

*Project***LEAD**



2025 SUBSTANCE USE DATA ANNUAL REPORT

June 2026

ABOUT THIS REPORT



Harvest of Hope food donation at Peninsula Rescue Mission (Left to right: Alan DeFrieze, Jennifer Royal, and Adam Hess)

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Since its launch in 2023, Project LEAD has operated in response to an unprecedented surge in overdose events across the Greater Peninsula region. Early efforts were necessarily grounded in a triage-oriented approach, rapidly deploying life-saving interventions, expanding naloxone distribution, increasing harm reduction access, and strengthening community partnerships to stabilize a rapidly evolving public health crisis.

As reflected in the cumulative data from 2022 through 2025, these coordinated efforts have contributed to meaningful shifts in overdose trends across the region. While challenges remain, the data now indicates an opportunity to transition from emergency response toward long-term, sustainable recovery strategies.

In 2026, Project LEAD has entered a new phase, one of rebuilding and recovery. This evolution recognizes that reducing overdose deaths is not solely dependent on immediate intervention, but also on strengthening the systems, knowledge, and community capacity that prevent substance use disorder from escalating in the first place.

Project LEAD remains committed to a data-driven, community-centered approach, adapting as conditions change, and continuing to serve our community members on the Peninsula.

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Operation CARES Event
(Beverly Franklin & Heath Hudnall)

Project LEAD in 2025

Project LEAD’s work over the past year reflects steady, hands-on engagement across the Peninsula, connecting with residents, expanding access to resources, strengthening partnerships, and building community knowledge. This numbers snapshot highlights the measurable impact of those efforts and the momentum driving the next phase of recovery.

IN 2025 WE DISTRIBUTED



1,916

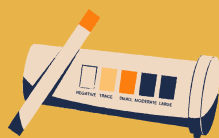
DOSES OF
NALOXONE



1,246

RESOURCE
KITS

1,446



FENTANYL TEST STRIPS

IN 2025

WE HAVE
ENGAGED
WITH

3000+
PEOPLE

THE
PROJECT
LEAD
NETWORK
HAS
GROWN TO

80
COMMUNITY
PARTNER
ORGANIZATIONS

THE CITY OF HAMPTON

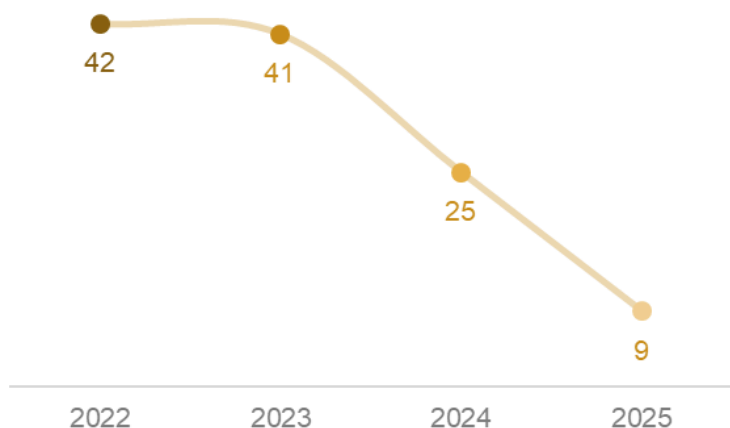
Population 137,596

A historic coastal city located at the entrance of the Chesapeake Bay, known for its deep military roots, waterfront communities, and growing economic and educational sectors.

