

**COMMISSION ON VASAP
QUARTERLY MEETING**

September 18, 2026

Minutes

Attendance:

Commission Members:

Delegate Patrick A. Hope, Chairman
Senator Scott A. Surovell, Vice Chairman
Delegate James A. Leftwich, Jr.
Delegate Charles H. Schmidt, Jr.
The Honorable Gino W. Williams
The Honorable Mary Jane Hall
Sheriff Michael Moore
Ms. Margaret Steele
Ms. Emily Witt
Ms. Krystal Hullette
Ms. Loren Ashley Cole

Absent:

Senator Richard H. Stuart
Delegate Rae C. Cousins
The Honorable W. Michael Chick, Jr.
Ms. Jennifer Wicker

Commission Staff

Ms. Angela Coleman, Executive Director
Ms. Shelby Edwards
Ms. Rosario Luviano
Mr. Glen Miller
Mr. Christopher Morris
Ms. Charlene Motley
Ms. LeAnne Turner

Office of the Attorney General

Ms. Janet Baugh

Time and Place

The quarterly meeting of the Commission on Virginia Alcohol Safety Action Program (VASAP) was conducted in Senate Room A at the General Assembly Building in Richmond, Virginia on September 18, 2026, at 10:00 a.m.

Delegate Patrick A. Hope, Chairman, presided and called the meeting to order at 10:00 a.m. Ms. Angela Coleman, Executive Director, called roll of the Commission Members. A quorum was present.

Approval of the Minutes

The Honorable Gino W. Williams moved, and Ms. Loren Ashley Cole seconded the motion that the minutes from the June 5, 2026, Commission meeting be approved. All were in favor; none opposed.

Review of Workgroup Study: Long-Term Sustainability of Virginia Local Alcohol Safety Action Programs SB 391, HB 862

Dr. James Burke, TEOconsulting, LLC presented a review of the Long-Term Sustainability of Virginia's Local Alcohol Safety Action Programs workgroup study pursuant to Senate Bill 391 and House Bill 862 (2026).

The review examined funding models in other states, financial sustainability, operational stability, governance, minimum standards, and the roles of the Commission, local policy boards, and fiscal agents.

Dr. Burke shared that the review of neighboring states, West Virginia, Maryland, North Carolina, and South Carolina found that no state relies solely on offender fees to fund impaired-driving supervision and emphasized the importance of public funding, statewide standards, and clear administrative responsibility.

Dr. Burke reported that the report shows that the VASAP system is currently financially viable, with a FY26 operating budget of approximately \$14 million, collective reserves of

approximately \$6.4 million, and a FY25 audited net position of approximately \$8.5 million. However, funding and local support vary significantly among ASAPs. New legislation effective January 2028 will require localities to provide financial support to their ASAPs and is intended to create greater consistency and stability across the system.

Dr. Burke outlined a three-pillar accountability structure in which the Commission establishes statewide standards and performance expectations, local policy boards provide community governance, and fiscal agent localities manage administrative functions such as payroll, human resources, and financial administration. Recommendations included standardized fiscal-agent and multi-jurisdiction agreements, a risk-based reserve policy, workload-based staffing standards, and early-warning indicators to identify financial or operational concerns before services are disrupted.

Dr. Burke went on to state that fiscal agents will bring together a different level of accountability and add important professional support.

Dr. Burke concluded that the statewide VASAP system is structurally and financially viable, but long-term stability will require more predictable local financial participation. He recommended that implementation planning start now with the new fiscal-agent and local funding framework taking effect January 1, 2028, followed by evaluation and refinement during 2028–2029.

Delegate Hope inquired as to who was on the workgroup.

Dr. Burke shared the following members:

Senate Committee on Finance & Appropriations	Mike Tweedy
House Committee on Appropriations	Andrea Peek
Representatives of the Virginia Municipal League	Joe Flores/Janet Areson
Representative of the Virginia Association of Counties	Katie Boyle
Representative of the Department of Motor Vehicles	Brandy Brubaker
VASAP Commission Member	Margaret Steele

Sr. Assistant Attorney General	Janet Baugh
Representative of local ASAPs	Krystal Hullette
Commission Staff	Angela Coleman, Executive Director Charlene Motley, Field Services Supervisor Chris Morris, Special Programs Coordinator

Ms. Loren Ashley Cole moved, and Delegate James A. Leftwich, Jr. seconded the motion to accept the Workgroup Study: Long-Term Sustainability of Virginia Local Alcohol Safety Action Programs SB 391, HB 862. All were in favor; none opposed.

Review of Workgroup Study: Provisions of DUI, VASAP Ignition Interlock

Dr. Ryan C. Smith, Senior Director, Traffic Safety Research & Innovation, Responsibility.Org (NASID), Casanova Powell Consulting presented a review of the Provisions of DUI, VASAP Ignition Interlock workgroup study. Early findings identified three primary areas for improvement: statutory provisions that may create safety gaps or differ from national best practices, limited integration of impaired-driving data across state agencies, and the need to strengthen Virginia's response to drug-impaired driving.

