with trending positive net incomes. As noted above, the Chesapeake Bay ASAP and the John Tyler ASAP have locations with fully paid mortgages. These programs are:

ASAP	2019 Cash Reserves
Chesapeake Bay	$2,048,656
John Tyler	$1,007,314
Court-Community Corrections	$719,021

Table 3. ASAPs with Largest Cash Reserves in 2019

Appendix H contains cash reserve and operating account balances for twenty of the ASAPs as of December 31, 2020. The data was provided to the Commission on VASAP by the ASAPs. Though ten sites have combined accounts, which do not allow a detailed view of their reserves, the remaining ten have some funds in reserve.

The ASAPs with the highest reserves are noted in table 4. The John Tyler ASAP continues to have one of the largest cash reserves.

ASAP Location	Cash Reserves
Bull Run	$ 312,006
Central VA	$ 457,819
John Tyler	$ 754,369

Table 4. ASAPs with Largest Cash Reserves in 2020.

There are three ASAPs with large balances at the close of 2020. They are listed in Table 5. The Chesapeake Bay ASAP and Court Community ASAP continue to lead the ASAPs in funds in 2020. Their combined account balances are in the top three.

ASAP Location	Combined Account Balance
Chesapeake. Bay	$ 1,974,499
Court Community	$ 806,977
Southeastern	$ 357,099

Table 5. ASAPs with the Largest Combined Accounts

State Fee Share Summary

The Commission on VASAP can collect a percentage of fees collected by all ASAPs. However, the Commission has not collected any fees in eight years due to the financial constraints voiced by the ASAP directors. The combined total of uncollected state share fees is $799,020. Appendix I contains a detailed listing of fees by ASAP. The summary is included below in Table 6.

Year	State Share Fees Not Collected
2012	$49,968
2013	$58,068
2014	$105,516
2015	$109,272
2016	$108,216
2017	$93,072
2018	$92,280
2019	$94,104
2020	$88,524
TOTAL	**$799,020**

Table 6. 2012 – 2020 Uncollected State Share Fees

During the interviews, multiple directors noted a number of financial challenges faced by their ASAPs often indicating the loss of fees as the largest impact on their income. Many suggested an increase of those fees would have a positive impact on their ASAPs funding. However, the data provided by the Commission on VASAP indicates that the ASAPs have kept the fees for the last eight years. Without this arrangement, many of the ASAPs that have been operating at a loss or close to it may have closed. Therefore, the need for financial action is urgent as a number of sites are operating on funds owed to the Commission. VASAP may want to consider implementing immediate changes to allow a portion of these reserves to be consolidated into a pool and made available to those programs that do not have fee income needed to cover costs.

Correlation of Alcohol Sales to VASAP Service Types

The correlation between alcohol sales and cases handled by the ASAPs is not definitive but there may be a link. In 2019, seven of the programs with above average number of VASAP service types also had the top seven sales in alcohol, measured in gallons. There is likely value in monitoring alcohol sales as they may suggest which areas will have an increase in clients. The 2019 alcohol sales in each ASAP and the number of service types are shown in table 7 below. The above average service types and alcohol sales are highlighted.

ASAP	Service Types	Alcohol Sales (Gallons)
John Tyler	11,828	1,477,870
Chesapeake Bay	9,829	1,434,917
Fairfax	6,617	1,413,372
Bull Run	6,939	1,107,147
Peninsula	6,060	868,109
Southeastern Virginia	6,244	845,930
Capital Area	5,490	697,927
Rappahannock Area	1,574	493,732
Court-Community Corrections	7,588	478,068
James River	2,315	452,842
Central Virginia	2,949	369,285
Old Dominion	2,534	347,445
Arlington	1,429	344,071
Tri-River	1,304	310,698
Dan River	2,612	292,050
New River Valley	4,260	269,842
District Nine	2,387	247,337
Alexandria	1,344	228,511
Valley	6,209	210,979
Mount Rogers	2,140	199,774
Rockingham/Harrisonburg	2,525	178,579
Piedmont	3,888	146,033
Southwest Virginia	874	133,236
Southside Virginia	2,482	128,710
Average	4,226	528,186
	Above Average	Above Average

Table 7. 2019 Alcohol Sales and Service Type by ASAP Location

Driving Under the Influence Trends

Review of Blood Alcohol Content Data in Select Counties

At the request of the VASAP Commission, PMG completed a high-level review of trends in driving under the influence (DUI) cases in Virginia from 2015 through 2019. Data was provided by the Virginia Department of Forensic Science and included metrics from 2015 through November 24, 2020. Given the impact of the Coronavirus on people's behaviors in 2020, a significant decline in cases for 2020 was expected. Therefore, the analysis focused on data from 2015 through 2019.

The data included the "Operator Agency" reporting the case (e.g., police department, sheriff's office, university police, etc.) and the minimum, maximum, and average Blood Alcohol Content (BAC) test results along with the number of individual cases. The PMG assessment focused only on the number of

cases and the reporting agency. To view the data at the ASAP program level, a manual matching of Operator Agencies to counties and corresponding VASAP programs was completed. Table 8 and Table 9 show the mapping of Operator Agencies to VASAP programs.

VASAP Programs	Virginia Counties
Bull Run	Prince William
Fairfax	Fairfax
Rappahannock	Stafford

Table 8: VASAP Programs for the selected counties

Bull Run	Fairfax	Rappahannock
Dumfries PD	Fairfax City PD	Bowling Green PD
Haymarket PD	Fairfax County PD	Caroline County SO
Leesburg PD	Fairfax County Sheriff's Office	Fredericksburg PD
Leesylvania State Park	Fort Belvoir PD	Fredericksburg Sheriff's Office
Loudoun County SO	Gate City Police Department	King George County Sheriff's Office
Manassas Park PD	George Mason University PD	NSASP Dahlgren Police Department
Manassas PD	Herndon PD	Spotsylvania CO SO
Prince William County PD	Vienna PD	Stafford County SO
Prince William County Sheriff's Office	VSP Div. 7 Area 00	University of Mary Washington PD
Purcellville PD	VSP Div. 7 Area 09	VSP Div. 1 Area 44
Quantico Marine Base PD	VSP Div. 7 Area 45	VSP Div. 2 Area 05
VSP Div. 7 Area 10	VSP Div. 7 Area 48	VSP Div. 2 Area 12
VSP Div. 7 Area 11		

Table 9: Operator Agencies by VASAP Program

Figure 5 shows that between 2015 and 2016, there was a decline in the total number of BAC cases for the three ASAP programs reviewed. In 2017, the Fairfax ASAP and the Rappahannock ASAP programs reversed the decline while the downward trend lasted until 2018 for the Bull Run ASAP. When comparing 2019 total cases to 2015 total cases, Bull Run ASAP had almost the same number of cases (1,644 in 2015 vs. 1,645 in 2019). The Fairfax ASAP was down 7 percent (1,622 in 2015 vs 1,510 in 2019). The Rappahannock ASAP had a 19 percent increase over the same time period (685 in 2015 vs 816 in 2019).

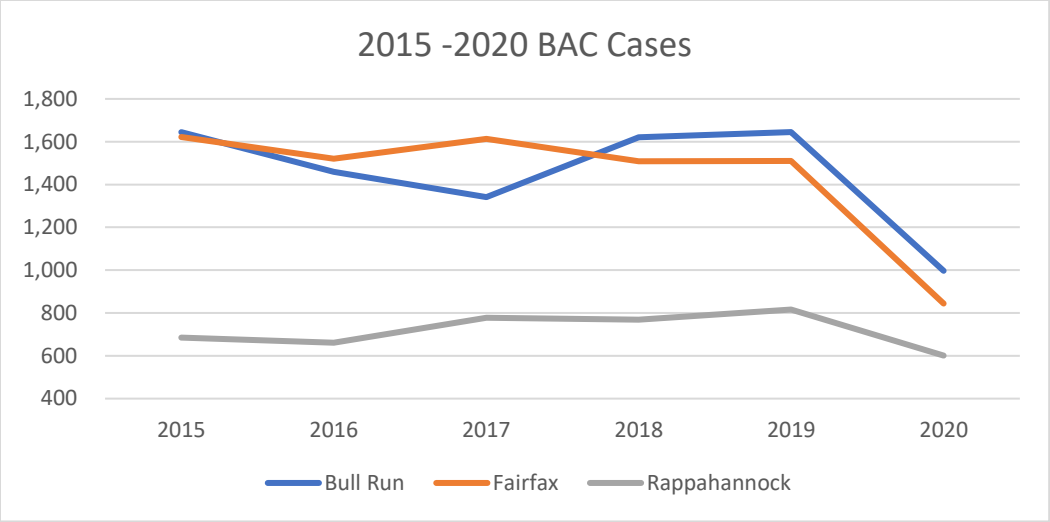


Figure 5: BAC Cases from 2015 through 2020 as reported by the Department of Forensics

The data does not indicate a clear trend in the number of cases across all the ASAP programs examined as part of this analysis. While the Fairfax ASAP experienced a 6 percent decline in the number of cases between 2017 and 2019 (1,614 in 2017 and 1,510 in 2019), the Bull Run ASAP had a 23 percent increase in cases compared to 2017; the Rappahannock ASAP experienced a 5 percent increase in 2019 compared to 2017.

When looking at the ASAP programs in Bull Run, Fairfax, and Rappahannock in aggregate (referred to as "Tri Region" in Figure 6), the data shows that overall, there was an increase in the number of cases starting in 2017 and lasting through 2019. As noted previously, 2020 shows an expected decline in cases likely due to the Coronavirus.

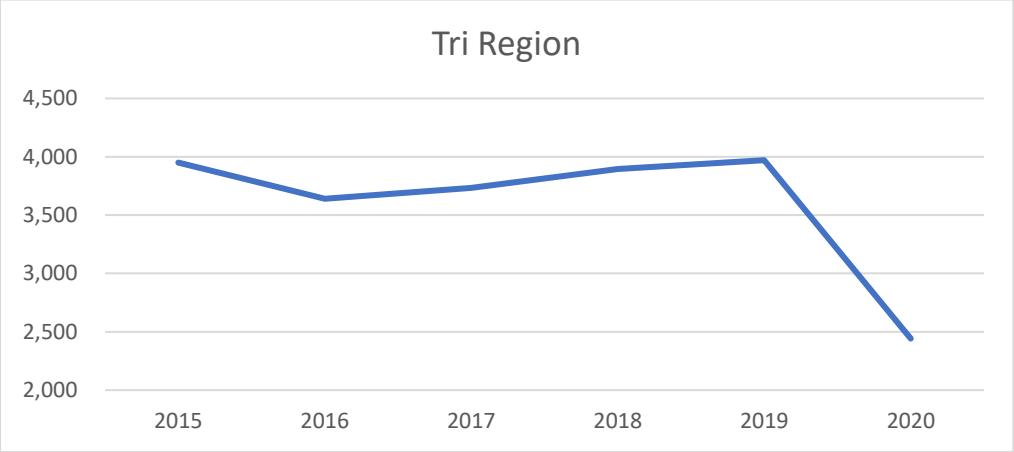


Figure 6: Combined BAC cases for Bull Run, Fairfax and Rappahannock ASAP programs

When comparing the Tri-Regions to the state, the decline in the number of cases in the Fairfax ASAP starting in 2017 is similar to the decline in cases across the state as shown in Figure 7, which shows the number of cases in 2019 for the state down 4.6 percent from 2017. It is interesting to note that over the same time period, the sales of alcohol measured in gallons, as shown in Figure 8, increased almost seven

percent. When assessing the data from 2015 through 2019, alcohol sales increased thirteen percent compared to a 4.6 percent decline in BAC cases.

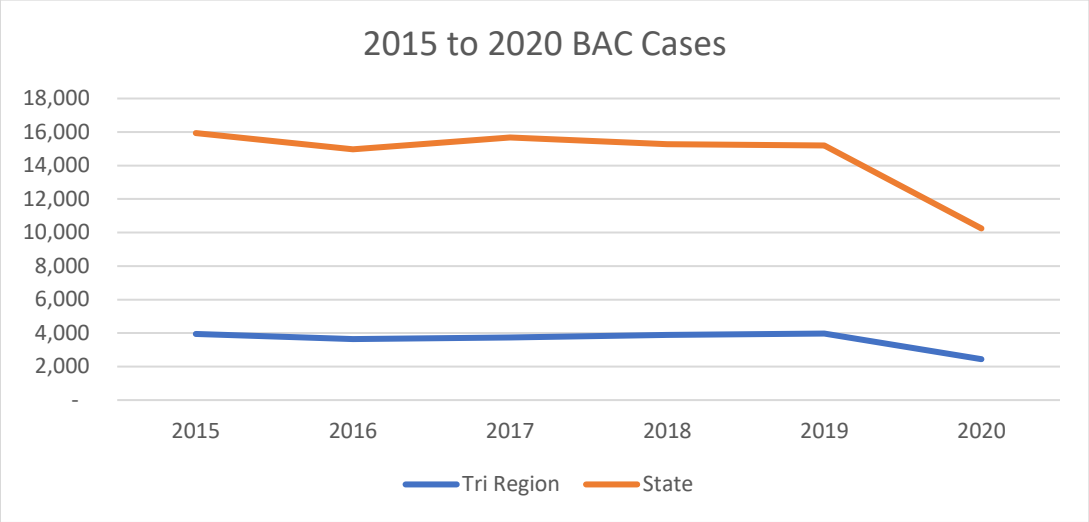


Figure 7: Comparing BAC Cases for the State to Bull Run, Fairfax and Rappahannock ASAP Programs Combined

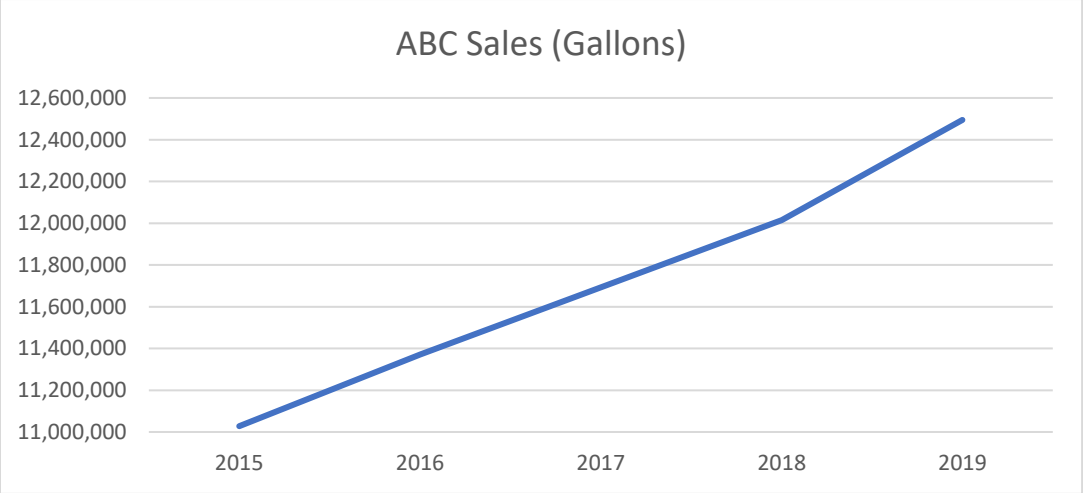


Figure 8: Alcohol sales in gallons as reported the ABC Annual Reports

While there has been a slight decline in BAC cases since 2015, it is difficult to determine if this is a long-term trend given the impact of the Coronavirus in 2020 and likely most of 2021. Possible causes for the decline in cases may include the impact of ride sharing services and changing demographics in the population of the Commonwealth. To better understand the reasons for the decline, additional research is needed.

