

**MEMORANDUM**

March 6, 2023

TO: Health and Human Services Committee

FROM: Khandikile Mvunga Sokoni, Legislative Attorney

SUBJECT: Bill 9-23, Alcohol and Other Drug Abuse Advisory Council - Renamed

PURPOSE: Committee Worksession – recommendation expected

Bill 9-23, Alcohol and Other Drug Abuse Advisory Council – Renamed, sponsored by Council President Glass at the request of the County Executive, was introduced on February 14, 2023. A public hearing was held on February 28, and a worksession before the Health and Human Services Committee is scheduled for March 9, 2023.

Bill 9-23 would change the name of the Alcohol and Other Drug Abuse Advisory Council (AODAAC) to the “Alcohol and Other Drug Addiction Council” and change references from the term “abuse” to “addiction” in the Code.

In the Bill Transmittal Memorandum, the County Executive explains the rationale for the Bill:

*“As AODAAC’s background research has revealed, national organizations, agencies, scientific journals, the press, and associations have all called for the removal of stigmatizing language like “alcoholic” “and “drug abuser”, to reverse harmful stereotypes and to improve support for persons affected by the disease of addiction. Recent studies demonstrate the impact stigmatizing language can have on outcomes for individuals with substance use disorders. The National Institute on Drug Abuse (NIDA) found that reading the word ‘abuse’ in reference to persons with substance use disorders predisposes the reader to punitive attitudes toward such individuals.*

*The language revisions requested in the attached proposed amendments comport with the current recommended language for defining substance use disorders and treatments.”*

Please find the National Institute on Drug Abuse article referenced in the County Executive Memorandum (at ©8) at the following link: [Words Matter: Preferred Language for Talking About Addiction | National Institute on Drug Abuse \(NIDA\) \(nih.gov\)](https://www.nida.nih.gov/words-matter-preferred-language-for-talking-about-addiction)

## SUMMARY OF IMPACT STATEMENTS

**Fiscal Impact Statement:** The Office of Management and Budget (OMB) has determined that there will be no changes to expenditures or revenues resulting from the implementation of Bill 9-23.

**Economic Impact Statement:** We have not received the Economic Impact Statement for Bill 9-23

**Racial Equity and Social Justice Impact Statement:** We have not received the Racial Equity and Social Justice Impact Statement for Bill 9-23.

**Climate Assessment:** We have not received the Climate Assessment for Bill 9-23.

## PUBLIC HEARING

A public hearing was held on February 28, 2023 and there were no speakers.

This packet contains:

Bill 9-23  
Legislative Request Report  
Fiscal Impact Statement  
County Executive Memo

Circle #

© 1  
© 6  
© 7  
© 8

Bill No. 9-23  
Concerning: Alcohol and Other Drug Abuse Advisory Council - Rename  
Revised: 2/9/2023 Draft No. 1  
Introduced: February 14, 2023  
Expires: December 7, 2026  
Enacted: [date]  
Executive: [date signed]  
Effective: [date takes effect]  
Sunset Date: [date expires]  
Ch. [#], Laws of Mont. Co. [year]

## COUNTY COUNCIL FOR MONTGOMERY COUNTY, MARYLAND

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By: Council President at the Request of the County Executive

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**AN ACT** to:

- (1) rename the Alcohol and Other Drug Abuse Advisory Council to reduce the stigma associated with the word abuse;
- (2) replace the word abuse with addiction to better reflect the need to provide access and support for persons afflicted with addictions; and
- (3) generally amend the laws regarding alcohol and other drugs.

By amending

Montgomery County Code  
Chapter 2, Administration  
Section 2-42A

Montgomery County Code  
Chapter 13, Detention Centers and Rehabilitation Facilities  
Section 13-15

Montgomery County Code  
Chapter 24, Health and Sanitation  
Articles V and VII, Sections 24-41, 24-43 and 24-59

<b>Boldface</b>	<i>Heading or defined term.</i>
<u>Underlining</u>	<i>Added to existing law by original bill.</i>
[Single boldface brackets]	<i>Deleted from existing law by original bill.</i>
<u>Double underlining</u>	<i>Added by amendment.</i>
[[Double boldface brackets]]	<i>Deleted from existing law or the bill by amendment.</i>
* * *	<i>Existing law unaffected by bill.</i>

*The County Council for Montgomery County, Maryland approves the following Act:*



\* \* \*

**ARTICLE V. ALCOHOL AND OTHER DRUG [ABUSE]ADDICTION**  
**ADVISORY COUNCIL.**

**Sec. 24-41. Members; appointment.**

(a) *Members.* The County Executive must appoint, subject to confirmation by the County Council, an Alcohol and Other Drug [Abuse]Addiction Advisory Council. The Council consists of 16 voting members and 9 nonvoting members.

