



Tobacco Settlement
Revenue –
Investments in Youth

SUBSTANCE ABUSE PREVENTION PROMISING PRACTICE PROFILES

Wyoming Substance Abuse Control Plan

SUMMARY

The Wyoming Substance Abuse Control Plan is an integrated, statewide alcohol and drug control plan enacted by the Legislature and funded with proceeds from the State's share of the tobacco Master Settlement Agreement. The Plan calls for the Wyoming Department of Health, in conjunction with the Department of Corrections, and the Department of Family Services to work jointly toward achieving and developing comprehensive substance abuse strategies targeting prevention, early intervention, and treatment of tobacco, alcohol, and drug abuse in the State. Key elements of the Plan include a statewide adult and juvenile drug-court system, investment in outpatient and residential treatment programs, incentives for establishing drug-free workplaces, and utilizing community coalitions to coordinate local efforts. The Plan also requires adherence to treatment standards and certification, and the use of science-based interventions, data reporting and outcome measurements. The Wyoming Substance Abuse Control Plan has significantly increased Wyoming's capacity to treat and prevent substance abuse, and includes an array of programs and strategies targeting youth.

For youth programs to be successful, policymakers, program leaders and intermediary organizations need access to flexible and sustainable sources of funding. State payments from the tobacco Master Settlement Agreement (MSA) currently fund a range of health, education, prevention, and other initiatives serving young people. This promising practice profile focuses on the use of MSA funds to support substance abuse prevention initiatives that support the positive development of youth.

BACKGROUND

Since 2000, Wyoming has received over \$155 million in tobacco Master Settlement Agreement (MSA) revenue, with annual payments ranging from \$14.5 to \$22 million. The legislature initially allocated all MSA funds into a Settlement Trust Fund to support tobacco prevention and control efforts. In 2002, with the passing of Wyoming's Substance Abuse Control Plan, legislation allocated an initial \$25 million dollars of MSA funding toward the implementation of the Plan, with ongoing biennial appropriations.

Funds are distributed between three agencies to support the Plan and its implementation: the Department of Health, Department of Family Services, and Department of Corrections. The Department of Health is the lead agency and receives the largest percentage of funds, approximately \$27 million bi-annually.

From 2003-2008, \$97.5 million in tobacco settlement revenues were allocated to the Substance Abuse Control Plan. As a result of this investment, Wyoming has been able to leverage an additional \$9 million from the federally funded Strategic Prevention Framework State Incentives Grant (SPF-SIG) program for the Substance Abuse Control Plan.

IMPLEMENTATION

The Substance Abuse Control Plan emerged from the findings of the Department of Health report “Reclaiming Wyoming: A Comprehensive Blueprint for Prevention, Early Intervention and Treatment of Substance Abuse.” The report identified a clear need for a comprehensive approach that not only responded with treatment to the state’s rising substance abuse statistics, but also provided prevention and intervention services.

The Plan mandates a cross-agency approach to substance abuse prevention and treatment. Key elements of the Plan include a statewide 24-hour drug court system, investments in outpatient and residential treatment programs, the development of research-based standards for treatment and prevention programs, and provider certification. Programs and services targeting youth include the development of a juvenile drug court system, expansion of Intensive Supervised Probation (ISP) and treatment services for juveniles, and investments in law enforcement and community strategies to decrease youth access to alcohol and tobacco.

The Department of Health (DOH) is the lead agency and works together with the Departments of Corrections and Department of Family Services to implement the Plan. The Mental Health and Substance Abuse Services Division (MHSAD) of the DOH orchestrates the day-to-day operations, and tracks and reports on all aspects of the Plan’s implementation. Annual reports are submitted to the Joint Labor, Health, and Social Services Interim Committee.

Inter-agency coordination is supported by two staff positions at the MHSAD (Inter-Agency Coordinator and Special Projects Coordinator). The MHSAD, along with the governor’s office and legislative leaders, have received special training by the National Conference of State Legislatures on joint legislative-executive branch efforts to prevent and treat substance abuse. In addition, MHSAD has formed a working group with the Governor; departments of Health, Family Services, Corrections, Workforce Services, Employment, Transportation, Environmental Quality Revenue, and Military; and Public Defender’s Office to develop specific plans to integrate and share data, assess outcomes, coordinate the development of performance-based contracts, and collaborate legislative and budget requests related to substance abuse.

The MHSAD offers no direct treatment or prevention services. Funded programs are contracted out to community organizations to deliver a variety of professional and direct care services. Roughly 50% of expenditures are dedicated to treatment services, with remaining funds supporting administration, tobacco prevention, substance abuse prevention and drug court services. In 2007 and 2008, MHSAD funded 246 contracts for substance abuse services, funneling over \$45 million into community programs. MHSAD uses this significant “purchasing power” to improve the quality of services through performance-based contracting. Funded programs must demonstrate compliance with best practices, and outcome data is used for continual quality improvement.

In 2007, MHSAD implemented a regional system of care to ensure that all citizens have access to the services they need. Community mental health centers and substance abuse centers were integrated as partners into the regional planning and service implementation process. Contracts were established with a “lead agency” within each region that acts as the fiduciary agent and conduit for information and data collection for regional services.

Although a significant financial investment is made in treatment services, MHSAD continues to focus on and support early intervention and prevention efforts. To date, Wyoming has leveraged an additional \$9 million from the federally funded Strategic Prevention Framework State Incentives Grant (SPF-SIG) program. Approximately 85 percent of these funds are distributed to communities to assist prevention efforts to reduce the misuse of alcohol.