Recommendations

The interviews, financial data, and BAC information provided insights on the important work of the ASAPs as well as their challenges. The data shows that the ASAP directors are working hard to continue the mission of the organization despite financial barriers. The recommendations noted below have several caveats. They are suggestions to affect the organization, as it stands today, without a clear picture of the long-term implications of the COVID-19 pandemic and resulting societal changes. Future reviews of ASAPs can yield more specific results if the data regularly collected at all ASAPs is more detailed and uniform.

Regionalization & Organizing Entity

1) Create and utilize systems for revenue sharing across ASAP offices to ensure continuation of operations, staffing levels, and equity of service. Fairfax ASAP and Arlington ASAP are not included as these programs receive a large amount of financial support from their localities. Without this support, these programs would not be able to meet their budgets and maintain staffing levels necessary to serve the population.
2) Request that each ASAP office submit a viability plan and consider consolidation of ASAPs that cannot demonstrate long-term financial stability.
3) Consider regionalization of ASAP offices with satellite units in more rural areas.
4) Consider regionalization of ASAP offices with greater density.
5) Identify and leverage opportunities to move ASAP offices into courthouses in areas where court buildings report excess space.
6) Consider sharing costs and coordinating scheduling to maximize contracted instructors. Offering a hybrid model of program participation long-term can provide convenience and continued revenue for those with internet access and out-of-state clients.
7) Provide enhanced professional development for ASAP directors to help them lead their teams in their mission-driven work despite their financial struggles.

Fiscal Stability

1) Review policy changes to allow a portion of cash reserves from ASAP programs with projected trending positive net incomes (such as Chesapeake Bay ASAP and John Tyler ASAP) to be consolidated into a pool and made available to programs lacking the fee income needed to cover costs.
2) In addition to exploring available courthouse space, relocate offices to other agency buildings wherever possible to relieve rent burden.
3) Consider conducting a cost-benefit analysis to examine potential savings of purchasing more mortgages for ASAP locations burdened with rental costs. If this course is taken, clear guidance on purchasing locations should be made available to all ASAPs.
4) Provide training to all ASAPs on how to apply for grant funding to cover the costs of program costs.

Other Program Considerations:

1) Develop educational and/or prevention programs that can be offered for a service fee to businesses for their employees. Identify large businesses with robust employee wellness programs and advertise these services as well.

2) Consider partnering with the Virginia Department of Health to offer cannabis prevention programs and resources for youth and families to prepare for increased exposure due to new legislation. Programs are offered in Washington (https://srhd.org/programs-and-services/marijuana-prevention), Oregon (https://www.co.lincoln.or.us/hhs/page/substance-abuse-prevention-programs), and Colorado (https://cdphe.colorado.gov/marijuana-education-and-youth-prevention-resources-community-agencies).
3) Increase public awareness of ASAP's role and create buy-in from the community to support rollout of new preventative programs. Consider partnering with organizations such as Mothers Against Drunk Driving (https://www.madd.org/get-involved/) to spread the message of ASAPs work.

Technology and Broadband Access

1) In regions with strong broadband access and high levels of technological literacy, consider offering more online programs/services to save on classroom space costs.
2) Provide more technology training for instructors at all ASAPs and invest in new equipment.

Conclusion

The Commission on Virginia Alcohol Safety Action Program provides important services to many citizens of the Commonwealth. Decisions made about site operations have larger ramifications to include ensuring equity of service availability across all areas of the Commonwealth. This report offers recommendations to support the work while considering the needs and challenges of those served by the ASAPs and maintain program financial viability without using state funds.

Appendix A: Director Interview Questions

Commission on Virginia Alcohol Safety Action Program
Strategic Planning and Business Analysis
September 2020

Director Interview Questions

Overview

VCU-PMG is assisting the Commission on Virginia Alcohol Safety Program to conduct a strategic planning program and business analysis. A portion of this work is to interview agency directors to gain their ideas on opportunities for system efficiency including the following:

- Regionalization
- Merging of smaller programs
- Ways to lessen financial impact of local programs during declining referrals and changes in collection rates
- Factors about their locations that would affect the equitable distribution of the work, including geographic distance, broadband access, etc.
- Other ideas for efficiency, effectiveness, and equity

Each interview was 45 minutes to an hour.

Questions

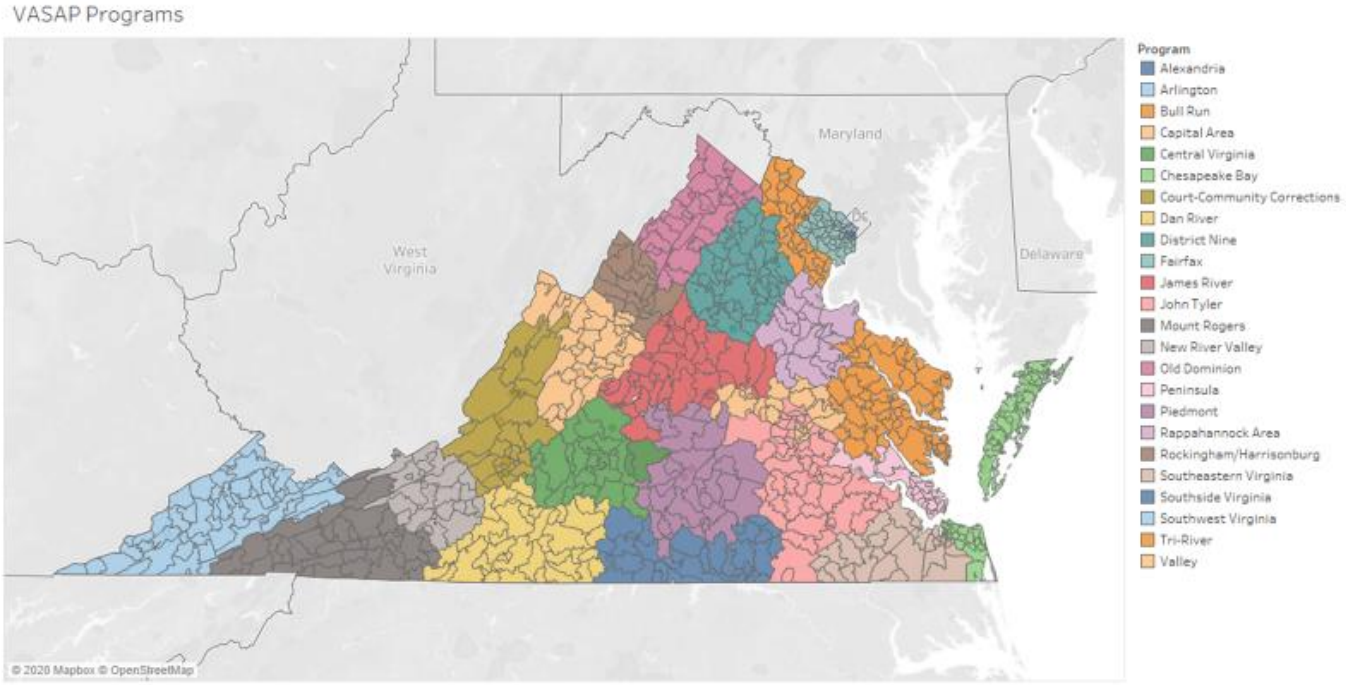
- Please tell us about yourself, including how long you have been with your ASAP.
- Please tell us about your particular office and your top issues/priorities in your geographic location.
- Do you have access to high quality broadband in your office?
- Do you have a satellite office, or do you share office space with any another ASAP?
- How is the growing emphasis on issues of diversity, equity, and inclusion affecting your office?
- What do you see as your ASAP's role moving forward?
- In light of lessons learned during the COVID-19 pandemic, how would you structure your ASAP moving forward?
- Are there opportunities for greater efficiencies in workload and customer outcomes?
- How has your work changed during the pandemic? Have you created new processes or ways of doing business? What obstacles has your ASAP encountered?
    - Are there any services your location is required to provide in-person?
- If you were VASAP Executive Director for a day and the General Assembly asked you to reduce the VASAP footprint, what would you do?
- Do you have any final thoughts around your ASAP's effectiveness and efficiency?

Appendix B: ASAP Director Questionnaire Form

ASAP Location Data Submission
Please input the information on your ASAP location into the form below.
This form is managed by the VCU Performance Management Group. The information submitted will only be shared with the VASAP Executive Director, members of the Commission on VASAP as appropriate, and the Virginia General Assembly as part of a final report.
* Required
Email address *
Your email
What is your name? *
Your answer
For which ASAP location are you submitting data? *
o Alexandria
o Arlington
o Bull Run (Manassas)
o Bull Run (Leesburg)
o Capital Area
o Central Virginia
o Chesapeake Bay
o Chesapeake Bay (Eastern Shore)
o Court Community Corrections
o Dan River
o District Nine
o Fairfax
o James River
o John Tyler (Chester)
o John Tyler (Henrico)
o Mount Rogers
o New River Valley
o Old Dominion
o Peninsula
o Piedmont
o Rappahannock
o Rockingham-Harrisonburg
o Southeastern
o Southside Virginia
o Southwest Virginia
o Tri-River
o Valley

What are the minimum operational capabilities required of your local program to be certified? *
Your answer
Please provide your location's staffing levels over the last five years, including full-time, part time, contract employees, and instructors. *
Your answer
What are your location's hours of operation? *
Your answer
How many courts are served by your location and where are they located? *
Your answer
Has your location created new ways of providing programs and services during the COVID-19 pandemic? If so, please share.
Your answer
What other information do you want to share about your location?
Your answer

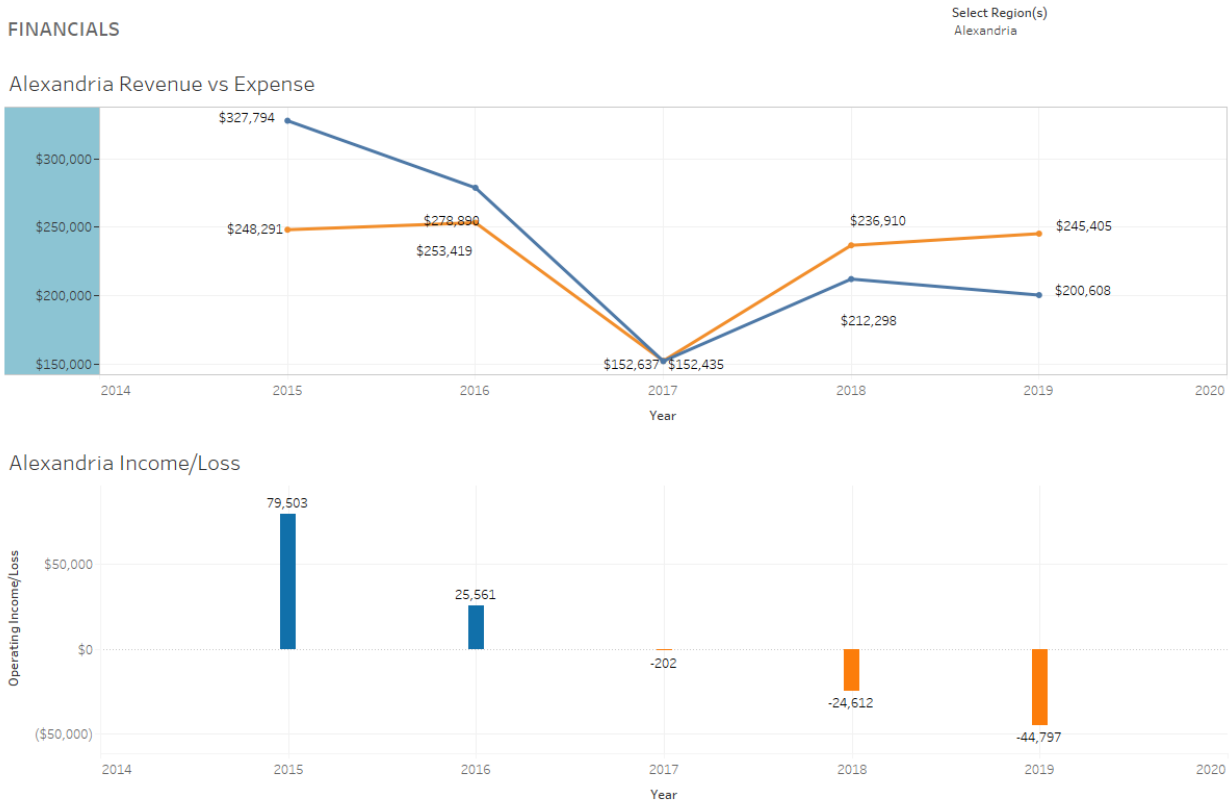
Appendix C: VASAP Regional Map



Map based on Longitude (generated) and Latitude (generated). Color shows details about Program. Details are shown for Locality Zip.