(b) *Voting members.* The County Executive should appoint the voting members so that they include:

- (1) 4 members of the general public that reflect the geographic diversity of the County;
- (2) an individual who is recovering from alcoholism or other drug [abuse]addiction;
- (3) a professional who treats alcoholism or other drug [abuse]addiction;
- (4) a professional who provides care to prevent alcoholism or other drug [abuse]addiction;
- (5) a person of high school age or younger;
- (6) a person who represents the multi-cultural diversity of the County;
- (7) a practicing physician;
- (8) a pharmacist;
- (9) a relative of an individual who is receiving care for alcoholism or other drug [abuse]addiction; and
- (10) a member of:
  - (A) the clergy;

- 55 (B) the legal profession;
- 56 (C) the County parent-teachers associations; and
- 57 (D) the business community.

58 \* \* \*

59 **Sec. 24-43. Duties of the Council.**

60 The Council must:

- 61 (a) identify local alcohol and other drug [abuse]addiction program needs,
- 62 after receiving the advice of the Director of the Department of Health
- 63 and Human Services by June 1 of each year;
- 64 (b) review the state alcohol and other drug [abuse]addiction plan;
- 65 (c) assist in the development of an annual County alcohol and other drug
- 66 [abuse]addiction plan;
- 67 (d) recommend appropriate allocation of funds to support alcohol and other
- 68 drug [abuse]addiction programs after considering other available
- 69 funding sources;
- 70 (e) promote alcohol and other drug [abuse]addiction programs;
- 71 (f) conduct or participate in one or more public forums each year
- 72 concerning alcoholism and other drug [abuse]addiction; and
- 73 (g) issue an annual report to the County Executive, County Council, and
- 74 Director of the Department of Health and Human Services by October 1
- 75 of each year. The report must:
  - 76 (1) evaluate the progress of local alcohol and other drug
  - 77 [abuse]addiction programs;
  - 78 (2) identify actions needed to improve local alcohol and other drug
  - 79 [abuse]addiction programs; and
  - 80 (3) outline goals of the Council for the following year.

81 **ARTICLE VII. VICTIM SERVICES ADVISORY BOARD.**

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83 **Sec. 24-59. Duties of the Board.**

84 (a) With the advice and assistance of the Department of Health and Human  
85 Services, the Board must:

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\* \* \*

87 (8) Facilitate communication with the Alcohol and Other Drug  
88 [Abuse]Addiction Advisory Council and the Mental Health  
89 Advisory Committee by sharing minutes with those committees.

LEGISLATIVE REQUEST REPORT

BILL: XX-XX

Alcohol and Other Drug Abuse Advisory Council  
Name Change Amendment

<b>DESCRIPTION:</b>	Change the name to Alcohol and Other Drug Addiction Advisory Council and change the term “abuse” to “addiction” throughout the County Code.
<b>PROBLEM:</b>	According to professional and government entities, the term “abuse” is harmful to addicted individuals because it stigmatizes them and their families, negates that addictive disorders are medical conditions, blames the illness solely on individuals, absolves those selling and promoting addictive substances, and has a strong association with punishment. “Addiction” is a widely used medical term and is preferred by medical professionals over “abuse.”
<b>GOALS AND OBJECTIVES:</b>	Changing the name of the Alcohol and Other Drug Abuse Advisory Council and eliminating the word “abuse” to reflect preferred medical professional terminology will help to reduce the stigma associated with addiction, reverse stereotypes and improve access and support for addicted individuals and their families.
<b>COORDINATION:</b>	Dale Tibbitts, Special Assistant to the County Executive.
<b>FISCAL IMPACT:</b>	Office of Management and Budget .
<b>ECONOMIC IMPACT:</b>	Office of Legislative Oversight
<b>EVALUATION:</b>	Subject to general oversight of the County Executive and County Council. The Office of the County Attorney will evaluate for form and legality.
<b>EXPERIENCE ELSEWHERE:</b>	Not applicable.
<b>SOURCES OF INFORMATION:</b>	Dale Tibbitts, Special Assistant to the County Executive Edward Lattner, Chief, Division of Government Operations, Office of the County Attorney Corey Berman, Program Specialist, Dept. of Health and Human Services.
<b>APPLICATION WITHIN MUNICIPALITIES:</b>	Not applicable.
<b>PENALTIES:</b>	Not applicable