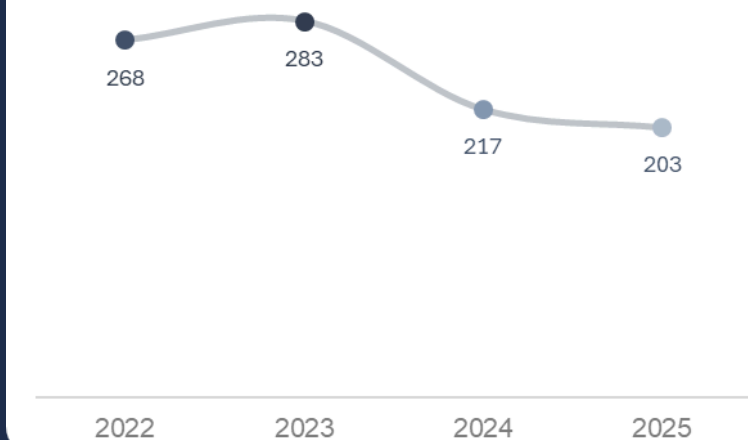


Data for the City of Hampton shows encouraging declines in both fatal drug overdoses and overdose-related emergency department visit rates in recent years. Fatal drug overdose rates decreased sharply from 42 in 2022 to 9 in 2025, while overdose-related ED visit rates declined from a peak of 283 in 2023 to 203 in 2025. These improvements may be associated with the combined impact of widespread naloxone availability, increased public awareness of overdose risks, and a reduction in the local fentanyl supply.

**Fatal Drug Overdoses (All Substances),
Rates per 100,000 Population
from 2022-2025**



**Emergency Department Visits for
Unintentional Drug Overdose
Rates per 100,000 Population from 2022-2025**



*Data for 2024 are 99.9% complete but are preliminary and subject to change

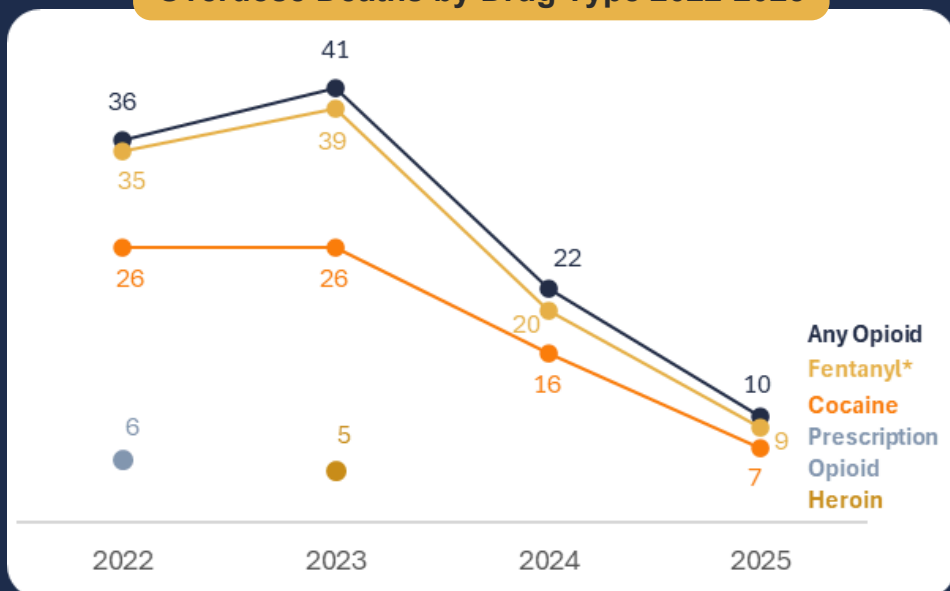
**Data for 2025 are preliminary and not considered final until November 2026.

^Counts of 4 or fewer are suppressed where applicable to protect confidentiality. Blank or missing values may reflect suppression. A value of 0 represents an actual count of zero.

Data Source: Virginia Department of Health. Office of Family Health Services, Injury & Violence Epidemiology Team, & Office of Epidemiology, Syndromic Surveillance.