Appendix D: Individual ASAP Program Charts and Metrics by County

Alexandria Charts and Metrics

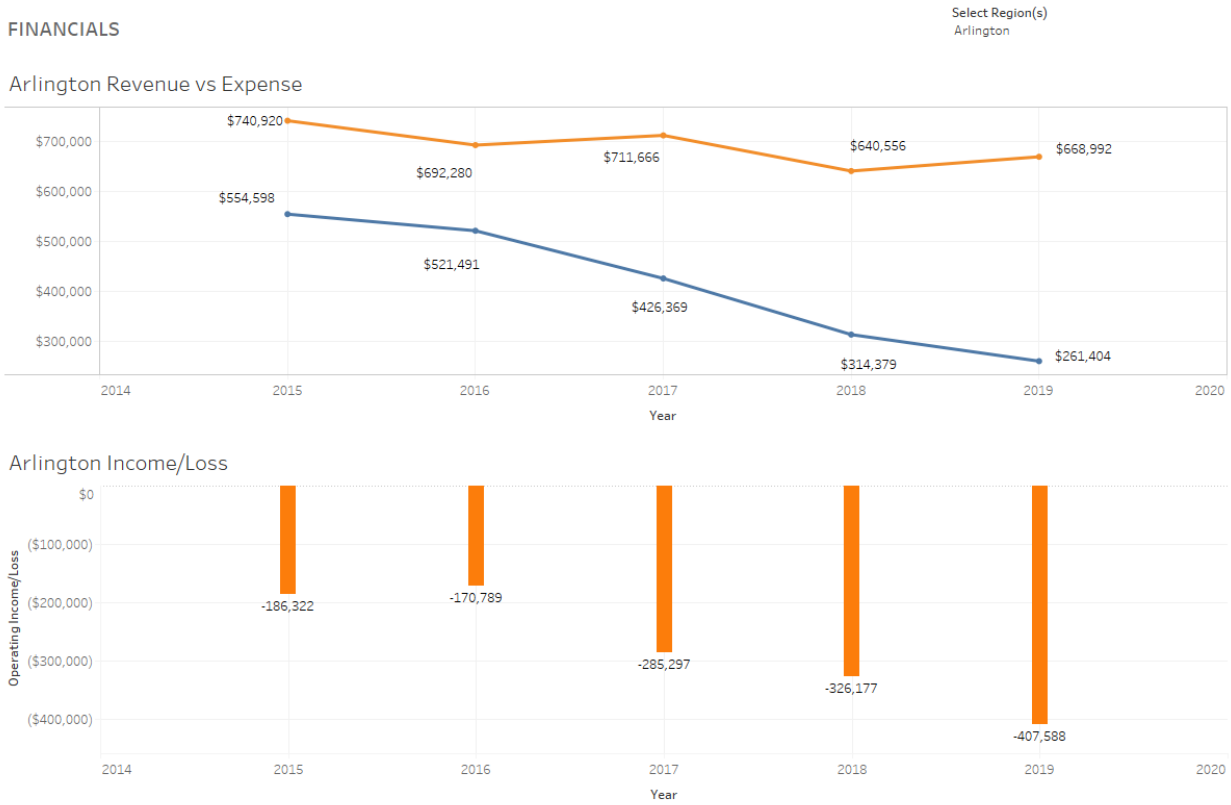


Locality	2019 Population	2019 Population Growth Rate	2019 Poverty Rate	2019 Broadband Access Rate	2019 Alcohol Sales (Gallons)
Alexandria	159,152	13.7%	10.6%	99.4%	228,511

Chart Legend:

	Expense / Net Loss
	Revenue / Net Profit

Arlington Charts and Metrics

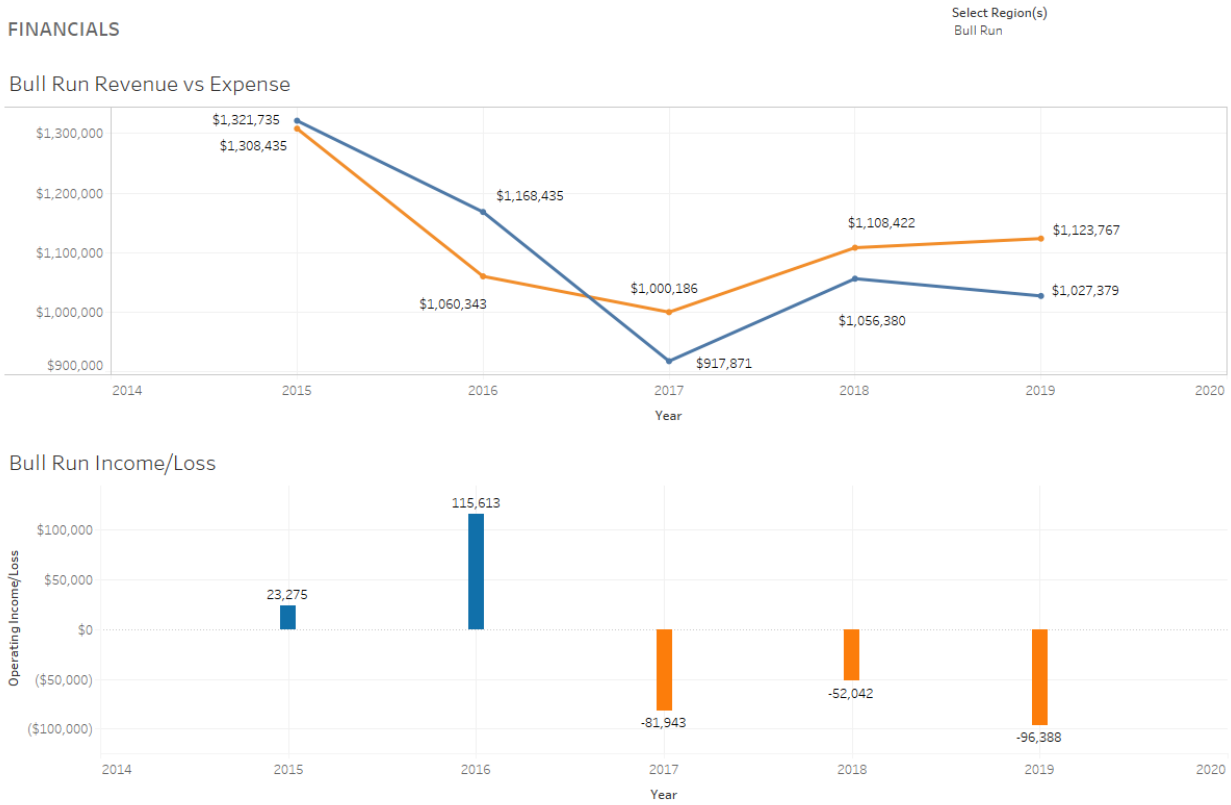


Locality	2019 Population	2019 Population Growth Rate	2019 Poverty Rate	2019 Broadband Access Rate	2019 Alcohol Sales (Gallons)
Arlington	242,152	16.6%	6.3%	99.4%	294,481
Falls Church	14,331	16.2%	2.7%	70.8%	49,590
Total	**256,483**	**16.4%**	**4.5%**	**85.1%**	**344,071**

Chart Legend:

	Expense / Net Loss
	Revenue / Net Profit

Bull Run Charts and Metrics

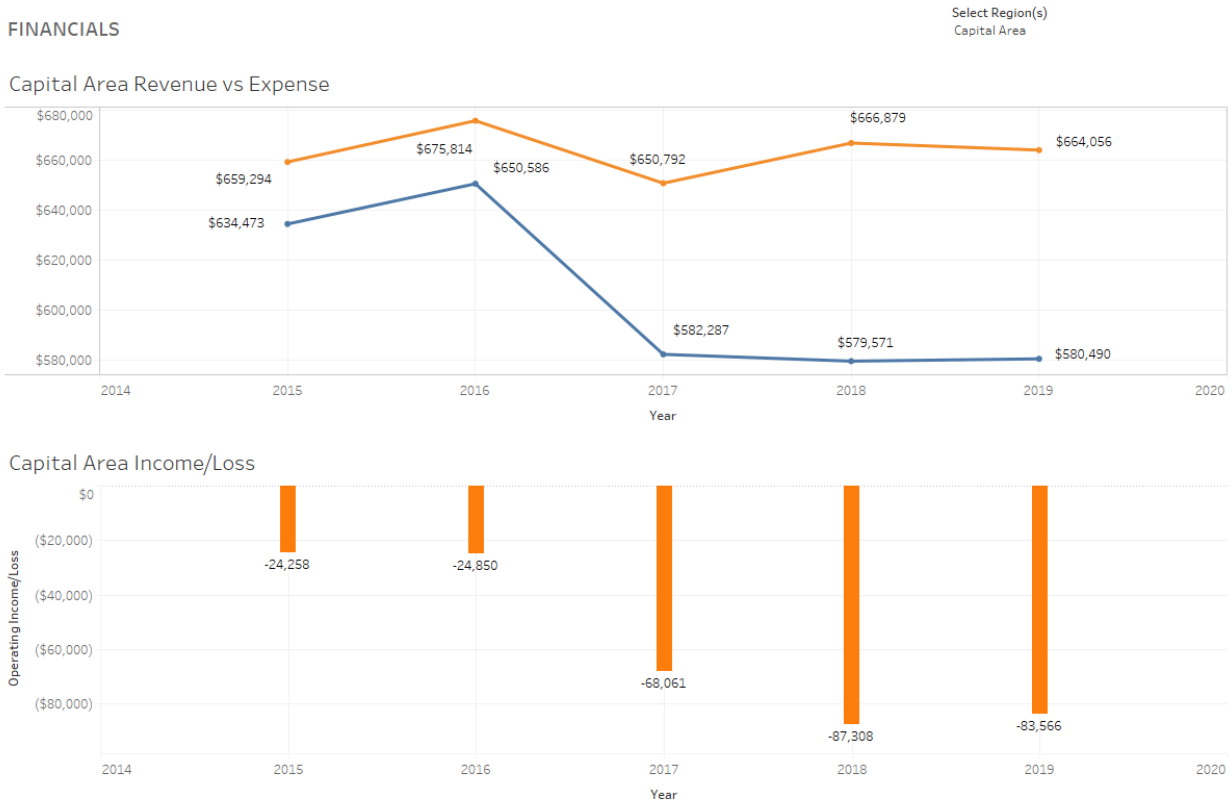


Locality	2019 Population	2019 Population Growth Rate	2019 Poverty Rate	2019 Broadband Access Rate	2019 Alcohol Sales (Gallons)
Loudoun	413,546	32.4%	3.6%	98.3%	508,291
Manassas	41,757	10.4%	8.6%	88.1%	93,073
Manassas Park	16,636	16.6%	9.7%	90.0%	N/A
Prince William	465,498	+15.8%	6.4%	97.5%	505,783
Total	**937,437**	**18.8%**	**7.1%**	**93.5%**	**1,107,147**

Chart Legend:

	Expense / Net Loss
	Revenue / Net Profit

Capital Area Charts and Metrics

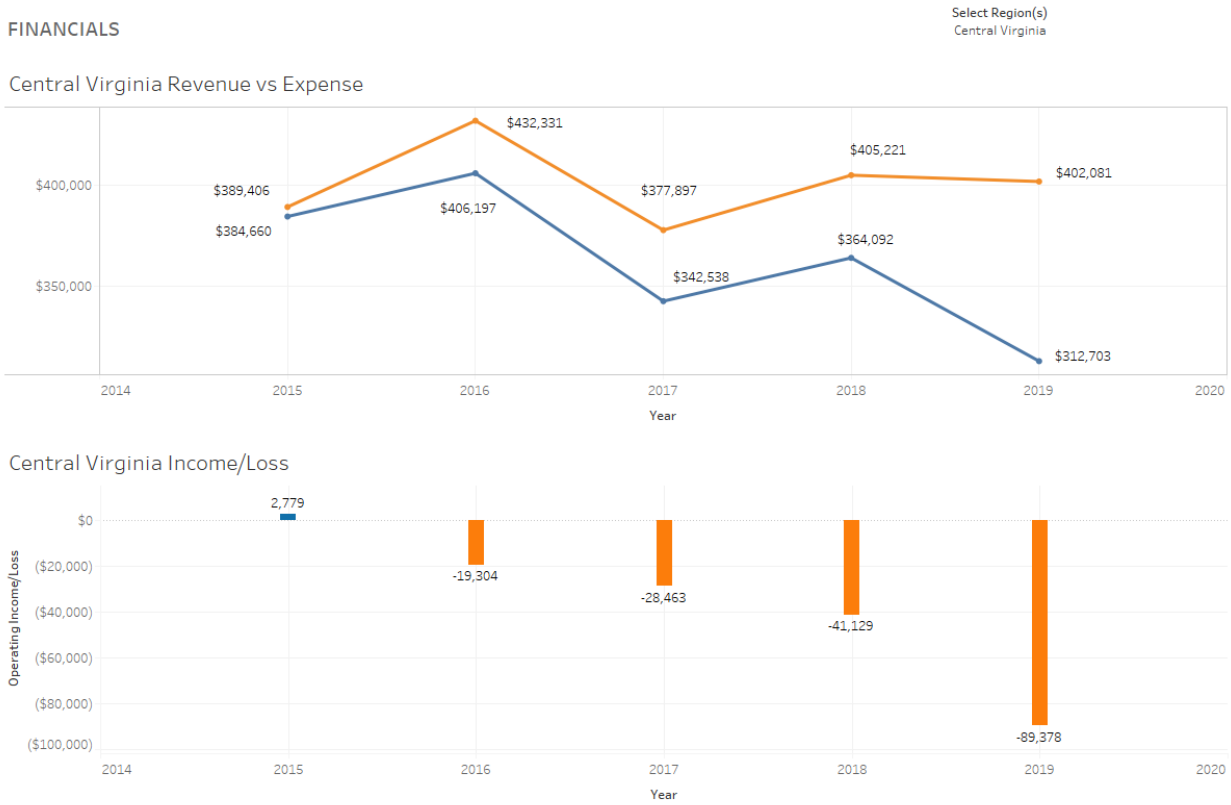


Locality	2019 Population	2019 Population Growth Rate	2019 Poverty Rate	2019 Broadband Access Rate	2019 Alcohol Sales (Gallons)
Goochland	23,472	8.1%	6.7%	81.1%	43,414
Hanover	107,928	8.1%	5.2%	99.1%	146,972
Richmond	226,841	11.1%	24.5%	93.9%	507,541
Total	**358,241**	**9.1%**	**12.1%**	**91.4%**	**697,927**

Chart Legend:

	Expense / Net Loss
	Revenue / Net Profit

Central Virginia Charts and Metrics

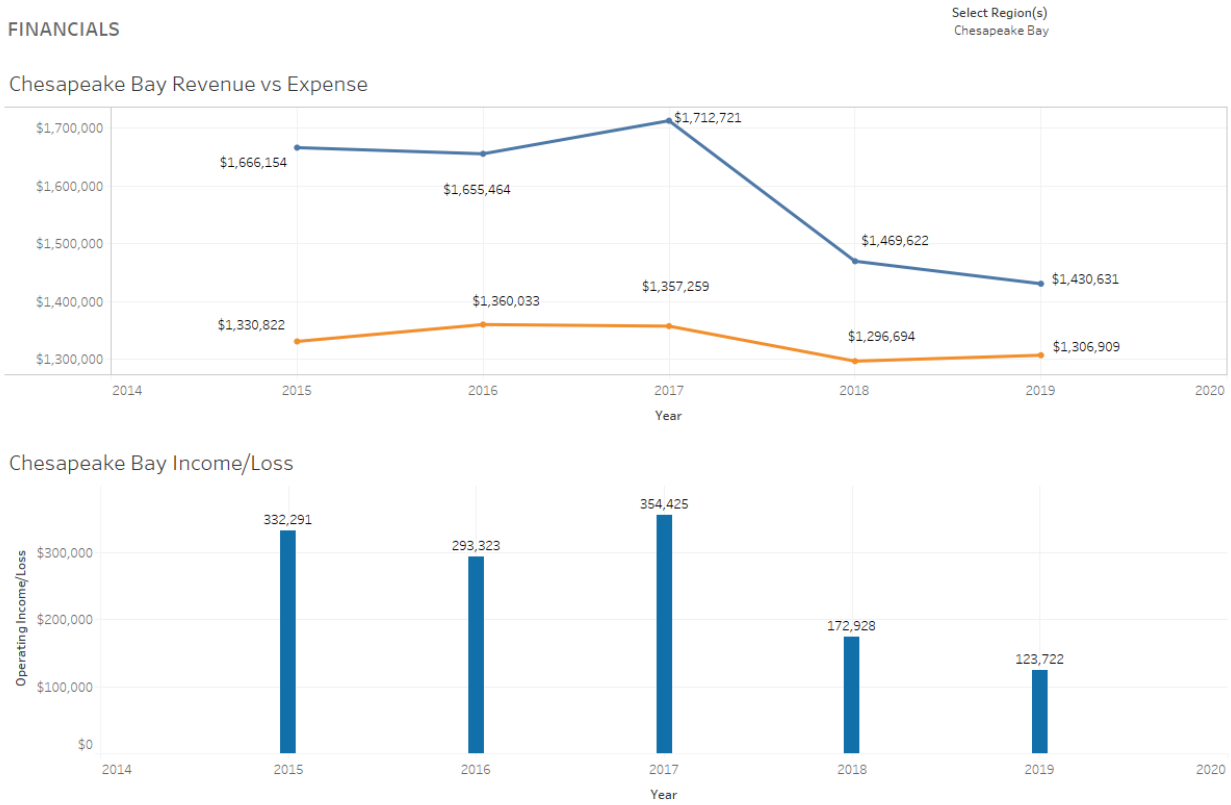


Locality	2019 Population	2019 Population Growth Rate	2019 Poverty Rate	2019 Broadband Access Rate	2019 Alcohol Sales (Gallons)
Amherst	31,766	-1.8%	13.0%	70.6%	41,725
Appomattox	15,818	5.6%	13.5%	53.1%	19,796
Bedford City	6,597	6.4%	10.4%	69.3%	N/A
Bedford County	78,581	4.9%	10.4%	69.3%	99,024
Campbell	55,480	1.2%	11.3%	79.1%	89,943
Lynchburg	80,783	6.9%	21.8%	94.0%	118,797
Total	**269,025**	**3.9%**	**13.4%**	**72.6%**	**369,285**