# Fiscal Impact Statement

Office of Management and Budget

## Bill XX-23

## Alcohol and Other Drug Abuse Advisory Council - Name Change

### Bill Summary

This bill will change the name of the Alcohol and Other Drug Abuse Advisory Council to the Alcohol and Other Drug Addiction Advisory Council. It will also update sections of the County Code with the new name.

### Fiscal Impact Summary

The bill makes technical changes to County Code regarding the naming of the Alcohol and Other Drug Abuse Advisory Council and is not expected to affect revenues or expenditures.

Fiscal Year	2023	2024	2025	2026	2027	2027	Total
Personnel Costs	\$0	\$0	\$0	\$0	\$0	\$0	\$0
Operating Expenses	\$0	\$0	\$0	\$0	\$0	\$0	\$0
Total Expenditures	\$0	\$0	\$0	\$0	\$0	\$0	\$0
Revenues	\$0	\$0	\$0	\$0	\$0	\$0	\$0
Total Impact	\$0	\$0	\$0	\$0	\$0	\$0	\$0
FTE	0.00	0.00	0.00	0.00	0.00	0.00	

### Fiscal Impact Analysis

There will be no changes to expenditures or revenues resulting from the implementation of this bill.

### Staff Impact

The bill is not expected to impact staff time or duties.

### Actuarial Analysis

The bill is not expected to impact retiree pension or group insurance costs.

### Information Technology Impact

The bill is not expected to impact the County Information Technology (IT) or Enterprise Resource Planning (ERP) systems.

### Other Information

*Later actions that may impact revenue or expenditures if future spending is projected*

The bill does not authorize future spending.

### Contributors

Dr. Rolando Santiago, Health and Human Services  
Jason Rundell, Health and Human Services  
Erin Fashion, Health and Human Services  
Corey Berman, Health and Human Services  
Taman Morris, Office of Management and Budget





OFFICE OF THE COUNTY EXECUTIVE

Marc Elrich  
*County Executive*

MEMORANDUM

February 2, 2023

TO: Evan Glass, President  
Montgomery County Council

FROM: Marc Elrich, County Executive *Marc Elrich*

SUBJECT: Bill XX-XX, Alcohol and Other Drug Abuse Advisory Council (AODAAC)  
Request for Name and Language Change in the County Code

I am transmitting the proposed Bill XX-XX, requesting amendments to language throughout the County Code that the Alcohol and Other Drug Abuse Advisory Council (AODAAC) has identified as perpetuating negative bias toward individuals with substance use disorders. These revisions include updating the name of the Council itself from ‘Alcohol and Other Drug Abuse Advisory Council’ to ‘Alcohol and Other Drug Addiction Advisory Council’.

As AODAAC’s background research has revealed, national organizations, agencies, scientific journals, the press, and associations have all called for the removal of stigmatizing language like “alcoholic” “and “drug abuser”, to reverse harmful stereotypes and to improve support for persons affected by the disease of addiction. Recent studies demonstrate the impact stigmatizing language can have on outcomes for individuals with substance use disorders. The National Institute on Drug Abuse (NIDA) found that reading the word ‘abuse’ in reference to persons with substance use disorders predisposes the reader to punitive attitudes toward such individuals.

The language revisions requested in the attached proposed amendments comport with the current recommended language for defining substance use disorders and treatments. I look forward to working with the Council to implement these important changes.

Enclosures



DEPARTMENT OF HEALTH AND HUMAN SERVICES

Marc Elrich  
*County Executive*

Raymond L. Crowel, Psy.D.  
*Director*

January 4, 2023

Dear Council Member Albornoz:

The Alcohol and Other Drug Abuse Advisory Council (AODAAC) requests amendment to Montgomery County Code Chapter 24, Health and Sanitation Article V, Alcohol and Other Drug Abuse Advisory Council Sections 24-41 through 24-43, replacing all mentions of the word ‘abuse’ with the word ‘addiction’. This would include changing the name of the council itself from ‘Alcohol and Other Drug Abuse Advisory Council’ to ‘Alcohol and Other Drug Addiction Advisory Council’. Furthermore, AODAAC requests amendments to all language throughout the County Code that stigmatizes substance use disorders, replacing the language with terms that reduce negative bias.