Dr. Smith shared that specific statutory concerns include the seven-day pre-conviction administrative license suspension, exceptions to ignition interlock requirements for certain first-time offenders, the potential impact of DUI plea reductions to reckless driving, and risks associated with pre-installation of ignition interlock devices. The workgroup also identified challenges in connecting data related to arrests, convictions, toxicology, treatment, interlock compliance, and case outcomes. Dr. Smith highlighted the need for additional training for law enforcement, prosecutors, and judges; authorization for oral fluid drug testing; and continued investment in toxicology testing and laboratories regarding drug-impaired driving.

Dr. Smith also noted significant increases in cases involving both alcohol and cannabis following expanded cannabis testing, underscoring the need for more consistent toxicology data.

Senator Scott A. Surovell, Vice Chairman, shared that as a member of the Crime Commission they recognized a decline in DUI enforcement regarding drug impaired driving. He stated that from what they found, forensic scientists are unable to determine impairment due to the variance in tolerance levels. Senator Surovell inquired as to whether there have been any technology updates in the past two years.

Dr. Smith recognized that science is always changing, and while there is no magic bullet, solutions can still exist. Dr. Smith stressed the need to have all tools available in the tool kit to address these cases, putting emphasis on specified training for law enforcement to include an increase in Drug Recognition Expert officers (DREs). Noting that even if an individual does not test positive for alcohol on a Preliminary Breath Test (PBT), that oral fluid testing could assist the officer in determining if the individual is driving impaired.

Senator Surovell acknowledged that training DRE and Advanced Roadside Impaired Driving Enforcement officers (ARIDE) is very expensive and that is an issue that needs to be figured out.

Senator Surovell inquired if other states issue hard suspensions for refusal charges.

Dr. Smith responded that hard suspensions are not common in other states.

Senator Surovell inquired about other states' take on deferred dispositions and reduced convictions.

Dr. Smith shared that it is not uncommon for charges to be plead down to avoid DUI convictions. However, he pointed out that it is imperative that the driver still receives the support needed to modify the behavior.

Senator Surovell asked what the research is showing in the efficacy of programs that do not necessarily show a conviction, mentioning Arlington had a program for convictions reduced to reckless driving that required two years of monitoring instead of the standard one year for a DUI conviction. If the objective is behavior correction, then offering someone a reduction in charge

for longer monitoring period seems to be a good idea. Senator Surovell inquired as to whether the efficacy of that will be looked at within the study.

Dr. Smith reported that yes, one of the largest concerns in other states is that the DUI offenses reduced to reckless are no longer tied to an alcohol offense and if the driver is arrested for another DUI the cycle has the potential to repeat. He emphasized that there needs to be a stop gap in place to prevent the driver from being put on that trajectory again if charged with another DUI.

The Honorable Mary Jane Hall asked how a positive oral fluid test would impact the officers' actions during a traffic stop.

Dr. Smith responded that detecting drug presence is a valuable piece of information. If the officer pulls a suspect for potential impaired driving and they pass the PBT with no alcohol, or a low alcohol reading, then with additional training, the officer could move on to an oral fluid test which screens for the 5 major drug classes. This provides the officer with an objective reading to bring in an ARIDE/DRE officer and feel more confident in proceeding with the arrest of that driver.

Senator Surovell inquired about Virginia's open container laws stating there was an attempt to amend them to include cannabis which failed, sharing that Virginia's weak open container laws are costing the Commonwealth federal dollars.

Dr. Smith responded that Virginia's open container law is very weak and it is going to be included in the study.

Delegate Hope noted it is important to point out that we are losing federal dollars due to the open container laws.

Dr. Smith closed by stating the workgroup will continue its analysis, with additional findings and recommendations to be included in the final report which is due on November 1, 2026.

Appointment of Legislative Committee

Delegate Hope asked for volunteers from members of the Commission to serve on a legislative committee to consider the recommendations set forth in the two workgroup studies as well as other legislative topics that may arise. The following members, along with Ms. Janet Baugh, Office of the Attorney General, volunteered:

- Delegate Patrick A. Hope, Chairman
- Senator Scott A. Surovell, Vice Chairman
- Delegate James A. Leftwich, Jr.
- The Honorable Gino W. Williams
- The Honorable Mary Jane Hall
- Ms. Emily Witt
- Ms. Loren Ashley Cole

Delegate Hope stated this is not a final call as there are other members of the Commission not present at the meeting that may want to participate.

Executive Director's Report

Ms. Coleman presented the Executive Director's report.

