



Committee: HHS
Committee Review: Completed
Staff: Khandikile Mvunga Sokoni, Legislative Attorney
Purpose: Final action – vote expected
Keywords: #AlcoholAddiction #DrugAddiction

AGENDA ITEM#3C
March 28, 2023
Action

SUBJECT

Bill 9-23, Alcohol and Other Drug Abuse Advisory Council – Rename
Lead Sponsor: Council President at the request of the County Executive

EXPECTED ATTENDEES

Dr. James Bridgers, Acting Director, Dept of Health and Human Services (Invited)
Janmarie Peña, Office of Legislative Oversight (Invited)

COUNCIL DECISION POINTS & COMMITTEE RECOMMENDATION:

The Health and Human Services Committee unanimously (3-0) recommended enactment of Bill 9-23 as introduced.

DESCRIPTION/ISSUE

Bill 9-23 will amend the following provisions of the Code:

- Chapter 2, Administration
- Section 2-42A

- Chapter 13, Detention Centers and Rehabilitation Facilities
- Section 13-15

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

SUMMARY OF DECISIONS POINTS

- (1) Whether the Council must adopt the recommendation of the Health and Human Services (HHS) Committee to rename the Alcohol and Other Drug Abuse Advisory Council, to reduce the stigma associated with the word abuse;
- (2) whether the Council finds that replacing the word abuse with addiction helps to better reflect the need to provide access and support for persons afflicted with addictions; and
- (3) whether Council will enact Bill 9-23 as introduced.

This report contains:

Staff Report	pages 1-3
Bill 9-23	© 1
Legislative Request Report	© 6
Fiscal Impact Statement	© 7
Racial Equity and Social Justice (RESJ) Impact Statement	© 8

Economic Impact Statement
Climate Assessment
County Executive Memo

© 11
© 13
© 15

Alternative format requests for people with disabilities. If you need assistance accessing this report you may [submit alternative format requests](#) to the ADA Compliance Manager. The ADA Compliance Manager can also be reached at 240-777-6197 (TTY 240-777-6196) or at adacompliance@montgomerycountymd.gov

MEMORANDUM

March 23, 2023

TO: County Council

FROM: Khandikile Mvunga Sokoni, Legislative Attorney

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

PURPOSE: Action – roll call vote expected

Committee Recommendation (3-0): Enact Bill 9-23 as introduced
--

Expected Attendees

- Dr. James Bridgers, Acting Director, Dept of Health, and Human Services (Invited)
- Janmarie Peña, Office of Legislative Oversight (Invited)

BACKGROUND AND BILL SPECIFICS

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 was held on March 9, 2023. The Committee voted unanimously to recommend to Council enactment of the bill as introduced.

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 all 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 (EIS): The EIS was not available at the time of the Committee worksession. The Office of Legislative Oversight (OLO) has since provided an EIS and anticipates that enacting Bill 9-23 would have an insignificant impact on economic conditions in the County in terms of the Council’s priority indicators.

Racial Equity and Social Justice Impact Statement: The Racial Equity and Social Justice (RESJ) Impact Statement for Bill 9-23 was not available at the time of the Committee worksession. OLO has since provided a RESJ Impact statement and anticipates Bill 9-23 will have a minimal impact on RESJ in the County, as it does not appear to have differing effects on constituents by race and ethnicity nor impact racial and social inequities. However, the name change proposed by Bill 9-23 could advance social justice if it reduces negative bias and stigma toward people with substance use disorders.

OLO staff has been invited to address any questions Councilmembers may have about the RESJ impact statement.

OLO does not offer any recommended amendments. However, OLO states that if the Council seeks to improve the RESJ impact of the Bill, OLO offers one item for consideration:

- Require all Boards Committees and Commissions (BCCs) to undergo RESJ training and develop RESJ action plans; amending Executive Regulations to require BCCs to develop RESJ action plans; and requesting a diversity audit of BCCs. Particularly for the AODAAC, integrating a RESJ focus and ensuring diversity could help address racial inequities and disparities in alcohol and drug addiction in the County.

Climate Assessment: The Climate Assessment for Bill 9-23 was not available at the time of the Committee worksession. OLO has since provided one and anticipates Bill 9-23 will have no

impact on the County’s contribution to addressing climate change as it proposes a renaming to an existing council with a purview outside of the County’s contribution to addressing climate change.

PUBLIC HEARING

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

COMMITTEE DISCUSSION AND RECOMMENDATIONS

At the worksession before the Health and Human Services Committee on March 9, 2023, the Committee voted unanimously to recommend to Council enactment of the bill as introduced.