Chart Legend:

	Expense / Net Loss
	Revenue / Net Profit

Chesapeake Bay Charts and Metrics

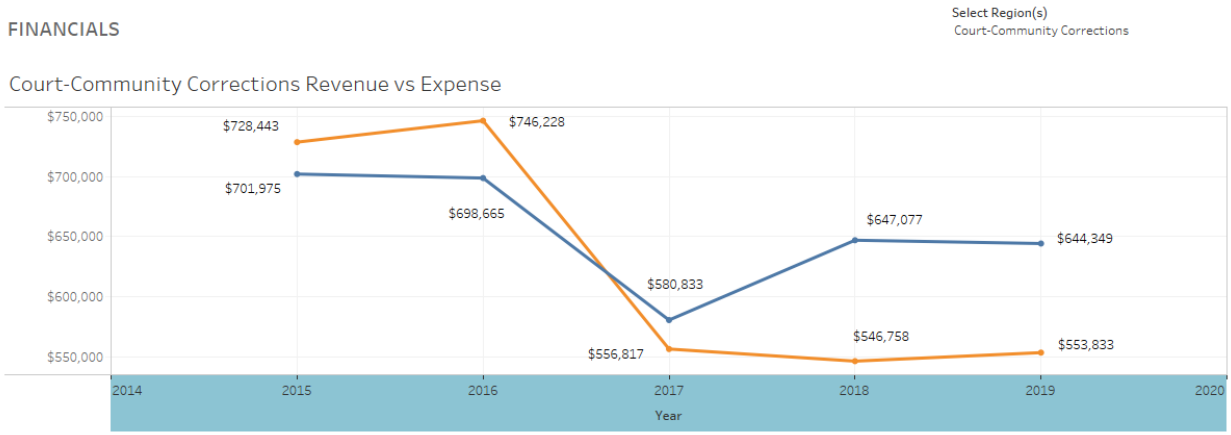


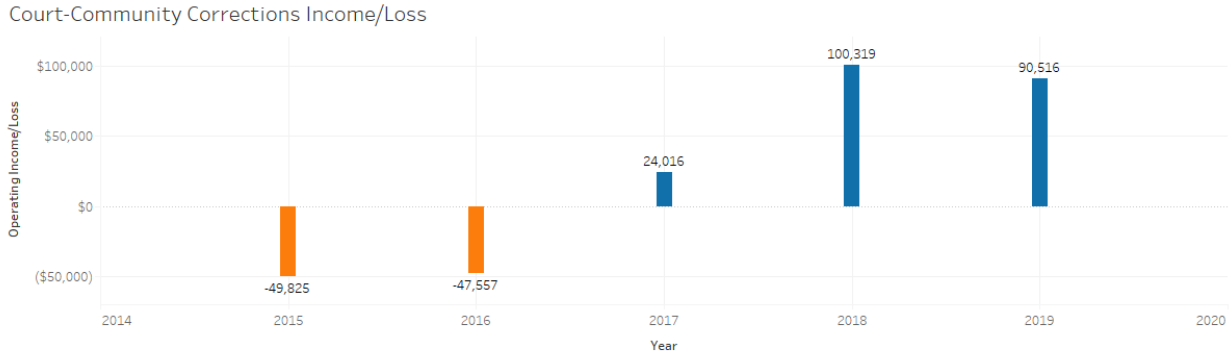
Locality	2019 Population	2019 Population Growth Rate	2019 Poverty Rate	2019 Broadband Access Rate	2019 Alcohol Sales (Gallons)
Accomack	32,561	-1.8%	17.3%	58.6%	55,885
Norfolk	245,054	0.9%	19.7%	82.9%	427,838
Northampton	11,810	-4.7%	18.8%	35.6%	36,368
Virginia Beach	452,643	3.3%	7.6%	97.9%	914,826
Total	**742,068**	**-0.6%**	**15.9%**	**68.8%**	**1,434,917**

Chart Legend:

	Expense / Net Loss
	Revenue / Net Profit

Court Community Corrections Charts and Metrics



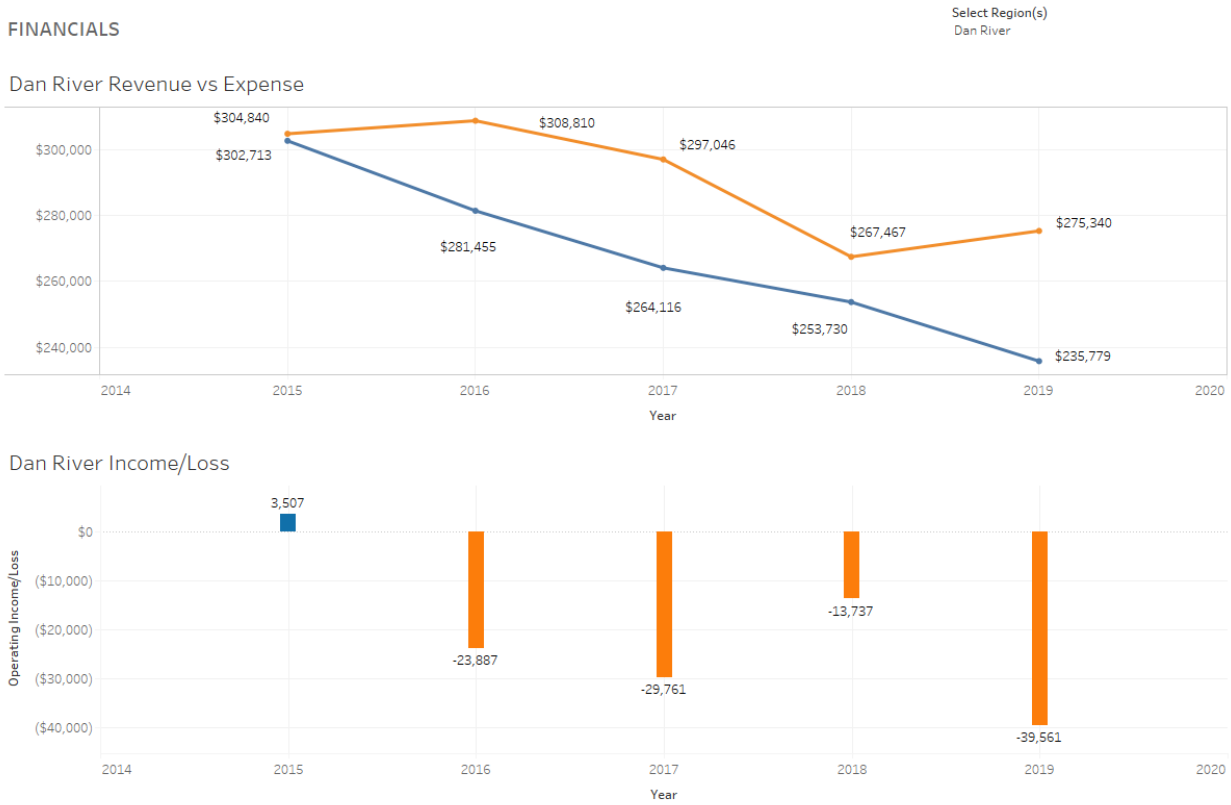


Locality	2019 Population	2019 Population Growth Rate	2019 Poverty Rate	2019 Broadband Access Rate	2019 Alcohol Sales (Gallons)
Alleghany	14,952	-8.0%	14.8%	94.7%	7,713
Bath	4,318	-8.7%	10.7%	72.1%	7,870
Botetourt	33,494	1.0%	7.4%	80.0%	29,864
Covington	5,694	-4.5%	15.2%	99.8%	18,920
Craig	5,108	-1.6%	11.9%	64.0%	N/A
Roanoke County	93,805	1.5%	6.7%	96.9%	125,703
Roanoke City	99,348	2.4%	20.5%	48.0%	234,963
Total	**256,719**	**-2.6%**	**12.5%**	**79.4%**	**425,033**

Chart Legend:

	Expense / Net Loss
	Revenue / Net Profit

Dan River Charts and Metrics

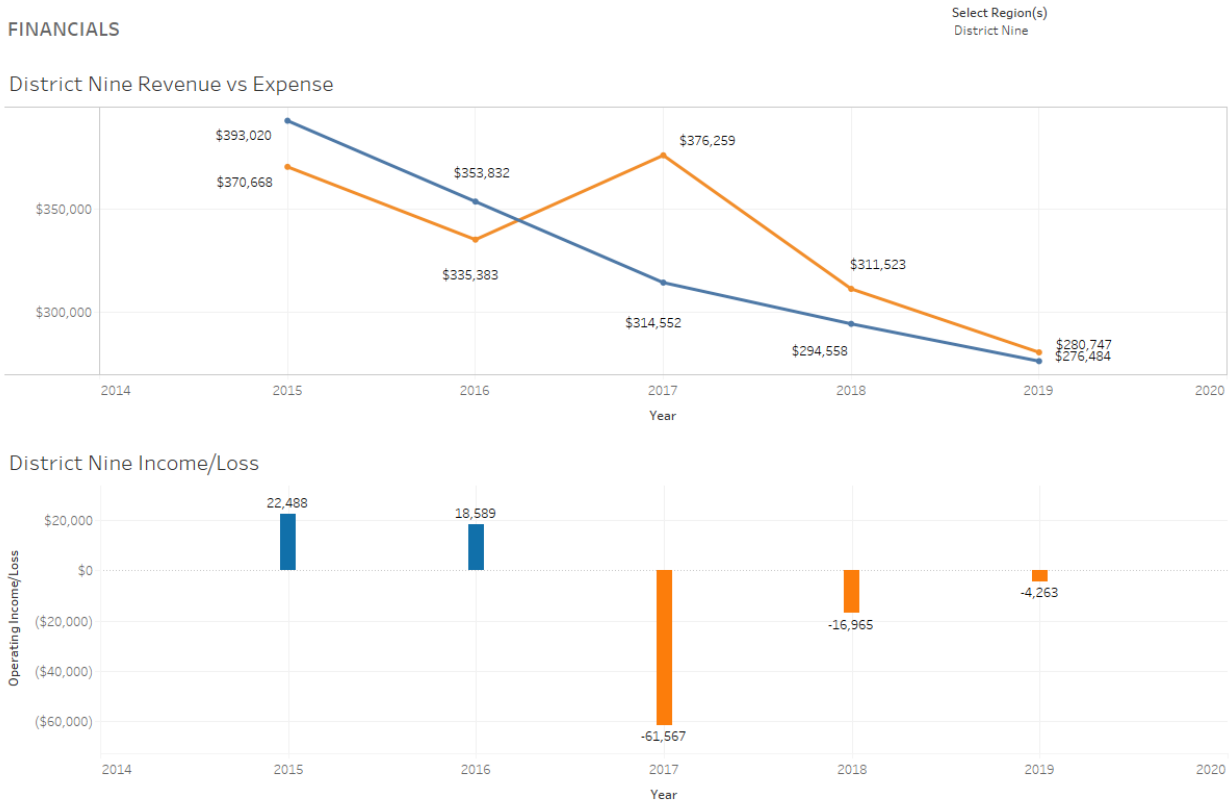


Locality	2019 Population	2019 Population Growth Rate	2019 Poverty Rate	2019 Broadband Access Rate	2019 Alcohol Sales (Gallons)
Danville	39,932	-7.3%	21.9%	99.6%	105,384
Franklin County	55,782	-0.7%	15.3%	82.6%	70,890
Henry	51,019	-5.8%	20.0%	85.7%	88,222
Martinsville	12,793	-7.4%	25.5%	37.3%	N/A
Patrick	17,752	-4.0%	15.5%	89.5%	12,121
Pittsylvania	61,002	-3.9%	16.4%	87.1%	15,433
Total	**238,280**	**-4.9%**	**19.1%**	**80.3%**	**292,050**

Chart Legend:

	Expense / Net Loss
	Revenue / Net Profit

District Nine Charts and Metrics

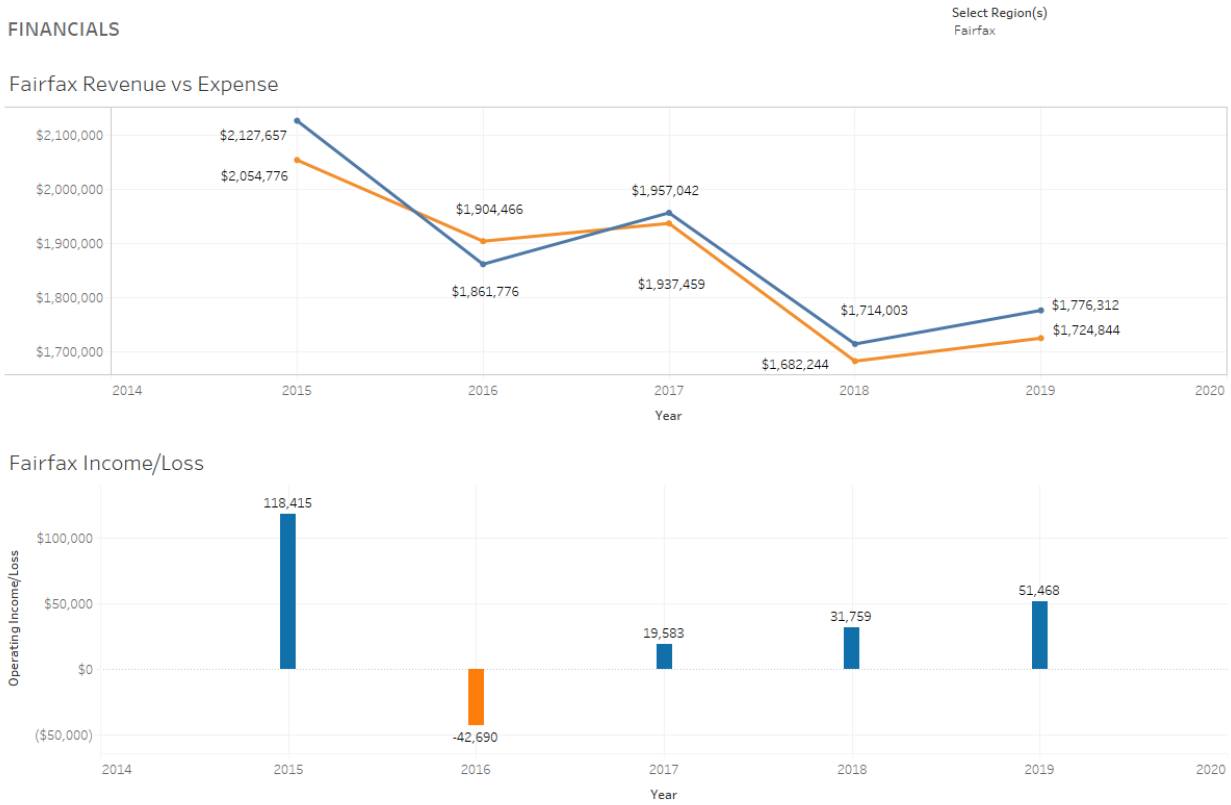


Locality	2019 Population	2019 Population Growth Rate	2019 Poverty Rate	2019 Broadband Access Rate	2019 Alcohol Sales (Gallons)
Culpeper	51,998	11.4%	8.7%	84.8%	65,887
Fauquier	70,580	8.2%	6.1%	69.5%	108,622
Madison	13,251	-0.4%	10.1%	49.9%	11,461
Orange	35,921	7.3%	9.4%	82.2%	61,367
Rappahannock	7,285	-1.2%	8.7%	84.0%	N/A
Total	**179,035**	**5.1%**	**8.6%**	**74.1%**	**247,337**

Chart Legend:

	Expense / Net Loss
	Revenue / Net Profit

Fairfax Charts and Metrics

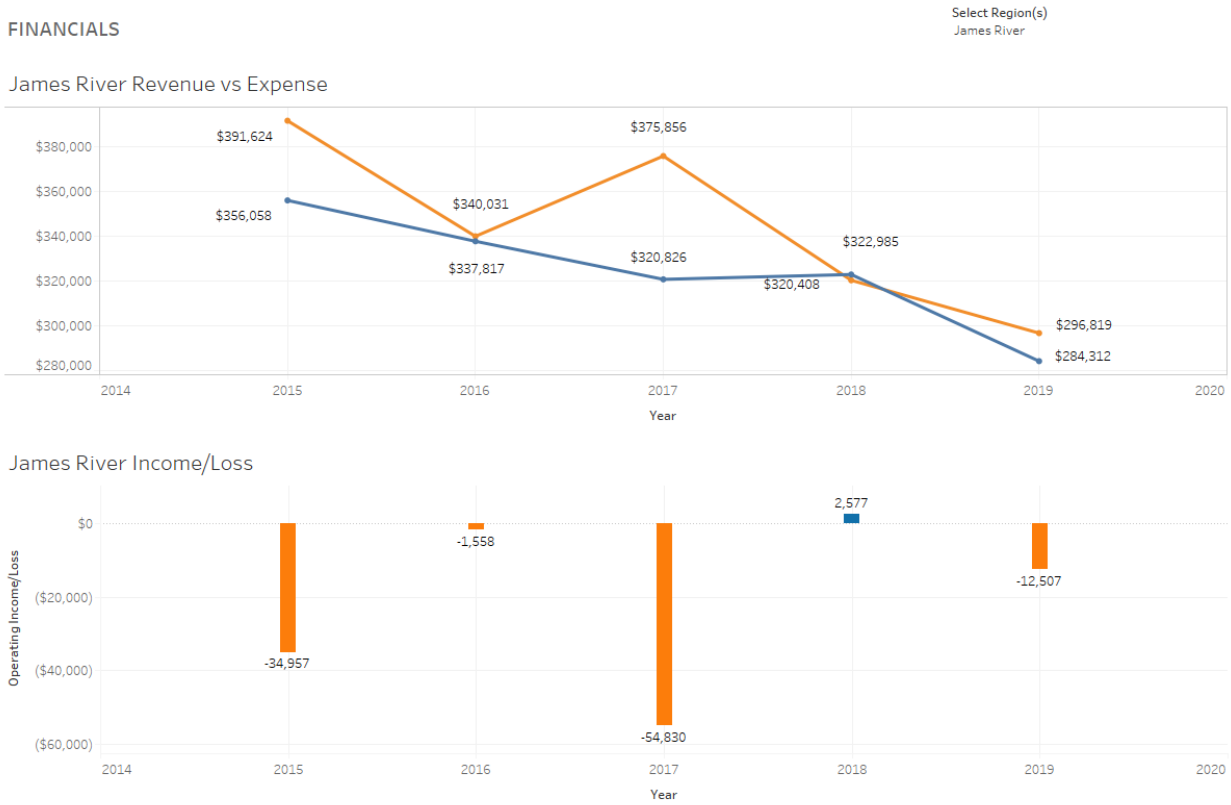


Locality	2019 Population	2019 Population Growth Rate	2019 Poverty Rate	2019 Broadband Access Rate	2019 Alcohol Sales (Gallons)
Fairfax City	23,943	6.1%	8.7%	99.2%	47,567
Fairfax County	1,143,528	5.7%	6.1%	96.9%	1,365,805
Total	**1,167,471**	**5.9%**	**7.4%**	**98.1%**	**1,413,372**

Chart Legend:

	Expense / Net Loss
	Revenue / Net Profit

James River Charts and Metrics

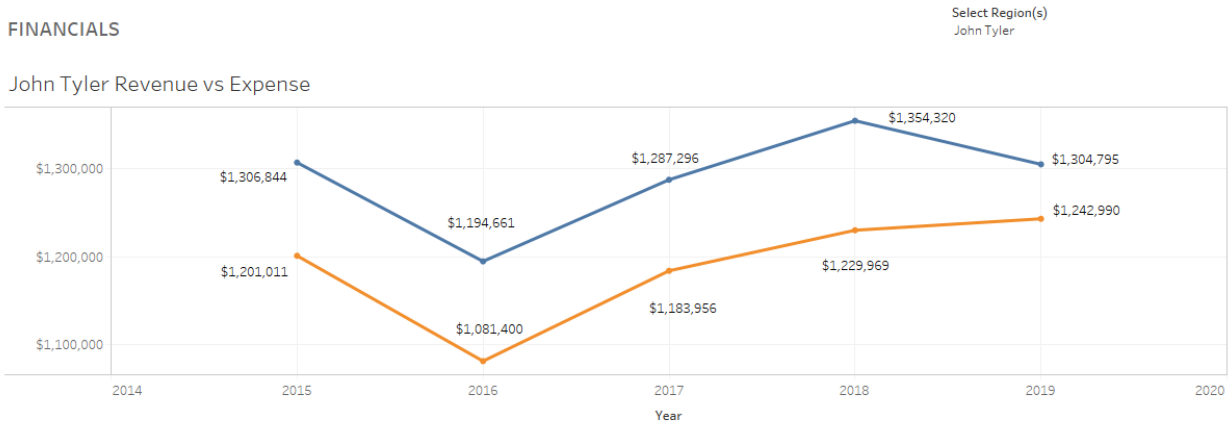


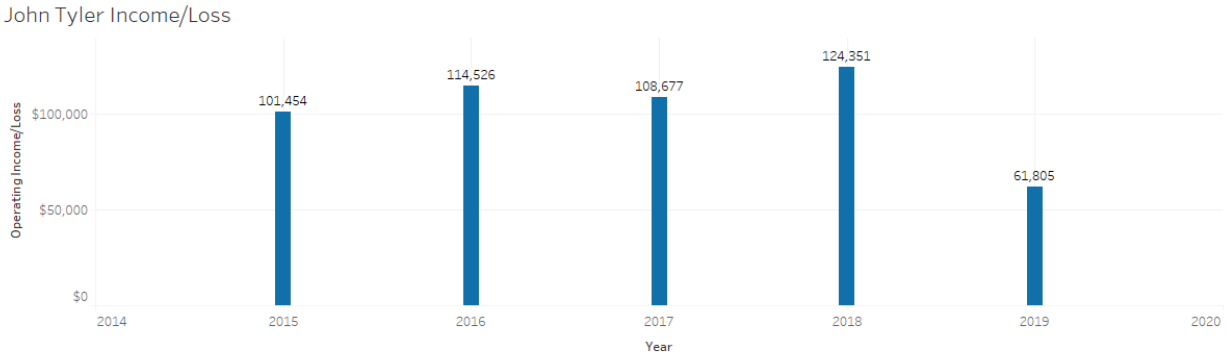
Locality	2019 Population	2019 Population Growth Rate	2019 Poverty Rate	2019 Broadband Access Rate	2019 Alcohol Sales (Gallons)
Albemarle	109,722	10.8%	8.7%	87.2%	154,958
Charlottesville	49,181	13.2%	24.6%	99.3%	159,549
Fluvanna	27,038	5.2%	6.9%	100.0%	18,655
Greene	20,097	9.2%	8.1%	48.6%	24,750
Louisa	36,620	10.5%	11.3%	99.9%	71,799
Nelson	14,794	-1.5%	12.3%	97.6%	23,131
Total	**257,452**	**7.9%**	**12.0%**	**88.8%**	**452,842**

Chart Legend:

	Expense / Net Loss
	Revenue / Net Profit

John Tyler Charts and Metrics



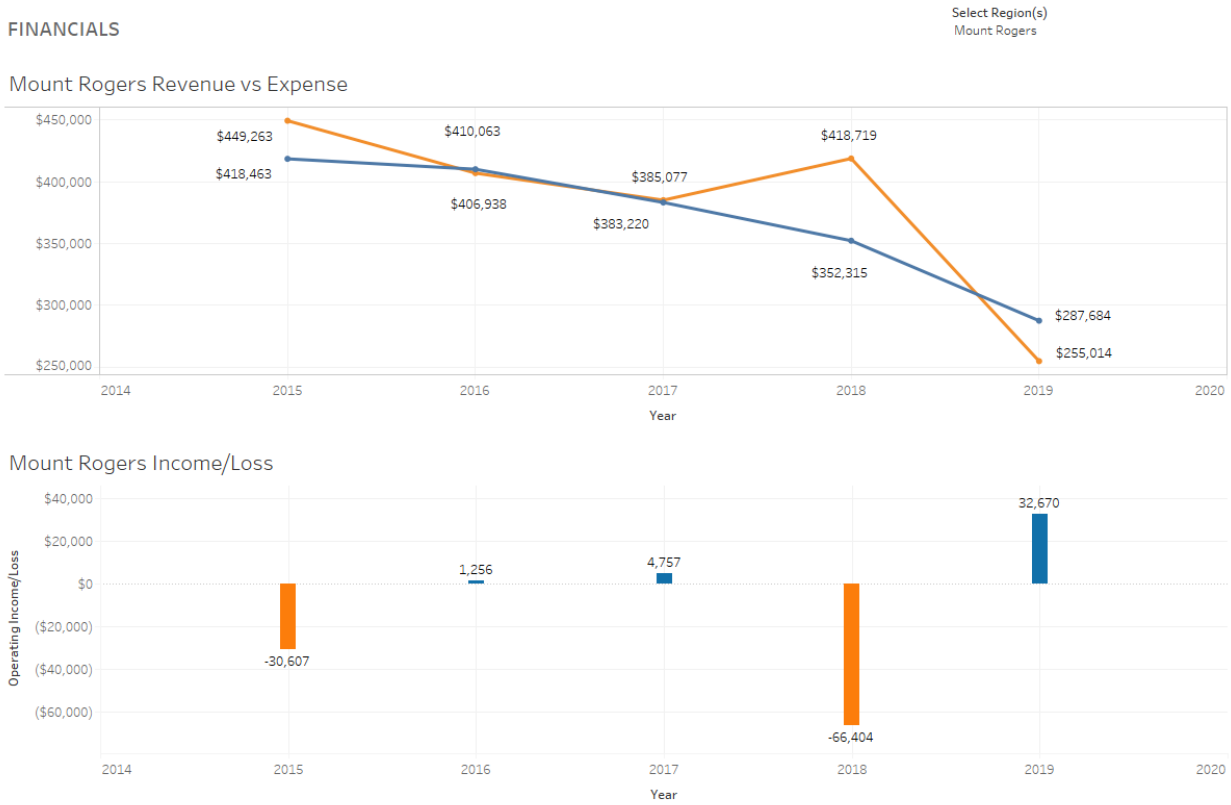


Locality	2019 Population	2019 Population Growth Rate	2019 Poverty Rate	2019 Broadband Access Rate	2019 Alcohol Sales (Gallons)
Chesterfield	350,760	10.9%	7.6%	98.3%	532,875
Colonial Heights	17,194	-1.2%	13.5%	99.1%	38,724
Dinwiddie	28,667	2.4%	12.5%	54.9%	46,028
Emporia	5,589	-5.7%	29.0%	68.8%	32,435
Greensville	11,408	-6.8%	26.7%	97.8%	N/A
Henrico	328,999	7.2%	9.0%	98.6%	609,190
Hopewell	22,718	0.6%	21.0%	93.6%	22,770
Petersburg	31,430	-3.1%	25.8%	99.1%	67,595
Powhatan	29,867	6.5%	6.9%	59.2%	44,559
Prince George	37,350	4.5%	8.9%	98.1%	71,783
Surry	6,561	-7.0%	12.9%	96.9%	N/A
Sussex	11,449	-5.3%	22.9%	85.4%	11,911
Total	**881,992**	**0.3%**	**16.4%**	**87.5%**	**1,477,870**

Chart Legend:

	Expense / Net Loss
	Revenue / Net Profit

Mount Rogers Dan Charts and Metrics

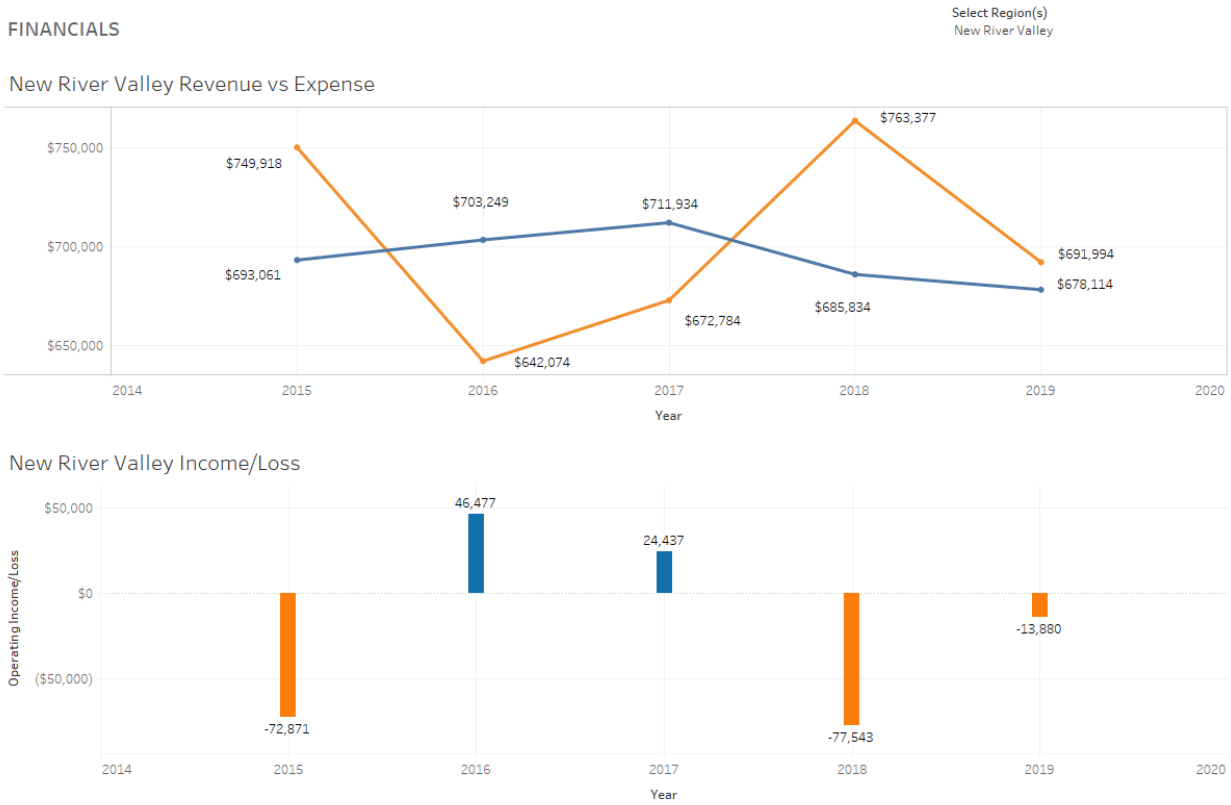


Locality	2019 Population	2019 Population Growth Rate	2019 Poverty Rate	2019 Broadband Access Rate	2019 Alcohol Sales (Gallons)
Bland	6,364	-6.7%	14.1%	100.0%	N/A
Bristol	17,018	-4.6%	22.7%	100.0%	53,936
Carroll	29,137	-3.0%	15.7%	65.3%	17,661
Galax	6,545	-7.1%	25.5%	94.1%	26,790
Grayson	15,445	-0.6%	18.4%	28.2%	N/A
Smyth	30,075	-6.6%	20.4%	92.1%	25,522
Washington	53,417	-2.7%	15.2%	99.4%	46,249
Wythe	28,480	-2.6%	15.4%	90.3%	29,616
Total	**186,481**	**-4.2%**	**18.4%**	**83.7%**	**199,774**

Chart Legend:

	Expense / Net Loss
	Revenue / Net Profit

New River Valley Charts and Metrics

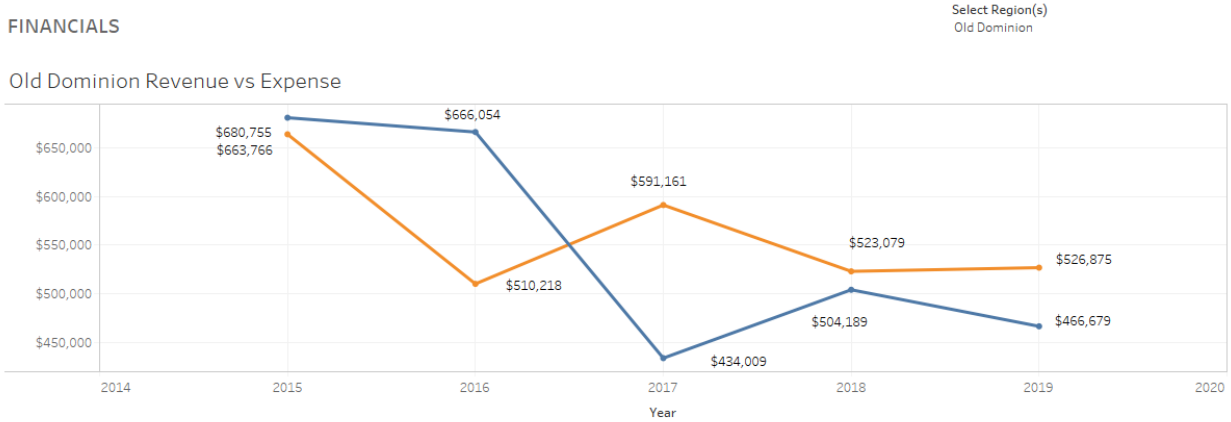


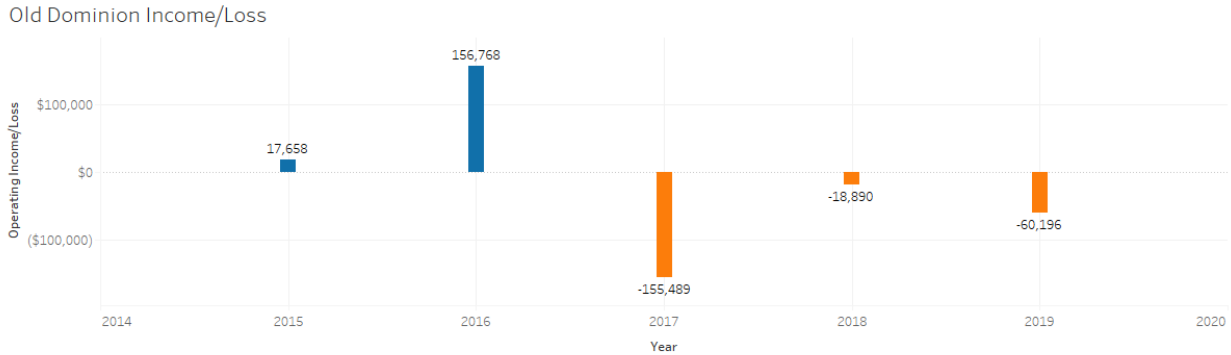
Locality	2019 Population	2019 Population Growth Rate	2019 Poverty Rate	2019 Broadband Access Rate	2019 Alcohol Sales (Gallons)
Floyd	15,561	1.8%	12.3%	83.4%	14,270
Giles	16,757	-3.1%	12.4%	67.2%	18,192
Montgomery	100,073	6.0%	24.1%	83.5%	165,491
Pulaski	34,097	-2.2%	14.6%	81.5%	30,646
Radford	18,044	10.0%	35.9%	96.7%	41,243
Total	**184,532**	**2.5%**	**19.9%**	**82.5%**	**269,842**

Chart Legend:

	Expense / Net Loss
	Revenue / Net Profit

Old Dominion Charts and Metrics





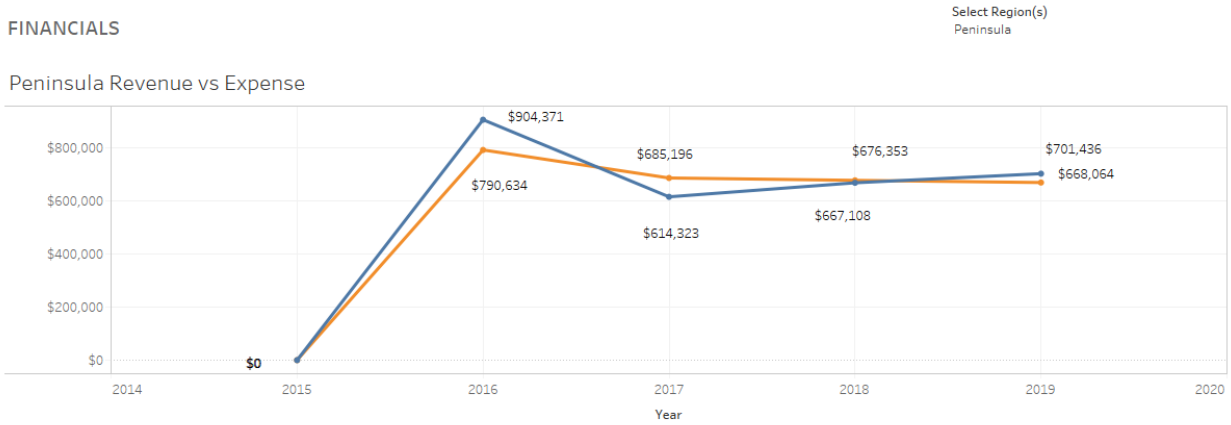
Locality	2019 Population	2019 Population Growth Rate	2019 Poverty Rate	2019 Broadband Access Rate	2019 Alcohol Sales (Gallons)
Clarke	14,360	2.3%	6.5%	63.7%	18,730
Frederick	88,830	13.4%	7.0%	95.3%	136,794
Page	23,857	-0.8%	13.9%	67.0%	21,241
Shenandoah	42,987	2.4%	10.4%	95.7%	54,528
Warren	39,936	6.3%	10.3%	93.5%	69,307
Winchester	28,180	7.5%	15.0%	99.8%	46,845
Clarke	14,360	2.3%	6.5%	63.7%	18,730
Total	**252,510**	**4.8%**	**9.9%**	**82.7%**	**366,175**

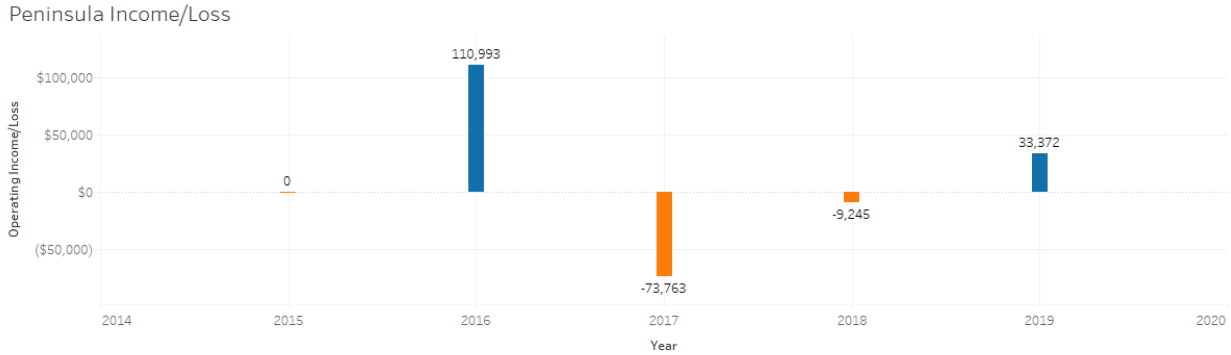
Chart Legend:

	Expense / Net Loss
	Revenue / Net Profit

Peninsula Charts and Metrics

(NOTE: 2015 financials were not provided)





Locality	2019 Population	2019 Population Growth Rate	2019 Poverty Rate	2019 Broadband Access Rate	2019 Alcohol Sales (Gallons)
Charles City	7,016	-3.3%	12.3%	4.8%	N/A
Hampton	135,753	-1.2%	15.8%	91.7%	289,491
James City	75,907	13.3%	7.0%	73.8%	56,903
Newport News	181,000	0.0%	15.5%	68.8%	292,134
Poquoson	12,395	2.0%	4.5%	99.7%	23,974
Williamsburg	15,383	9.4%	22.4%	68.8%	66,307
York	69,407	6.5%	5.5%	98.8%	139,300
Total	**496,861**	**3.8%**	**11.9%**	**72.3%**	**868,109**

Chart Legend:

	Expense / Net Loss
	Revenue / Net Profit

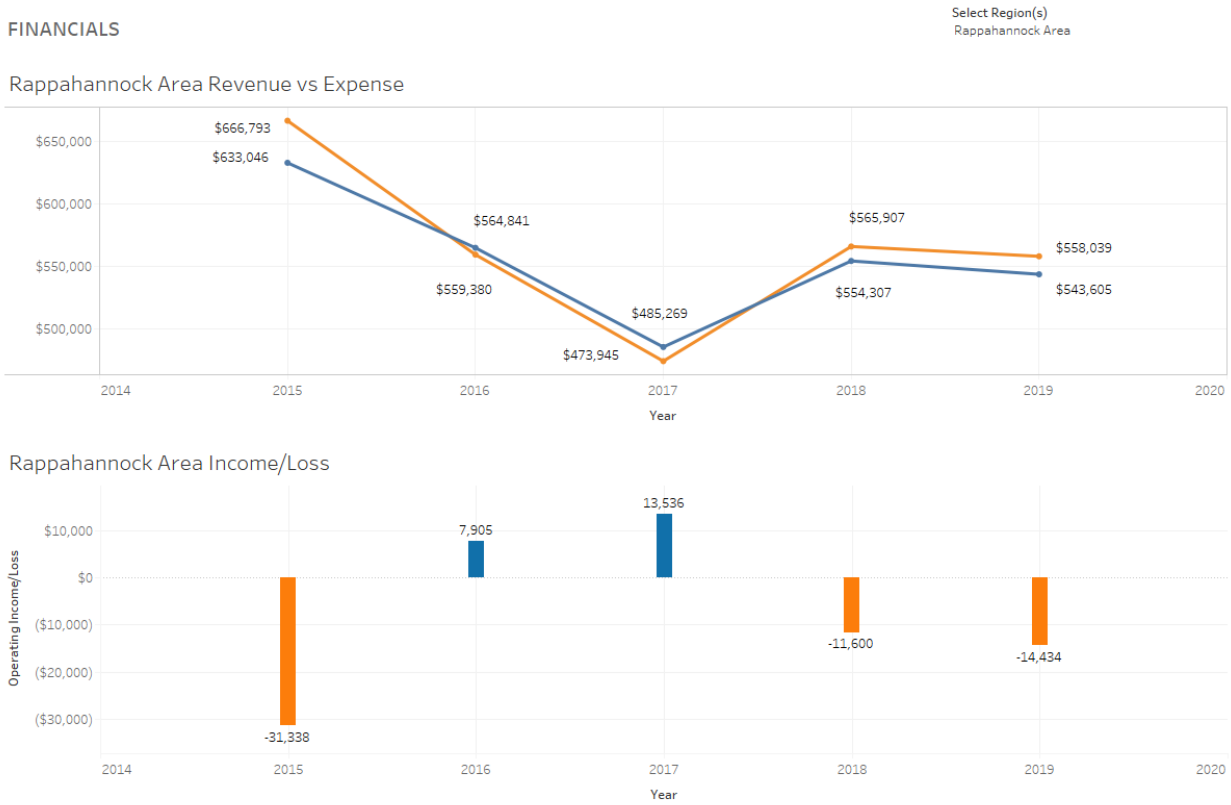
Piedmont Charts and Metrics

Locality	2019 Population	2019 Population Growth Rate	2019 Poverty Rate	2019 Broadband Access Rate	2019 Alcohol Sales (Gallons)
Amelia	13,053	2.9%	9.9%	61.2%	13,729
Appomattox	15,818	5.6%	13.5%	53.1%	19,796
Buckingham	17,075	-0.4%	20.2%	33.4%	10,607
Charlotte	11,928	-5.2%	19.3%	30.4%	12,037
Cumberland	9,855	-2.0%	15.7%	18.9%	6,856
Lunenburg	12,246	-5.2%	18.2%	98.9%	8,787
Nottoway	15,413	-2.8%	22.4%	99.1%	30,031
Prince Edward	22,959	-1.8%	20.0%	96.0%	44,190
Total	**118,347**	**-1.1%**	**17.4%**	**61.4%**	**146,033**