Southeastern Virginia ASAP

Ms. Coleman reminded the Commission that, at its previous meeting, the Southeastern Virginia ASAP budget was conditionally approved. Since that meeting, the Commission disbursed \$15,000 in July to support payroll for Southeastern Virginia ASAP employees. Ms. Coleman also reported that bridge funding in the form of a \$183,000 grant was awarded, with disbursement expected in October 2026, which will provide additional financial stability to the program.

Ms. Coleman further reported that Mr. Anthony Carmichael, Director of Southeastern Virginia ASAP, is scheduled to retire in January. Commission staff will work closely with the incoming director regarding the allocation of funding. Southeastern Virginia ASAP will also receive its

annual Commission allocation of \$73,000. Ms. Coleman noted that final approval of the FY2027 budget remains pending.

The Honorable Gino W. Williams moved, and Ms. Margaret Steele seconded the motion that Southeastern Virginia ASAP's FY27 budget be approved. All were in favor; none opposed.

Bull Run ASAP

Ms. Coleman announced that grant funding in the amount of \$231,000 has been secured for Bull Run ASAP.

Ms. Coleman said she was very pleased to be able to assist Southeastern Virginia ASAP and Bull Run ASAP. She stated that all programs are now in a positive financial position with continued support from the commission.

ISAP

Ms. Coleman reported that to date, commission staff have received 118 ISAP referrals. Currently, there are 54 devices currently installed, 8 pre-comply enrollments and 2 unaffordability requests.

Ms. Coleman noted that as a member of the National ISA Work Committee she is advocating that other states use Virginia as a template for their own ISA programs to ensure a better sense of reciprocity as the program grows.

Ms. Coleman stated recommendations will be made to the legislative committee now that the ISA program is up and running.

At the last meeting, Delegate Hope recommended that CLE credits be provided for ISA Training. Ms. Coleman announced that commission staff will be holding a 2-hour ISAP virtual training course for Commonwealth's Attorneys and Defense Attorneys and that they have already applied for CLE credits. Registration forms will be sent out, and the training will also be announced at

the upcoming judicial conference. Four dates were announced and more may be added if necessary:

October 21, 2026

November 4, 2026

October 28, 2026

November 18, 2026

Audit

Ms. Coleman thanked Charlene Motley for leading the team's financial operations during the most recent financial audit conducted in September. Ms. Coleman also thanked the ASAP directors for sending their monthly reports in a timely manner. She reported that the final findings of the audit report will come out at the end of the year. However, the auditors have reported preliminary results and there are no audit findings or recommendations.

VASAP Annual Training Conference

The conference was held on August 5 & 6 in Northern Virginia at the Crowne Plaza-Dulles Airport. Ms. Coleman stated it was the first time the conference had been held in Northern Virginia and it was well received. There were 198 attendees and everything went smoothly. Several topics were covered such as de-escalation strategies, an ISA presentation, understanding toxicology and, the always popular, ask DMV session. Ms. Coleman reported that 21 policy board members dedicated their time to attend a one-day training during conference on their roles and responsibilities. Ms. Coleman thanked the Commission members who were able to attend.

The Branden Green Award for Excellence in Customer Service

Ms. Coleman announced the inaugural Branden Green Award for Excellence in Customer Service, established in memory of Mr. Branden Green, former Director of Tri-River ASAP, who was tragically killed while on duty at the Tri-River ASAP office. Mr. Green was recognized for his commitment to excellent customer service, and the award was established to honor his legacy and recognize outstanding service annually.

The inaugural awards were presented to agencies that played an integral role in supporting Tri-River ASAP clients and staff following Mr. Green's death. The Virginia Department of Motor Vehicles was recognized for offering office space; the Virginia Department of Behavioral Health

was recognized for providing counseling services to ASAP employees; the courthouses of the 15th & 9th Judicial District of Virginia were recognized for accommodating the rescheduling of court dates and providing support to staff and clients and the Commission on VASAP staff was recognized for assuming responsibility for all case management activities.

Ms. Coleman noted that nominations for the Branden Green Award for Excellence in Customer Service will be accepted in future years.

Service Awards

Ms. Coleman recognized the following Commission staff members:

- Ms. LeAnne Turner, Executive Assistant, for 5 years of part-time service to VASAP
- Mr. Chris Morris, Special Programs Coordinator, for 15 years of service to VASAP
- Ms. Charlene Motley, Field Services Supervisor, for 15 years of service to VASAP and 35 years of service to the Commonwealth

Ms. Coleman shared that Mr. Morris and Ms. Motley provide critical support and oversight of the VASAP program.

Delegate Hope stated that the Branden Green service award is an excellent way to recognize those with exceptional customer service. He thanked Ms. Coleman for the updates in her Executive Director's Report and recommended that any Commission member who has not previously attended the conference consider attending, noting that this was his third time and that each time he found the sessions to be very informative and enjoyable.

2026 Meeting Dates

December 3rd

Adjournment

There being no further business, Delegate Patrick A. Hope, Chairman, adjourned the meeting at 11:00 am.