In addition, Wyoming has been able to integrate state and federal funding streams for substance abuse prevention efforts. In 2001, the Department of Health braided four funding streams, including the State Incentive Grant (SIG), 21st Century Community Learning Centers (21 CCLC), Safe and Drug Free Schools—Governor's Portion (SDFS-GP), and Tobacco Settlement Funds. Nearly \$17 million was distributed to 26 communities to help prevent alcohol, tobacco, and other drug abuse for youth ages 12 -17. The 21 SIG officially ended September 30, 2006 and resulted in the creation of 22 new prevention coalitions, the implementation of nearly 200 evidence-based programs, and an increase in the readiness of communities to provide prevention services. The Department of Health continues to combine state and federal funding streams to support collaborative community substance abuse prevention strategies in an effort to improve program outcomes and efficiency. For example, in 2008 the Department offered The Community Prevention and Intervention Initiatives grant, requiring one coordinated application per county, and a 50% match of other federal, state, private or in-kind donations.

EVALUATION

Treatment efforts are tracked by the Wyoming's Client Information System, which collects outcome data on all persons receiving substance abuse treatment. MHSAD has adopted the Wyoming Outcome Measures (WYPOMS) to measure the effectiveness of treatment programs. WYPOMS are based on the National Outcome Measures (NOMs) developed by the Substance Abuse and Mental Health Services Administration (SAMHSA) and the States. These "real life" measurements include education, employment, stable housing, criminal activity, and sobriety. Periodic "report cards" are issued to describe the progress of programs in meeting outcome goals.

MHSAD is also implementing a three phase *Quality Assurance Initiative* that includes the certification of treatment providers, coordinated site visits to inform recommendations for program improvement, and a community systems review, *Systems and You, Networking and Collaborating* (SYNC).

The Substance Abuse Control Plan has contributed to significant reductions in the consumption of tobacco and alcohol use by youth. Over the past decade:

- Binge drinking decreased 26% across all Wyoming high school students;
- Alcohol use decreased 22% across all Wyoming youth; and
- Tobacco use decreased from 38% to 22% all Wyoming youth.

The Plan has also significantly increased Wyoming's capacity to treat and prevent substance abuse statewide. Under the Plan, Wyoming has:

- developed research-based treatment, prevention and certification standards;
- created a statewide 24-hour drug court program;
- sustained 300 residential treatment beds; and
- made out-patient facilities available to every community.

Going forward, Wyoming hopes to build upon its success thus far in implementing the Substance Abuse Control Plan. The state is rewriting the plan in 2009, and will continue to maintain a strong focus on the prevention and intervention of substance abuse, but will expand its focus to include recovery and the use of pharmacological interventions.

KEYS TO SUCCESS

- ✓ The Substance Abuse Control Plan is a **collaborative state and local initiative**, working together to achieve goals for a healthier Wyoming.
- ✓ The **delivery of services through community-based systems** secures access to needed services for all citizens.
- ✓ **Community-based leadership** allows maximum decision making and participation by local leaders to meet their substance abuse needs, as they see it, in their own communities.
- ✓ **Performance-based contracting** is used to ensure compliance with best practices and provides for continuous quality improvement through a transparent data collection, analysis and reporting process.
- ✓ **Combining state and federal funding streams** for collaborative substance abuse prevention efforts, **facilitates the integration of services** and **improves program outcomes and efficiency**.

RESOURCES

Websites

- National Outcome Measures (NOMs), <http://www.nationaloutcomemeasures.samhsa.gov/>
- Strategic Prevention Framework - State Incentives Grant, <http://prevention.samhsa.gov/grants/sig.aspx>
- The Finance Project's Tobacco Settlement Revenue - Investments in Youth Initiative, <http://www.financeproject.org/tobacco>
- Wyoming Department of Corrections, <http://corrections.wy.gov/>
- Wyoming Department of Family Services, <http://dfsweb.state.wy.us/>
- Wyoming Department of Health Mental Health and Substance Abuse Services Division, <http://wdh.state.wy.us/mhsa/index.html>
- Wyoming's Client Information System, <http://wdh.state.wy.us/mhsa/statistics/WCIS.html>

Publications

- 2006 Report on Substance Abuse Control Plan, Mental Health and Substance Abuse Services Division, <http://wdh.state.wy.us/Media.aspx?mediaId=3656>
- 2007 Report on Substance Abuse Control Plan, Mental Health and Substance Abuse Services Division, <http://wdh.state.wy.us/Media.aspx?mediaId=3665>
- 2008 Report on Substance Abuse Control Plan, Mental Health and Substance Abuse Services Division, <http://wdh.state.wy.us/mhsa/information/2008SAcontrolplan.html>
- Reclaiming Wyoming: A Comprehensive Blueprint for Prevention, Early Intervention and Treatment of Substance Abuse, <http://www.health.wyo.gov/mhsa/about/blueprint.html>
- The Finance Project, *Tobacco Settlement Agreement State Profile-State* (2008). Available online at: <http://www.financeproject.org/tobacco/factsheet.cfm?abbr=WY>

- Tobacco Master Settlement Agreement, Available online at:
http://www.naag.org/backpages/naag/tobacco/msa/msa-pdf/1109185724_1032468605_cigmsa.pdf

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This Profile is part of a series of resources developed by The Finance Project intended to provide key state decision makers and opinion leaders with the information and tools necessary to consider how tobacco Master Settlement Agreement revenues can support initiatives that promote the positive development of youth, including the prevention of smoking and the adoption of healthy behaviors. The Finance Project has not conducted program evaluations of the initiatives profiled and does not endorse particular policies, practices, or programs. This Profile was developed under a grant from Underage Tobacco Prevention: Philip Morris USA, an Altria Company. For more information, visit www.financeproject.org/tobacco or email tobacco@financeproject.org.