Chart Legend:

	Expense / Net Loss
	Revenue / Net Profit

Rappahannock Area Charts and Metrics

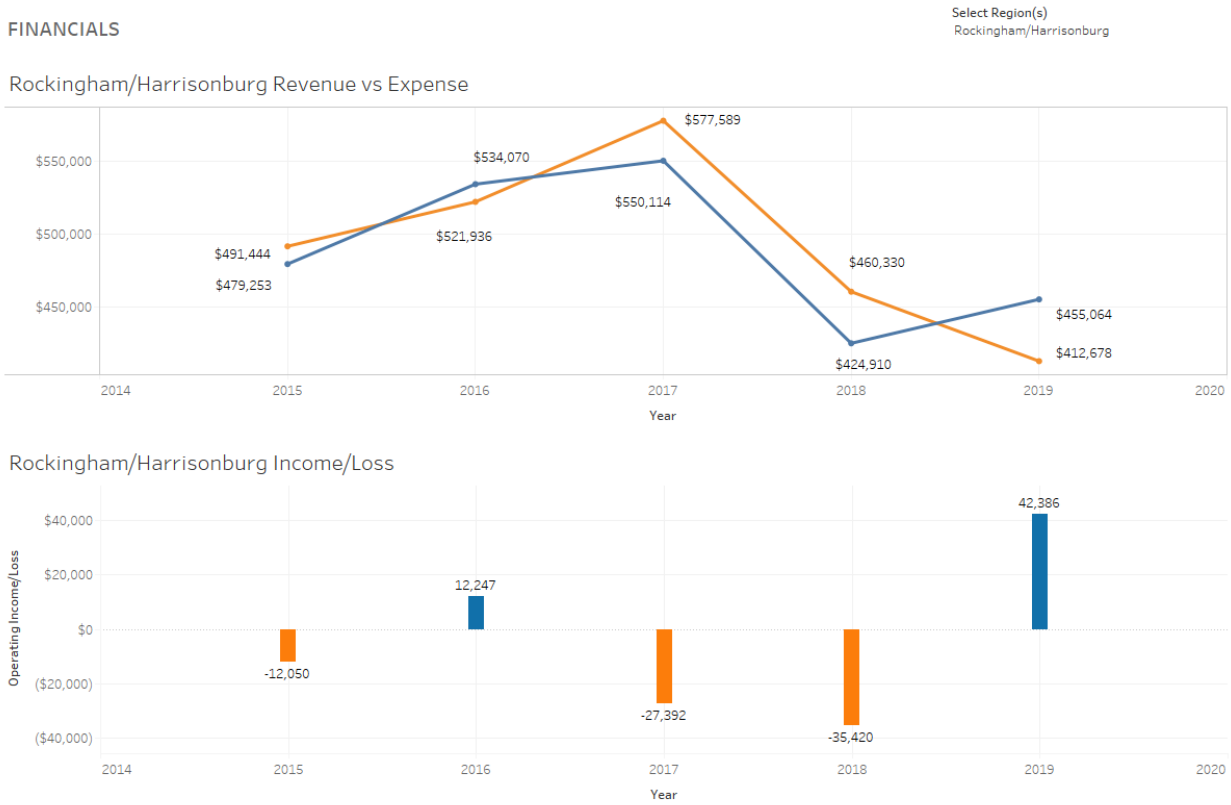


Locality	2019 Population	2019 Population Growth Rate	2019 Poverty Rate	2019 Broadband Access Rate	2019 Alcohol Sales (Gallons)
Caroline	30,318	6.2%	9.7%	66.0%	30,248
Fredericksburg	28,532	17.5%	14.1%	96.4%	102,627
King George	26,016	10.3%	6.8%	96.4%	18,948
Spotsylvania	135,715	10.9%	7.5%	98.4%	170,085
Stafford	151,689	17.6%	5.4%	90.5%	171,824
Total	**372,270**	**12.5%**	**8.7%**	**89.5%**	**493,732**

Chart Legend:

	Expense / Net Loss
	Revenue / Net Profit

Rockingham/Harrisonburg Charts and Metrics



Locality	2019 Population	2019 Population Growth Rate	2019 Poverty Rate	2019 Broadband Access Rate	2019 Alcohol Sales (Gallons)
Harrisonburg	53,997	10.4%	28.2%	96.4%	129,402
Rockingham	82,208	7.7%	8.7%	98.1%	49,177
Total	**136,205**	**9.1%**	**18.5%**	**97.3%**	**178,579**

Chart Legend:

	Expense / Net Loss
	Revenue / Net Profit

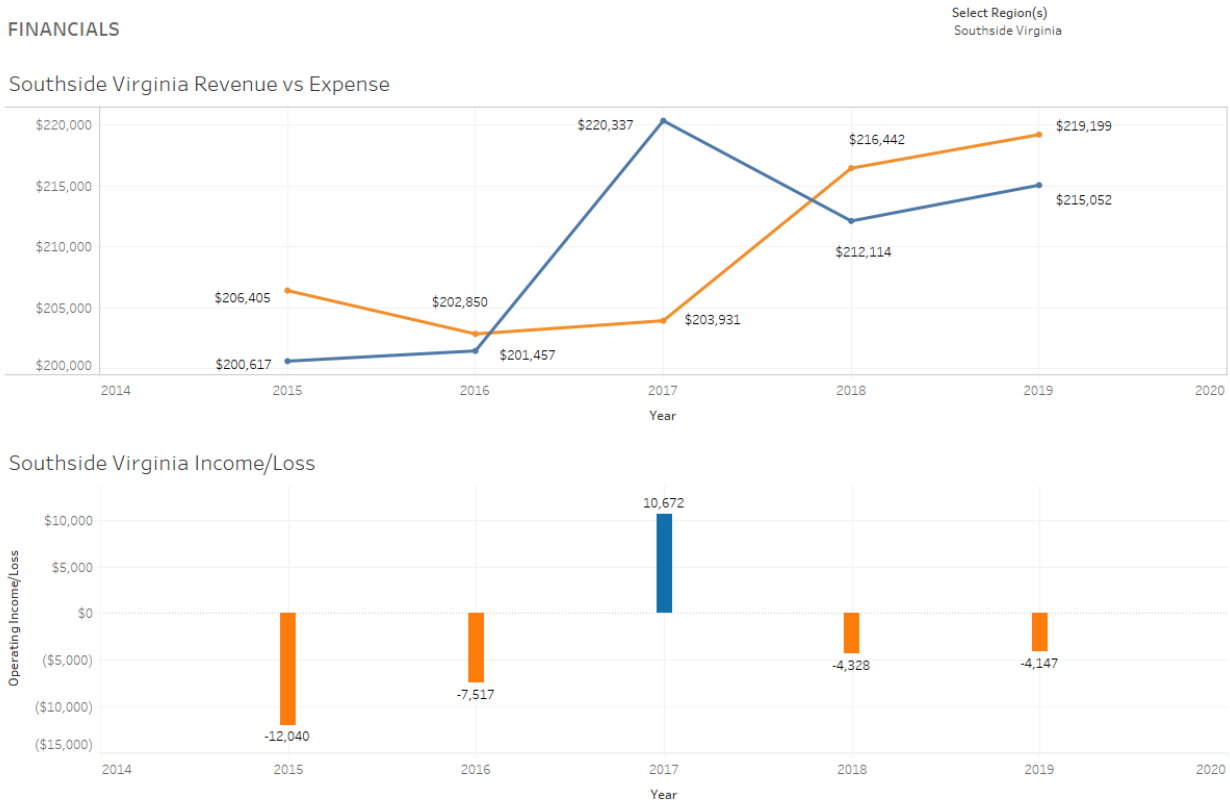
Southeastern Virginia Charts and Metrics

Locality	2019 Population	2019 Population Growth Rate	2019 Poverty Rate	2019 Broadband Access Rate	2019 Alcohol Sales (Gallons)
Chesapeake	245,745	10.6%	9.0%	98.8%	381,987
Franklin	8,261	-3.7%	16.2%	79.6%	34,280
Isle of Wight	37,649	6.7%	9.2%	48.2%	71,376
Portsmouth	94,581	-1.0%	17.2%	92.8%	208,054
Southampton	17,855	-3.9%	14.7%	99.3%	9,143
Suffolk	93,825	10.9%	10.8%	99.8%	141,090
Total	**497,916**	**3.3%**	**12.9%**	**86.4%**	**845,930**

Chart Legend:

	Expense / Net Loss
	Revenue / Net Profit

Southside Virginia Charts and Metrics

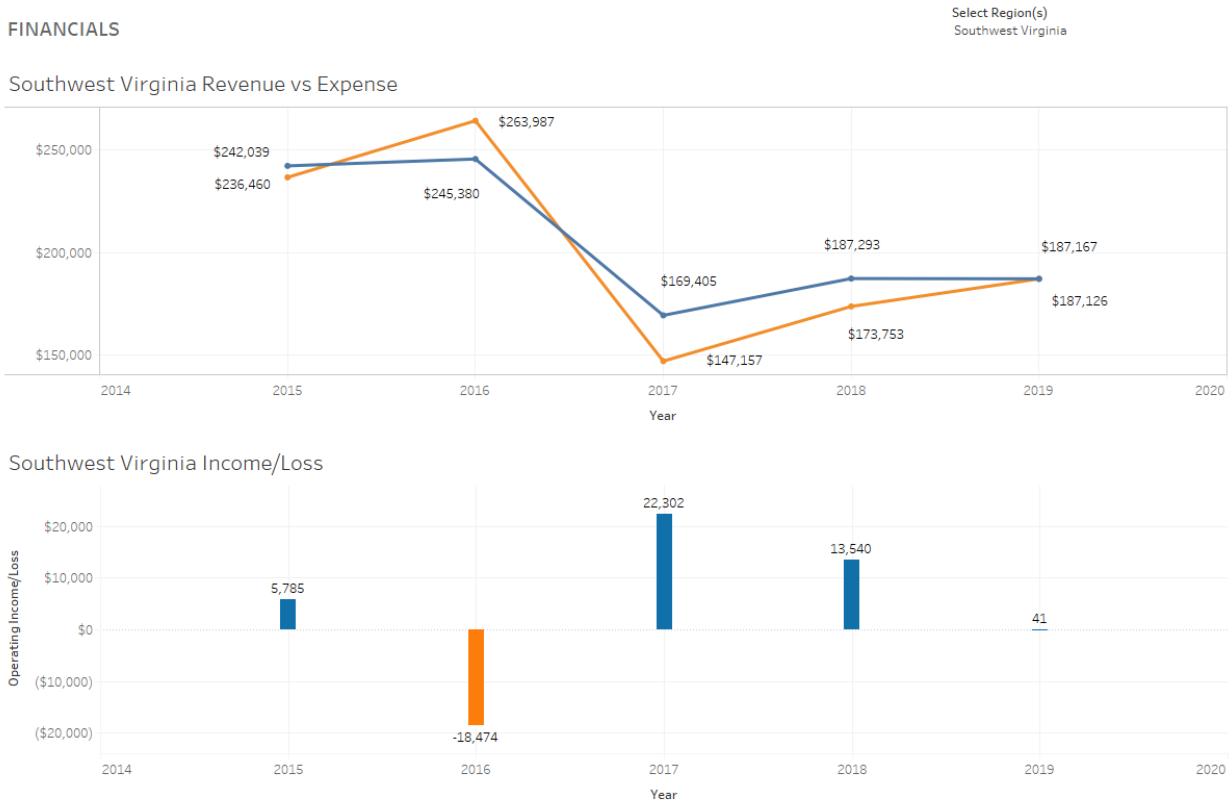


Locality	2019 Population	2019 Population Growth Rate	2019 Poverty Rate	2019 Broadband Access Rate	2019 Alcohol Sales (Gallons)
Brunswick	16,292	-6.6%	22.5%	26.4%	12,564
Halifax	34,329	-5.3%	14.5%	89.2%	45,232
Mecklenburg	30,917	-5.5%	18.7%	98.0%	70,914
Total	**81,538**	**-5.8%**	**18.6%**	**71.2%**	**128,710**

Chart Legend:

	Expense / Net Loss
	Revenue / Net Profit

Southwest Virginia Charts and Metrics



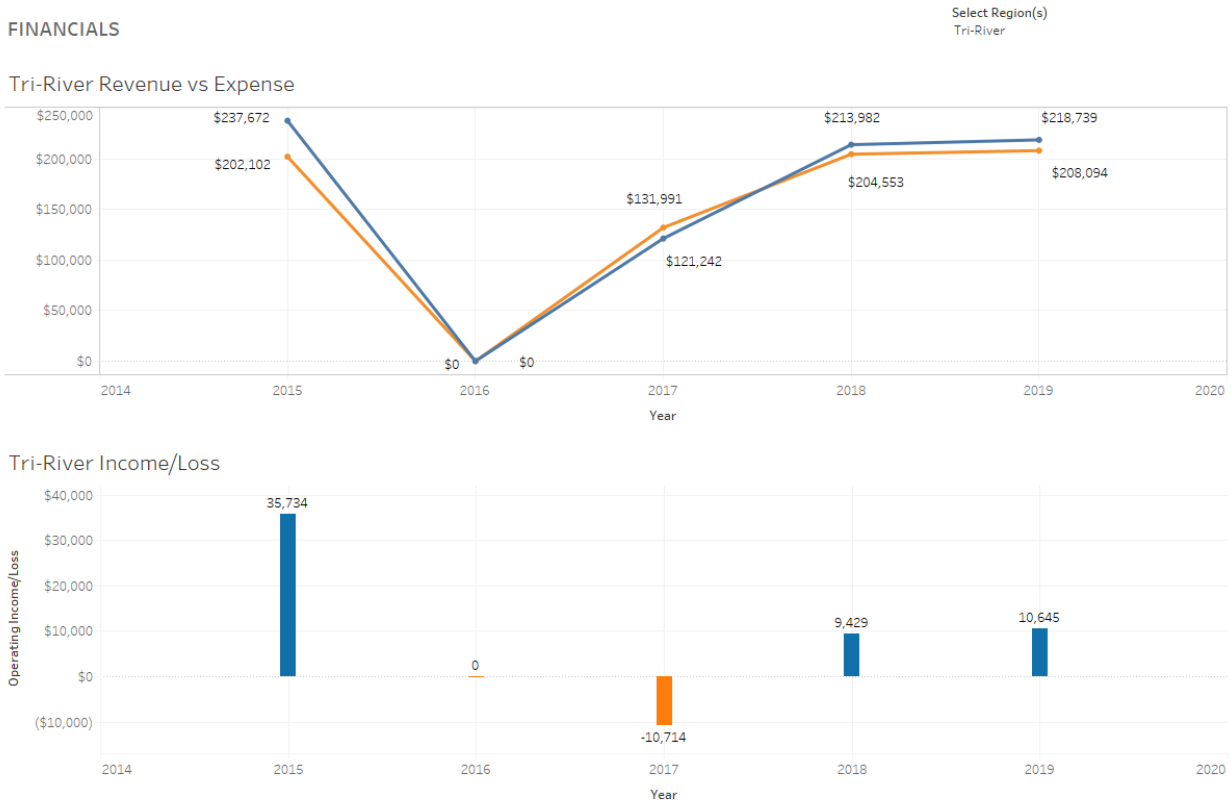
Locality	2019 Population	2019 Population Growth Rate	2019 Poverty Rate	2019 Broadband Access Rate	2019 Alcohol Sales (Gallons)
Buchanan	21,295	-11.6%	27.6%	100.0%	10,761
Dickenson	14,299	-10.1%	25.2%	97.7%	7,567
Lee	23,810	-6.9%	24.8%	29.3%	N/A
Norton	3,879	-2.0%	20.8%	58.3%	22,666
Russell	26,830	-7.2%	21.5%	95.3%	10,031
Scott	21,892	-5.5%	18.5%	33.1%	9,688
Tazewell	41,332	-8.3%	18.2%	98.8%	52,742
Wise	37,752	-8.9%	25.4%	96.9%	19,781
Total	**191,089**	**-7.6%**	**22.8%**	**76.2%**	**133,236**

Chart Legend:

	Expense / Net Loss
	Revenue / Net Profit

Tri-River Charts and Metrics

(NOTE: 2016 financials were not provided)

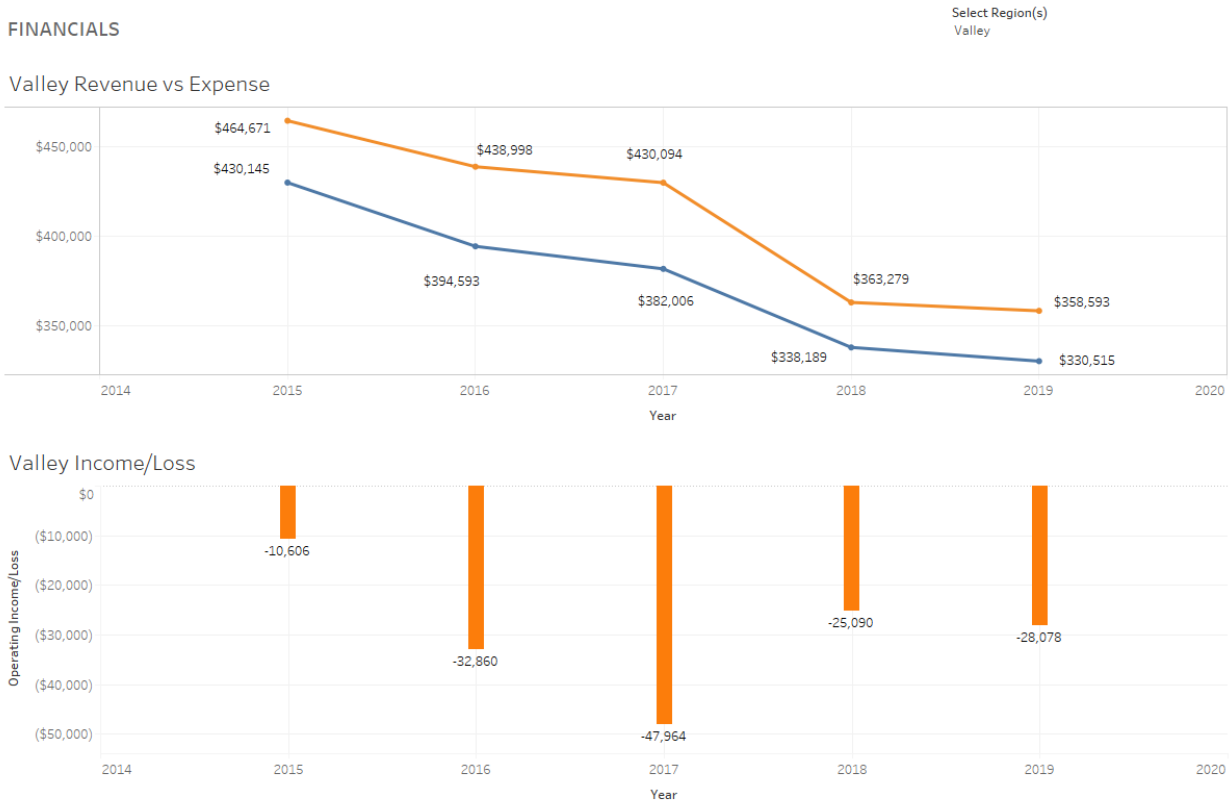


Locality	2019 Population	2019 Population Growth Rate	2019 Poverty Rate	2019 Broadband Access Rate	2019 Alcohol Sales (Gallons)
Essex	10,765	-3.5%	13.7%	98.5%	23,015
Gloucester	37,090	0.6%	9.1%	100.0%	65,351
King and Queen	6,902	-0.6%	12.2%	90.0%	N/A
King William	17,133	7.5%	7.3%	96.6%	42,377
Lancaster	10,829	-4.9%	12.3%	36.2%	43,656
Mathews	8,645	-3.7%	9.3%	80.1%	15,940
Middlesex	10,712	-2.3%	12.7%	71.6%	28,002
New Kent	23,066	25.2%	5.2%	52.8%	37,360
Northumberland	11,981	-2.8%	14.8%	98.8%	16,862
Richmond	9,192	-0.7%	15.9%	85.0%	12,280
Westmoreland	17,895	2.5%	16.4%	90.5%	25,855
Total	**164,210**	**1.6%**	**11.7%**	**81.8%**	**310,698**

Chart Legend:

	Expense / Net Loss
	Revenue / Net Profit

Valley Charts and Metrics



Locality	2019 Population	2019 Population Growth Rate	2019 Poverty Rate	2019 Broadband Access Rate	2019 Alcohol Sales (Gallons)
Augusta	75,831	2.8%	9.0%	79.3%	58,256
Buena Vista	6,454	-2.9%	20.1%	97.8%	N/A
Highland	2,246	-3.2%	12.7%	19.7%	2,675
Lexington	7,432	5.5%	21.6%	52.1%	45,051
Rockbridge	22,500	0.9%	12.0%	99.4%	N/A
Staunton	24,971	5.2%	13.7%	68.8%	59,175
Waynesboro	22,183	5.6%	17.4%	98.4%	45,822
Total	**161,617**	**2.0%**	**15.2%**	**73.6%**	**210,979**

Chart Legend:

	Expense / Net Loss
	Revenue / Net Profit

Appendix E: Data Sources

Population: Weldon Cooper (https://demographics.coopercenter.org 2019)

Broadband: https://broadbandnow.com/Virginia

Poverty Rate: https://www.indexmundi.com/facts/united-states/quick-facts/virginia/percent-of-people-of-all-ages-in-poverty#table

Alcohol sales: 2019 ABC annual report

Appendix F: ASAP Mortgages

Service Area	Building Location
Chesapeake Bay	Virginia Beach*
Dan River	Danville
John Tyler	Chester*
John Tyler	Henrico
Mount Rogers	Marion
New River Valley	Blacksburg
Peninsula	Newport News
Rappahannock	Fredericksburg
Southside	South Boston

*Mortgages paid in full.

Appendix G: 2020 Paycheck Protection Loan Recipients

ASAP Location	Loan Amount
Alexandria	$31,105
Capital Area	$77,123
Central Virginia	$39,300
Chesapeake Bay	$188,650
District Nine	$39,075
James River	$40,751
John Tyler	$240,000
Mount Rogers	$44,700
New River	$101,900
Piedmont	$20,000
Rappahannock	$50,00
Rockingham	$55,000
Southside	$34,000
Southeastern	$88,000
Valley	$40,000

Appendix H: 2020 Cash Reserves and Operating Account Balances

2020 ASAP Reserves and Operating Accounts			
	Reserves	**Operating Accounts**	**Combined Accounts**
Alexandria			73,305.00
Bull Run	312,006	79,361	
Capital Area	114,925	87,614	
Central VA	457,819	31,746	
Chesapeake Bay			1,974,499
Court Community			806,977
Dan River	96,073	228,008	
District Nine	92,700	149,132	
James River			164,335
John Tyler	754,369	424,266	
Mount Rogers	59,445	211,018	
Old Dominion			76,687
Peninsula			191,494
Piedmont			155,382
Rockingham	82,383	29,363	
Southeastern			357,099
Southside	67,878	36,155	
Southwest VA	82,993	52,875	
Tri-River			101,141
Valley			58,394
Notes:	Combined accounts includes all funds in a single account		
	Fairfax ASAP and Arlington ASAP budgets supplemented by the local government		

Appendix I: State Share of Fees Summary

ASAP	2012	Approximate Annual	2013	Approximate Annual	2014	Approximate Annual	2015	Approximate Annual	2016	Approximate Annual	2017	Approximate Annual	2018	Approximate Annual	2019	Approximate Annual	2020	Approximate Annual
Alexandria	58	$6,960	64	$7,680	125	$15,000	126	$15,120	132	$15,840	125	$15,000	125	$15,000	96	$11,520	121	$14,520
Arlington	103	$12,360	116	$13,920	265	$31,800	302	$36,240	337	$40,440	244	$29,280	191	$22,920	143	$17,160	134	$16,080
Bull Run	432	$51,840	514	$61,680	993	$119,160	979	$117,480	981	$117,720	819	$98,280	721	$86,520	726	$87,120	798	$95,760
Capital Area	189	$22,680	218	$26,160	427	$51,240	400	$48,000	388	$46,560	329	$39,480	345	$41,400	334	$40,080	299	$35,880
Central Virginia	153	$18,360	174	$20,880	282	$33,840	319	$38,280	327	$39,240	282	$33,840	270	$32,400	312	$37,440	233	$27,960
Chesapeake Bay	515	$61,800	648	$77,760	1125	$135,000	1159	$139,080	1185	$142,200	1005	$120,600	1003	$120,360	1055	$126,600	935	$112,200
Court Community	189	$22,680	202	$24,240	373	$44,760	337	$40,440	316	$37,920	254	$30,480	300	$36,000	371	$44,520	297	$35,640
Dan River	86	$10,320	81	$9,720	161	$19,320	164	$19,680	174	$20,880	148	$17,760	144	$17,280	124	$14,880	128	$15,360
District Nine	97	$11,640	98	$11,760	213	$25,560	213	$25,560	249	$29,880	219	$26,280	186	$22,320	200	$24,000	163	$19,560
Fairfax	396	$47,520	493	$59,160	882	$105,840	1013	$121,560	865	$103,800	673	$80,760	673	$80,760	727	$87,240	634	$76,080
James River	139	$16,680	135	$16,200	224	$26,880	223	$26,760	251	$30,120	209	$25,080	205	$24,600	209	$25,080	196	$23,520
John Tyler	503	$60,360	599	$71,880	1028	$123,360	1037	$124,440	1065	$127,800	1052	$126,240	1033	$123,960	1028	$123,360	972	$116,640
Mount Rogers	52	$6,240	66	$7,920	127	$15,240	123	$14,760	123	$14,760	107	$12,840	113	$13,560	108	$12,960	115	$13,800
New River Valley	116	$13,920	110	$13,200	201	$24,120	204	$24,480	182	$21,840	164	$19,680	206	$24,720	193	$23,160	164	$19,680
Old Dominion	136	$16,320	155	$18,600	311	$37,320	287	$34,440	310	$37,200	283	$33,960	265	$31,800	264	$31,680	273	$32,760
Peninsula	273	$32,760	295	$35,400	543	$65,160	593	$71,160	513	$61,560	455	$54,600	414	$49,680	422	$50,640	470	$56,400
Piedmont	40	$4,800	56	$6,720	113	$13,560	88	$10,560	107	$12,840	99	$11,880	98	$11,760	96	$11,520	94	$11,280
Rappahannock	178	$21,360	206	$24,720	323	$38,760	315	$37,800	377	$45,240	318	$38,160	339	$40,680	347	$41,640	343	$41,160
Rockingham/Harrisonbur	50	$6,000	53	$6,360	105	$12,600	118	$14,160	122	$14,640	120	$14,400	124	$14,880	128	$15,360	123	$14,760
Southeastern	228	$27,360	264	$31,680	494	$59,280	579	$69,480	527	$63,240	415	$49,800	451	$54,120	422	$50,640	415	$49,800
Southside	32	$3,840	47	$5,640	79	$9,480	77	$9,240	78	$9,360	77	$9,240	69	$8,280	84	$10,080	83	$9,960
Southwestern	31	$3,720	33	$3,960	86	$10,320	93	$11,160	67	$8,040	70	$8,400	95	$11,400	95	$11,400	80	$9,600
Tri-River	103	$12,360	130	$15,600	195	$23,400	204	$24,480	160	$19,200	159	$19,080	180	$21,600	190	$22,800	191	$22,920
Valley	65	$7,800	82	$9,840	118	$14,160	153	$18,360	182	$21,840	130	$15,600	140	$16,800	168	$20,160	116	$13,920
Total	$100,000	$499,680		$580,680		$1,055,160		$1,092,720		$1,082,160		$930,720		$922,800		$941,040		$885,240
State Share Not Collected		$49,968.0		$58,068.0		$105,516.0		$109,272.0		$108,216.0		$93,072.0		$92,280.0		$94,104.0		$88,524.0

Expense Type	Expense	ASAP One-Time Share	ASAP Annual Share	ASAP Amount Paid	Difference per ASAP
Enginuity Case Management System	$481,250	$20,052		$0	$20,052
TREDS (DMV)	$300,000	$12,500		$0	$12,500
Education Books	$41,000		$1,708	$0	$1,708
Creation of Education Books	$16,000	$667		$0	$667
Driver Improvement	Time & Labor		Based on Program Size ($10,000 - $30,000)	0	$10,000-$30,000
ECM System Maintenance	$75,000		$3,125	$0	$3,125
TREDS System Maintenance (DMV)	$75,000		$3,125	$0	$3,125
ASAP State Share of Fees	$10,000,000		$41,667	$12,500	$29,167
Ignition Interlock State Share of Fees (2010-2020)	$8,090,200	$33,709		$0	$33,709

Total State Share Fee Not Collected
$799,020