THE CITY OF HAMPTON

Overdose Deaths by Drug Type 2022-2025



2025 Snapshot



Any Opioid

10



Fentanyl*

9



Cocaine

7

Fentanyl* = Fentanyl/ Analogs/ Tramadol

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Data Source: VDH Office of Family Health Services, Injury and Violence Epidemiology Team

Overdose Response Indicators in 2025



232

EMS SUD
Responses &
Naloxone
Administrations



321

Drug Related
Arrests

THE COUNTY OF JAMES CITY

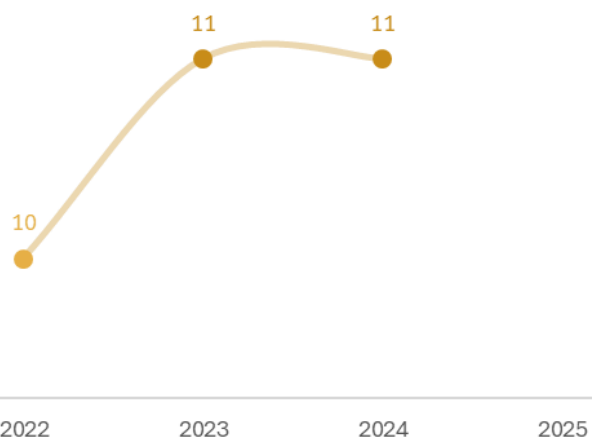
Population 83,248

A rapidly growing community located just west of Williamsburg, known for its blend of historic character, natural landscapes, and expanding residential areas.

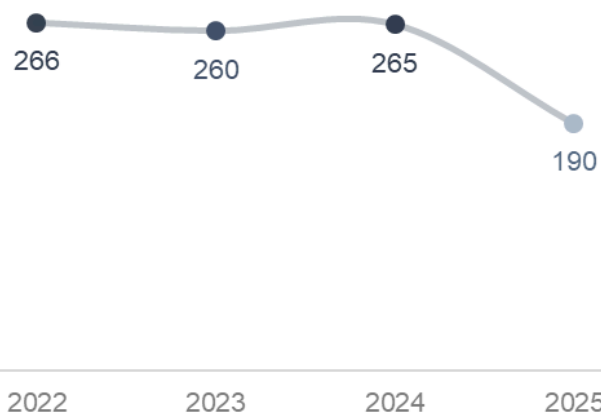


Data for the County of James City indicate notable declines in both fatal drug overdoses and overdose-related emergency department (ED) visit rates in recent years. The fatal overdose rate dropped sharply from 11 in 2024 to 0 in 2025, while overdose-related ED visit rates decreased from 265 in 2024 to 190 in 2025. These improvements may be associated with the combined impact of widespread naloxone availability, increased public awareness of overdose risks, and a reduction in the local fentanyl supply.

Fatal Drug Overdoses (All Substances),
Rates per 100,000 Population
from 2022-2025



Emergency Department Visits for
Unintentional Drug Overdose
Rates per 100,000 Population from 2022-2025



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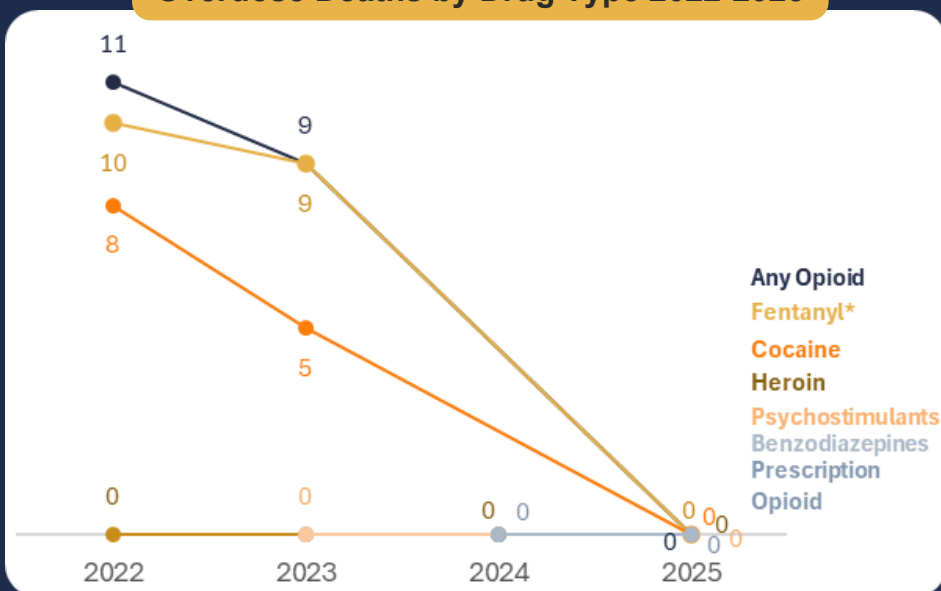
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Data Source: Virginia Department of Health. Office of Family Health Services, Injury & Violence Epidemiology Team, & Office of Epidemiology, Syndromic Surveillance.