Councilmember Sayles raised some questions below which the Committee Chair stated should be scheduled for further discussion before a join session of the HSS and PS Committees:

- Do we have data that shows which communities and racial demographics are impacted the most by substance use disorders and the assistance/resources they are being provided?
- How are we working with our criminal justice system to address the stigma those incarcerated face due to drug addiction charges? Do we have the number of people serving time because of drug addiction-related offenses? Cannabis use is equally prevalent among Black and white people, yet Black people are 3.64 times as likely to be arrested for possession)
- Could we hold a joint committee session to discuss these issues and our next steps in addressing the systemic and racial disparities of criminalizing drug addiction that we recognize as not a criminal act but a public health issue?

NEXT STEPS:

1. By a unanimous (3-0) vote, the Health and Human Services (HHS) Committee recommends approval of the Bill as introduced. Council is expected to consider the motion from the Committee and vote on it.
2. Council staff will be following up with the chairs of the HHS and PS Committees to allow for consideration of the issues raised by Councilmember Sayles and any other related matters.

This packet contains:

Bill 9-23
Legislative Request Report
Fiscal Impact Statement

Circle #

© 1
© 6
© 7

Racial Equity and Social Justice (RESJ) Impact Statement
Economic Impact Statement
Climate Assessment
County Executive Memo

© 8
© 11
© 13
© 15

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

By: Council President at the Request of the County Executive

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

Boldface	<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:

Sec. 1. Sections 2-42A, 13-15, 24-41, 24-43 and 24-59 are amended as follows:

Sec. 2-42A. Functions, powers, and duties.

(a) *Generally.* The Department is responsible for providing a single integrated system for the provision of health and human services with other public and private agencies that provide health and human services in the County. Department services are supportive services that provide the basic necessities, such as food, clothing, and shelter to people, and those services that directly serve and protect the health, mental health, economic well-being, and social functioning of individuals and families. The Department administers programs and provides services in the areas of:

* * *

(d) *Duties of the Department.*

* * *

(3) The Department provides staff support to:

* * *

(F) the Alcohol and Other Drug [Abuse]Addiction Advisory Council;

* * *

Sec. 13-15. Selection and assignment procedure.

* * *

(d) The Program Administrator must develop a standardized method of screening individuals for the Program. The Program Administrator may consider the following factors:

* * *

(vii) the inmate's history of alcohol or drug [abuse]addiction;

* * *

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;
 - (B) the legal profession;

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

57 * * *

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

59 The Council must:

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

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

81 * * *

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

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

85 * * *

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

LEGISLATIVE REQUEST REPORT

BILL: XX-XX

Alcohol and Other Drug Abuse Advisory Council
Name Change Amendment

DESCRIPTION:	Change the name to Alcohol and Other Drug Addiction Advisory Council and change the term “abuse” to “addiction” throughout the County Code.
PROBLEM:	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.”
GOALS AND OBJECTIVES:	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.
COORDINATION:	Dale Tibbitts, Special Assistant to the County Executive.
FISCAL IMPACT:	Office of Management and Budget .
ECONOMIC IMPACT:	Office of Legislative Oversight
EVALUATION:	Subject to general oversight of the County Executive and County Council. The Office of the County Attorney will evaluate for form and legality.
EXPERIENCE ELSEWHERE:	Not applicable.
SOURCES OF INFORMATION:	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.
APPLICATION WITHIN MUNICIPALITIES:	Not applicable.
PENALTIES:	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



Racial Equity and Social Justice (RESJ) Impact Statement

Office of Legislative Oversight

BILL 9-23: ALCOHOL AND OTHER DRUG ABUSE ADVISORY COUNCIL - RENAME

SUMMARY

The Office of Legislative Oversight (OLO) anticipates Bill 9-23 will have a minimal impact on racial equity and social justice (RESJ) in the County, as it does not appear to have differing effects on constituents by race and ethnicity nor impact racial and social inequities. However, the name change proposed by Bill 9-23 could advance social justice if it reduces negative bias and stigma toward people with substance use disorders.