AODAAC is requesting these amendments for the following reasons: Firstly, certain words contained in the County Code such as ‘alcoholics’ have negative connotations and equate people to their diagnoses. Replacing these words with person-first language instead honors the integrity of individuals with substance use disorders as whole human beings<sup>3</sup>, more accurately reflecting the County’s equity priorities. Further supporting the revisions, national organizations,<sup>1</sup> agencies,<sup>2,3</sup> scientific journals,<sup>4, 5</sup> the press,<sup>6</sup> and associations<sup>7</sup> have all called for replacing stigmatizing language to reverse harmful stereotypes about addiction and to improve access and support for persons who are affected by the disease of addiction.

To better align with AODAAC’s anti-stigma priorities, AODAAC requests a change from ‘abuse’ to ‘addiction’ within the AODAAC name itself. The word ‘abuse’ is stigmatizing because: “(1) it negates that addictive disorders are medical conditions, (2) it attributes blame for the illness to the individual, ignoring environmental and genetic factors, as well as the ability of substances to alter brain chemistry, (3) it absolves those selling and promoting addictive substances of any wrongdoing, and (4) it feeds into the stigma experienced not only by individuals with addictive disorders, but also family members and the addiction treatment field.”<sup>1</sup> Studies show that reading the word ‘abuse’ in reference to people with substance use disorders predisposes the reader to negatively judge and have punitive attitudes toward such individuals.<sup>3</sup> ‘Addiction’ is a widely used medical term that replaces the word ‘abuse’, as does the phrase ‘substance misuse’.

Below is a glossary compiled by AODAAC and informed by Words Matter<sup>3</sup>, which the AODAAC board used to inform the replacement language it requests. The phrases in the ‘Revised’ column comport with the current recommended language defining substance use disorders and treatments.

**Behavioral Health and Crisis Services**

<u>Current</u>	<u>Revised</u>
● Addict/ Drug Abuser	<i>Person with Substance Use Disorder</i>
● Abuse	<i>Substance use disorder, substance misuse, or addiction</i>
● Alcoholic	<i>Person with Alcohol Use Disorder or alcohol misuse</i>
● Former addict	<i>Person in recovery or long-term recovery</i>
● Relapse	<i>Recurrence of substance misuse</i>

An additional requested revision in the attached draft concerns language acknowledging that alcohol is itself a drug according to NIDA<sup>8</sup>, by using phrases like ‘alcohol and *other* drugs’ or ‘substance use’ which both include alcohol in the same category as other substances.

AODAAC respectfully requests your consideration of the County Code revisions outlined below. Thank you for your consideration.

Signed,

Margaret E. Mattson, Ph.D., Chair, on behalf of the Alcohol and Other Drug Abuse Advisory Council

## References

<sup>1</sup> National Alliance of Advocates for Buprenorphine Treatment. The Words we use Matter: Reducing Stigma through Language. [www.naabt.org/language](http://www.naabt.org/language)

<sup>2</sup> Substance Abuse and Mental Health Services Administration. The Power of Perceptions and Understanding: Changing How We Deliver Treatment and Recovery Services. Resource Guide. <https://www.samhsa.gov/>

<sup>3</sup> National Institute on Drug Abuse. Words Matter. Terms to use and Avoid When Talking About Addiction. NIDAMED: clinical resources. <https://www.drugabuse.gov>

<sup>4</sup> International Society of addiction Journal editors. Addiction Terminology Statement. [www.parint.org](http://www.parint.org)

<sup>5</sup> Broyles LM et al. Confronting Inadvertent Stigma and Pejorative Language in Addiction Scholarship: A Recognition and Response. <https://www.ncbi.nlm.nih.gov/pmc/articles/PMC6042508/>

<sup>6</sup> Associated Press Stylebook. <https://www.apstylebook.com>

<sup>7</sup> Shatterproof. <https://www.shatterproof.org/about-addiction/stigma/stigma-reducing-language>