THE COUNTY OF JAMES CITY

Overdose Deaths by Drug Type 2022-2025



2025 Snapshot



Any Opioid

0



Fentanyl*

0



Cocaine

0

Fentanyl* = Fentanyl/ Analogs/ Tramadol

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Data Source: VDH Office of Family Health Services, Injury and Violence Epidemiology Team

Overdose Response Indicators in 2025



104

EMS SUD
Responses &
Naloxone
Administrations



87

Drug Related
Arrests

THE CITY OF NEWPORT NEWS

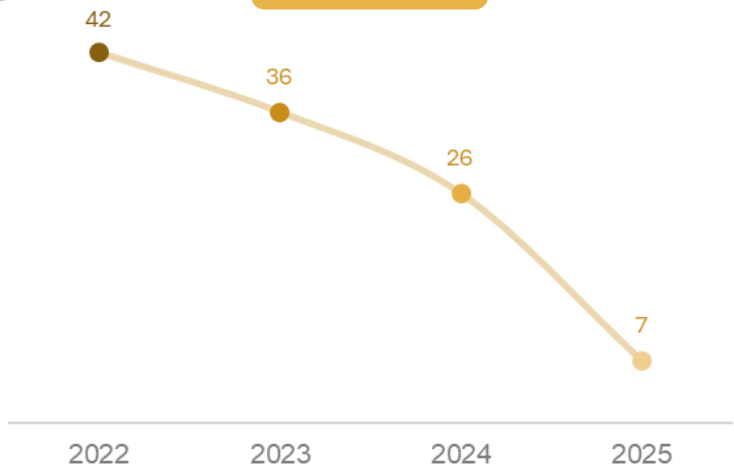
Population 185,118

A major independent city along the Hampton Roads waterfront, shaped by its shipbuilding industry, military presence, and diverse residential communities.

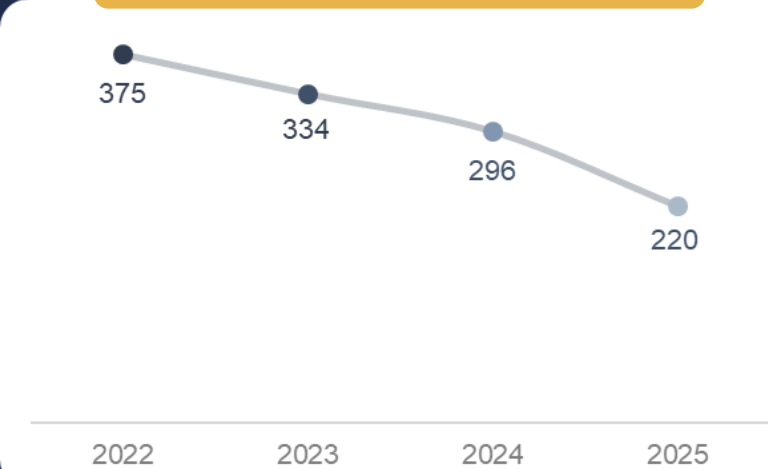


Data for the City of Newport News show encouraging declines in both fatal drug overdose rates and overdose-related emergency department visit rates in recent years. Fatal drug overdose rates decreased from 42 per 100,000 residents in 2022 to 7 in 2025. Overdose-related ED visit rates also declined, falling from 375 per 100,000 residents in 2022 to 220 in 2025. These trends suggest continued progress in reducing overdose burden, while also highlighting the need to sustain prevention, harm reduction, and recovery supports.