PURPOSE OF RESJ IMPACT STATEMENTS

The purpose of RESJ impact statements (RESJIS) is to evaluate the anticipated impact of legislation on racial equity and social justice in the County. Racial equity and social justice refer to a **process** that focuses on centering the needs, leadership, and power of communities of color and low-income communities with a **goal** of eliminating racial and social inequities.¹ Achieving racial equity and social justice usually requires seeing, thinking, and working differently to address the racial and social harms that have caused racial and social inequities.²

PURPOSE OF BILL 9-23

The Alcohol and Other Drug Abuse Advisory Council (AODAAC) is comprised of experts and representatives with a range of viewpoints concerning alcohol and drug addiction in the County. AODAAC provides guidance in identifying alcohol and other drug prevention and treatment needs in the County and in reviewing the County's efforts to address these needs.³

If enacted, Bill 9-23 would rename the Alcohol and Other Drug Abuse Advisory Council to the Alcohol and Drug Addiction Council. The Bill also makes amendments to language throughout the County Code, replacing the word "abuse" with "addiction." The AODAAC has requested these changes to reduce the stigma associated with the word "abuse" and better reflect the need to provide access and support for persons afflicted with addictions.⁴

Bill 9-23, Alcohol and Other Drug Abuse Advisory Council – Rename, was introduced by the Council on behalf of the County Executive on February 14, 2023.

DRINKING, ALCOHOL USE DISORDER, AND RACIAL EQUITY

As described by the Office of Disease Prevention and Health Promotion (ODPHP) within the U.S. Department of Health and Human Services, the social determinants of health "are the conditions in the environments where people are born, live, learn, work, play, worship, and age that affect a wide range of health, functioning, and quality-of-life outcomes and risks."⁵ ODPHP groups the social determinants of health into five domains: economic stability, education access and quality, health care access and quality, neighborhood and built environment, and social and community context.⁶

RESJ Impact Statement

Bill 9-23

Structural racial inequities within the social determinants of health are rooted in a history of oppression against Black, Indigenous, and Other People of Color (BIPOC). These inequities cause racial disparities across a range of health conditions and compound the consequences of health conditions for BIPOC.⁷

On drinking and alcohol use disorder, the 2016 study, “Drinking, Alcohol Use Disorder, and Treatment Access and Utilization Among U.S. Racial/Ethnic Groups,” analyzing 140 articles and reports highlighted that:⁸

- Studies have found that, as a whole, American Indians/Alaska Natives generally drink more and have higher rates of alcohol use disorder than people of other racial and ethnic groups. At the same time, more disaggregated studies have found that several American Indian/Alaska Native groups have lower rates of substance use than the U.S general population.
- Research findings have generally demonstrated a positive association between experiences of racial/ethnic discrimination, drinking, and alcohol-related consequences among BIPOC.
- Research suggests that highly segregated neighborhoods negatively impact the health and substance use behaviors of residents, particularly in predominantly Black neighborhoods.

The authors noted that, “reasons for racial/ethnic disparities in drinking and AUD are complex and are associated with historically-rooted patterns of racial discrimination and persistent socioeconomic disadvantage.”⁹

Local data suggests racial disparities in health complications from substance use, which includes alcohol use. Between 2017 and 2019, Black constituents had the highest rate of emergency room visits for substance use (990.5 per 100,000 constituents), followed by White constituents (429.2), Latinx constituents (426.5), and Asian constituents (91.0).¹⁰

ANTICIPATED RESJ IMPACTS

OLO anticipates Bill 9-23 will have a minimal impact on RESJ in the County, as it does not appear to have differing effects on constituents by race and ethnicity nor impact racial and social inequities. While the proposed name change for the AODAAC and related language changes in the County Code will not materially impact RESJ, Bill 9-23 could advance social justice if it reduces negative bias and stigma toward people with substance use disorders.

RECOMMENDED AMENDMENTS

The Racial Equity and Social Justice Act requires OLO to consider whether recommended amendments to bills aimed at narrowing racial and social inequities are warranted in developing RESJ impact statements.¹¹ OLO anticipates Bill 9-23 will have a minimal impact on RESJ in the County. As such, OLO does not offer recommended amendments. However, if the Council seeks to improve the RESJ impact of the Bill, OLO offers one item for consideration:

- **Consider items offered for Bill 8-23 to advance RESJ through BCCs.** Considerations include requiring BCCs to undergo RESJ training and develop RESJ action plans; amending Executive Regulations to require BCCs to develop RESJ action plans; and requesting a diversity audit of BCCs. Particularly for the AODAAC, integrating a RESJ focus and ensuring diversity could help address racial inequities and disparities in alcohol and drug addiction in the County.