Fatal Drug Overdoses (All Substances),
Rates per 100,000 Population
from 2022-2025



Emergency Department Visits for
Unintentional Drug Overdose
Rates per 100,000 Population from 2022-2025

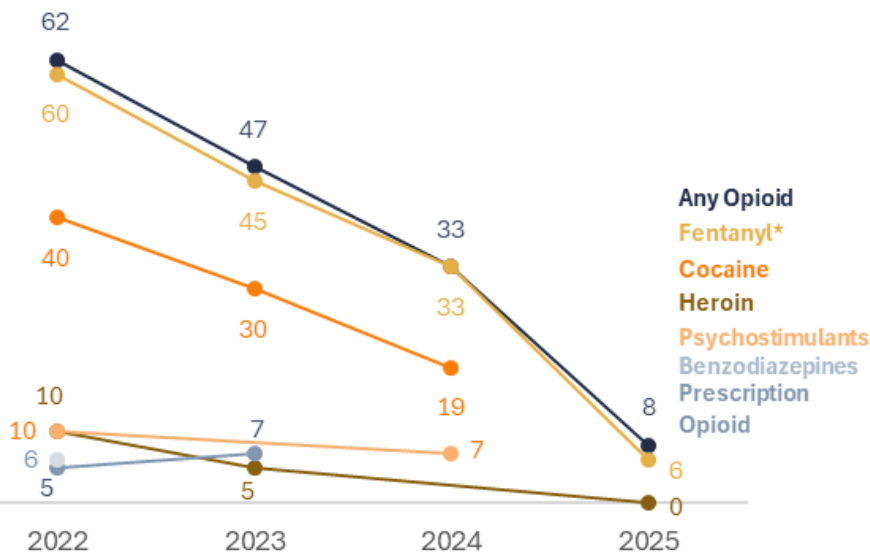


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Data Source: Virginia Department of Health. Office of Family Health Services, Injury & Violence Epidemiology Team, & Office of Epidemiology, Syndromic Surveillance.

THE CITY OF NEWPORT NEWS

Overdose Deaths by Drug Type 2022-2025



2025 Snapshot



Any Opioid

8



Fentanyl*

6



Cocaine

≤ 4

Fentanyl* = Fentanyl/ Analogs/ Tramadol

^Counts of 4 or fewer are suppressed where applicable to protect confidentiality. Blank or missing values may reflect suppression. A value of 0 represents an actual count of zero.

Data Source: VDH Office of Family Health Services, Injury and Violence Epidemiology Team

Overdose Response Indicators in 2025



395

EMS SUD
Responses &
Naloxone
Administrations



511

Drug Related
Arrests

THE CITY OF POQUOSON

Population 12,727

A small coastal city in the Hampton Roads region, known for its tight-knit community, marshland landscapes, and strong local heritage.

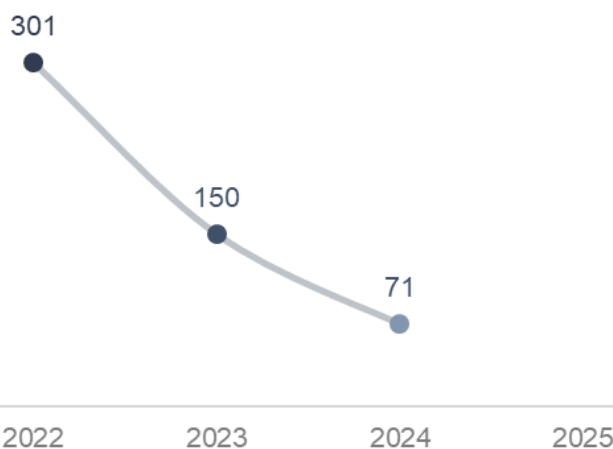


Data for the City of Poquoson shows a decline in both fatal overdoses and overdose-related emergency department (ED) visits. Due to the small number of events recorded, a substantial portion of Poquoson's overdose data is suppressed to protect individual privacy and prevent unintentional identification. Available data show that overdose-related ED visits reached their highest level in 2022 and declined in each subsequent year. Data for 2025 were suppressed because the number of cases was too small to meet reporting thresholds.

Rate of Fatal Drug Overdoses, All Substances, from 2022-2025*

Fatal drug overdoses in Poquoson totaled four or fewer cases annually. Due to the small case counts, the data have been suppressed to protect confidentiality.

Overdose-Related ED Visit Rates per 100,000 Population from 2022-2025



*Data for 2024 are 99.9% complete but are preliminary and subject to change

**Data for 2025 are preliminary and not considered final until November 2026.

^Counts of 4 or fewer are suppressed where applicable to protect confidentiality. Blank or missing values may reflect suppression. A value of 0 represents an actual count of zero.

Data Source: Virginia Department of Health. Office of Family Health Services, Injury & Violence Epidemiology Team, & Office of Epidemiology, Syndromic Surveillance.

THE CITY OF POQUOSON

Overdose Deaths by Drug Type 2022-2025

Drug-specific overdose data for Poquoson were either zero or too limited to report. Consequently, these values were suppressed to ensure data quality and to protect the confidentiality of individuals represented in the dataset.

2025 Snapshot



Any Opioid

≤ 4



Fentanyl*

≤ 4



Cocaine

≤ 4

Fentanyl* = Fentanyl/ Analogs/ Tramadol

^Counts of 4 or fewer are suppressed where applicable to protect confidentiality. Blank or missing values may reflect suppression. A value of 0 represents an actual count of zero.

Data Source: VDH Office of Family Health Services, Injury and Violence Epidemiology Team

Overdose Response Indicators in 2025



8

EMS SUD
Responses &
Naloxone
Administrations



19

Drug Related
Arrests

THE CITY OF WILLIAMSBURG

Population 16,030

Williamsburg, Virginia is a small historic city in the Greater Peninsula region, known for its colonial heritage, tourism economy, and close ties to William & Mary.



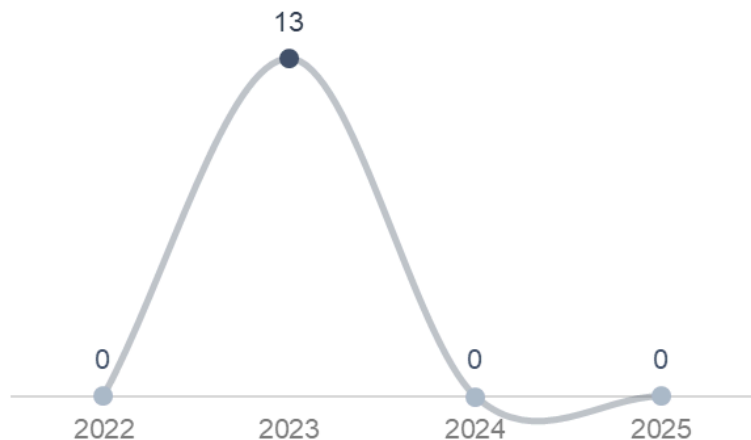
Data for the City of Williamsburg reflects a decline in both fatal overdoses and overdose-related emergency department (ED) visits. Due to the small number of events recorded, much of Williamsburg's overdose data is suppressed to protect individual privacy and prevent unintentional identification. Available data indicate that the rate of fatal drug overdoses was 38 per 100,000 residents in 2022; data for other years are suppressed because the number of cases did not meet reporting thresholds. Overdose-related ED visits reached their highest level in 2023, after which no additional visits have been reported.

Rate of Fatal Drug Overdoses, All Substances, from 2022-2025*

38

2022 2023 2024 2025

Overdose-Related ED Visit Rates per 100,000 Population from 2022-2025



*Data for 2024 are 99.9% complete but are preliminary and subject to change

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Data Source: Virginia Department of Health. Office of Family Health Services, Injury & Violence Epidemiology Team, & Office of Epidemiology, Syndromic Surveillance.

THE CITY OF WILLIAMSBURG

Drug Overdose by Drug Type 2022-2025

Drug-specific overdose data for Williamsburg were either zero or too limited to report. Consequently, these values were suppressed to ensure data quality and to protect the confidentiality of individuals represented in the dataset.