RESJ Impact Statement

Bill 9-23

CAVEATS

Two caveats to this racial equity and social justice impact statement should be noted. First, predicting the impact of legislation on racial equity and social justice is a challenging analytical endeavor due to data limitations, uncertainty, and other factors. Second, this RESJ impact statement is intended to inform the legislative process rather than determine whether the Council should enact legislation. Thus, any conclusion made in this statement does not represent OLO's endorsement of, or objection to, the bill under consideration.

CONTRIBUTIONS

OLO staffer Janmarie Peña, Performance Management and Data Analyst, drafted this RESJ impact statement.

¹ Definition of racial equity and social justice adopted from “Applying a Racial Equity Lens into Federal Nutrition Programs” by Marlysa Gamblin, et.al. Bread for the World, and from Racial Equity Tools. <https://www.racialequitytools.org/glossary>

² Ibid

³ “Alcohol & Other Drug Abuse Advisory Council,” Department of Health and Human Services. <https://www.montgomerycountymd.gov/HHS-Program/BHCS/AODAAC/AODAACIndex.html>

⁴ Introduction Staff Report for Bill 9-23, Montgomery County Council, Introduced February 14, 2023.

https://www.montgomerycountymd.gov/council/Resources/Files/agenda/col/2023/20230214/20230214_2B.pdf

⁵ “Social Determinants of Health,” Office of Disease Prevention and Health Promotion, U.S. Department of Health and Human Services. <https://health.gov/healthypeople/priority-areas/social-determinants-health>

⁶ Ibid

⁷ “Racism and Health,” Centers for Disease Control and Prevention. <https://www.cdc.gov/minorityhealth/racism-disparities/index.html>

⁸ Patrice A.C. Vaeth, et al, “Drinking, Alcohol Use Disorder, and Treatment Access and Utilization among U.S. Racial/Ethnic Groups,” Alcohol: Clinical & Experimental Research, December 26, 2016. <https://www.ncbi.nlm.nih.gov/pmc/articles/PMC5205547/>

⁹ Ibid (Abstract)

¹⁰ “Health in Montgomery County 2010-2019: A Surveillance Report on Population Health,” Montgomery County Department of Health and Human Services, April 2022.

<https://www.montgomerycountymd.gov/healthymontgomery/Resources/Files/Reports/Health-in-Montgomery-County-201019%20Final.pdf>

¹¹ Bill 27-19, Administration – Human Rights – Office of Racial Equity and Social Justice – Racial Equity and Social Justice Advisory Committee – Established, Montgomery County Council

Economic Impact Statement

Montgomery County, Maryland

Bill 9-23

Alcohol and Other Drug Abuse Advisory Council – Rename

SUMMARY

The Office of Legislative Oversight (OLO) anticipates that enacting Bill 9-23 would have an insignificant impact on economic conditions in the County in terms of the Council’s priority indicators.

BACKGROUND AND PURPOSE OF BILL 9-23

The Alcohol and Other Drug Abuse Advisory Council (AODAAC) is comprised of experts and representatives with a range of viewpoints concerning alcohol and drug addiction in the County. AODAAC provides guidance in identifying alcohol and other drug prevention and treatment needs in the County and in reviewing the County’s efforts to address these needs.¹

If enacted, Bill 9-23 would rename the Alcohol and Other Drug Abuse Advisory Council to the Alcohol and Drug Addiction Council. The Bill also makes amendments to language throughout the County Code, replacing the word “abuse” with “addiction.” The AODAAC has requested these changes to reduce the stigma associated with the word “abuse” and better reflect the need to provide access and support for persons afflicted with addictions.²

Bill 9-23, Alcohol and Other Drug Abuse Advisory Council – Rename, was introduced by the Council on behalf of the County Executive on February 14, 2023.

INFORMATION SOURCES, METHODOLOGIES, AND ASSUMPTIONS

Per Section 2-81B of the Montgomery County Code, the purpose of this Economic Impact Statement is to assess the impacts of Bill 9-23 on County-based private organizations and residents in terms of the Council’s priority economic indicators and whether the Bill would likely result in a net positive or negative impact on overall economic conditions in the County.³ Because the changes to AODAAC are technical in nature, OLO anticipates the Bill would have insignificant impacts on private organizations, residents, and overall economic conditions in the County in terms of the economic indicators prioritized by the Council.