2025 Snapshot



Any Opioid

≤4



Fentanyl*

≤4



Cocaine

≤4

Fentanyl* = Fentanyl/ Analogs/ Tramadol

^Counts of 4 or fewer are suppressed where applicable to protect confidentiality. Blank or missing values may reflect suppression. A value of 0 represents an actual count of zero.

Data Source: VDH Office of Family Health Services, Injury and Violence Epidemiology Team

Overdose Response Indicators in 2025



73

EMS SUD
Responses &
Naloxone
Administrations



20

Drug Related
Arrests

THE COUNTY OF YORK

Population 71,410

A suburban coastal community in the Greater Peninsula region, known for its strong school system, military-connected population, and blend of historic and residential areas.

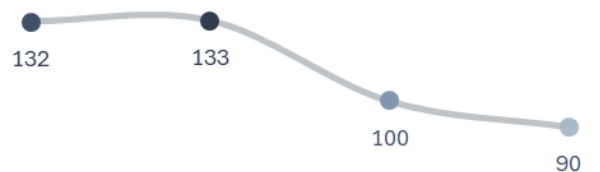


Data for the County of York indicate encouraging declines in both fatal drug overdoses and overdose-related emergency department (ED) visit rates in recent years. The fatal drug overdose rate decreased from 14 in 2022 to 13 in 2024. Overdose-related ED visit rates also declined, falling from 132 in 2022 to 90 in 2025. The ED visit rates declining trend, reflect progress in reducing the community's overdose burden. Some fatal overdose data for 2023 and 2025 were suppressed to protect individual anonymity due to the small number of cases reported in those years.

Rate of Fatal Drug Overdoses, All Substances, from 2022-2025*



Overdose-Related ED Visit Rates per 100,000 Population from 2022-2025



*Data for 2024 are 99.9% complete but are preliminary and subject to change

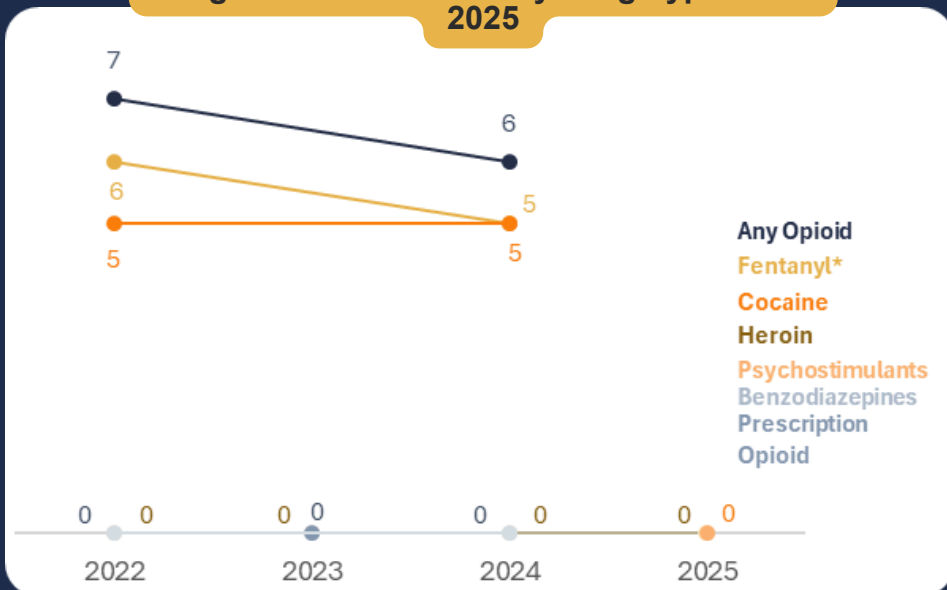
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Data Source: Virginia Department of Health. Office of Family Health Services, Injury & Violence Epidemiology Team, & Office of Epidemiology, Syndromic Surveillance.

THE COUNTY OF YORK

Drug Overdose Deaths by Drug Type 2022-2025



2025 Snapshot



Any Opioid

≤ 4



Fentanyl*

≤ 4



Cocaine

≤ 4

Fentanyl* = Fentanyl/ Analogs/ Tramadol

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Data Source: VDH Office of Family Health Services, Injury and Violence Epidemiology Team

Overdose Response Indicators in 2025



95

EMS SUD
Responses &
Naloxone
Administrations



157

Drug Related
Arrests

What's Next: The Recovery & Prevention Phase

Project LEAD is advancing into a Recovery & Prevention Phase designed to deepen community healing and close the gap between knowledge and action. This next chapter strengthens the Greater Peninsula's capacity to connect people to recovery resources, amplify community voices, address the economic toll of the opioid crisis, and equip residents with the education and tools needed to prevent future harm.

Recovery: Connecting, Listening, and Rebuilding

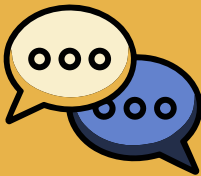
Locality recovery is not a single moment, it is an ongoing process of reconnection: to resources, to community, and to economic opportunity. Project LEAD's recovery work in this phase centers three strategic priorities.

Bringing Resources Directly to the Community



Through the Unite Us closed-loop referral network, Project LEAD and PCOR Coalition partners will expand structured pathways for residents to access housing, behavioral health, employment, legal aid, and recovery services. Outreach staff and Peer Recovery Specialists will facilitate real-time electronic referrals, ensuring no one falls through the cracks between agencies. HPHD will continue leveraging Unite Us data to track referral completion rates and identify service gaps across our localities.

Community Conversations on the Opioid Crisis



Project LEAD will facilitate structured Community Conversations across the Greater Peninsula, creating safe, inclusive spaces for individuals with lived experience, families, and neighbors to share how the opioid crisis has affected their lives. These forums will elevate community-defined priorities, inform coalition programming, and ensure that recovery planning reflects the voices of those most impacted. Stories gathered will also support public health advocacy and ongoing grant documentation.

Addressing the Economic Impact of the Opioid Crisis



The opioid crisis is both a health and economic issue, affecting workforce participation, healthcare costs, and family stability. Project LEAD will work with regional partners to assess and communicate the economic impact of opioid use disorder, integrate economic data into public awareness efforts, support employment re-entry through workforce programs, and engage employers and economic development offices as part of the PCOR Coalition's outreach.

What's Next



Prevention: Educate, Equip, and Bridge

Prevention efforts in this phase are proactive and community-facing — focused on building knowledge, reducing stigma, and ensuring that tools and treatment pathways are accessible before crisis strikes.

Local Awareness

Project LEAD will bring locality data and up to date opioid response information directly to the community. Sharing important substance use information face to face with the most affected people is the best way to raise awareness. The public has a lot of questions, and we want to provide as many answers as we possibly can.

LEAD Education Courses & REVIVE! Training

Expanding the reach and frequency of Project LEAD's core education offerings, including REVIVE!, Stigma Reduction, ACEs, and Health Equity, LEAD will prioritize delivery in underserved localities, schools, faith organizations, and workplaces.

Building Bridges to Treatment

Timely connection to Medication-Assisted Treatment (MAT), counseling, and peer support services remains one of the greatest challenges on the Peninsula. Project LEAD will strengthen warm-handoff and low-barrier treatment bridge protocols in partnership with the Hampton-Newport News Community Services Board (HNNCSB), Newport News Fire Department Crisis Intervention, the Mobile MAT RV (launched September 2025 at the CHR site), and the Comprehensive Harm Reduction (CHR) program. Our Peer Recovery Specialists will continue serving as the human link between crisis and care.

Ample Harm Reduction Tools for the Public

Project LEAD will ensure broad, stigma-free access to harm reduction supplies across the Peninsula — including naloxone (Narcan), fentanyl test strips, safe use supplies, and overdose prevention kits. Distribution will occur through the CHR site, community events, PCOR partner organizations, and targeted outreach in localities with elevated overdose rates. Ensuring the safety of our community members and providing the resources needed to reduce harm has always been a priority for LEAD. This work will continue as we move forward into recovery.



Have questions? Contact us:

For questions, please contact:



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