VARIABLES

Not applicable

¹ [Montgomerycountymd.gov, “Alcohol & Other Drug Abuse Advisory Council.”](https://montgomerycountymd.gov/Alcohol-Other-Drug-Abuse-Advisory-Council)

² [Introduction Staff Report for Bill 9-23.](#)

³ Montgomery County Code, [Sec. 2-81B.](#)

IMPACTS

WORKFORCE ▪ TAXATION POLICY ▪ PROPERTY VALUES ▪ INCOMES ▪ OPERATING COSTS ▪ PRIVATE SECTOR CAPITAL INVESTMENT ▪ ECONOMIC DEVELOPMENT ▪ COMPETITIVENESS

Not applicable

DISCUSSION ITEMS

Not applicable

WORKS CITED

Montgomery County Code. [Sec. 2-81B, Economic Impact Statements.](#)

Montgomery County Council. [Introduction Staff Report for Bill 9-23.](#) Introduced February 14, 2023.

Montgomerycountymd.gov. "[Alcohol & Other Drug Abuse Advisory Council.](#)" Department of Health and Human Services.

CAVEATS

Two caveats to the economic analysis performed here should be noted. First, predicting the economic impacts of legislation is a challenging analytical endeavor due to data limitations, the multitude of causes of economic outcomes, economic shocks, uncertainty, and other factors. Second, the analysis performed here is intended to *inform* the legislative process, not determine whether the Council should enact legislation. Thus, any conclusion made in this statement does not represent OLO's endorsement of, or objection to, the Bill under consideration.

AUTHOR

Stephen Roblin (OLO) prepared this report.

Climate Assessment

Office of Legislative Oversight

Bill 9-23: Alcohol and Other Drug Abuse Advisory Council – Rename

SUMMARY

The Office of Legislative Oversight (OLO) anticipates Bill 9-23 will have no impact on the County’s contribution to addressing climate change as it proposes a renaming to an existing council with a purview outside of the County’s contribution to addressing climate change.

BACKGROUND AND PURPOSE OF BILL 9-23

The Alcohol and Other Drug Abuse Advisory Council (AODAAC) is comprised of experts and representatives with a range of viewpoints concerning alcohol and drug addiction in the County. AODAAC provides guidance in identifying alcohol and other drug prevention and treatment needs in the County and reviewing the County’s efforts to address these needs.¹

If enacted, Bill 9-23 would rename the Alcohol and Other Drug Abuse Advisory Council to the Alcohol and Drug Addiction Council. The Bill also makes amendments to language throughout the County Code, replacing the word “abuse” with “addiction.” The AODAAC has requested these changes to reduce the stigma associated with the word “abuse” and better reflect the need to provide access and support for persons afflicted with addictions.²

Bill 9-23, Alcohol and Other Drug Abuse Advisory Council – Rename, was introduced by the Council on behalf of the County Executive on February 14, 2023.

ANTICIPATED IMPACTS

As the bill proposes the renaming of an existing council with a purview outside of the County’s contribution to addressing climate change, OLO anticipates Bill 9-23 will have no impact, including the reduction and/or sequestration of greenhouse gas emissions, community resilience, and adaptative capacity.

RECOMMENDED AMENDMENTS

The Climate Assessment Act requires OLO to offer recommendations, such as amendments or other measures to mitigate any anticipated negative climate impacts.³ OLO does not offer recommendations or amendments as Bill 9-23 is likely to have no impact on the County's contribution to addressing climate change, including the reduction and/or sequestration of greenhouse gas emissions, community resilience, and adaptative capacity.

CAVEATS

OLO notes two caveats to this climate assessment. First, predicting the impacts of legislation upon climate change is a challenging analytical endeavor due to data limitations, uncertainty, and the broad, global nature of climate change. Second, the analysis performed here is intended to inform the legislative process, not determine whether the Council should enact legislation. Thus, any conclusion made in this statement does not represent OLO's endorsement of, or objection to, the bill under consideration.

PURPOSE OF CLIMATE ASSESSMENTS

The purpose of the Climate Assessments is to evaluate the anticipated impact of legislation on the County's contribution to addressing climate change. These climate assessments will provide the Council with a more thorough understanding of the potential climate impacts and implications of proposed legislation, at the County level. The scope of the Climate Assessments is limited to the County's contribution to addressing climate change, specifically upon the County's contribution to greenhouse gas emissions and how actions suggested by legislation could help improve the County's adaptative capacity to climate change, and therefore, increase community resilience.

While co-benefits such as health and cost savings may be discussed, the focus is on how proposed County bills may impact GHG emissions and community resilience.

CONTRIBUTIONS

OLO staffer Kaitlyn Simmons drafted this assessment.

¹ [Alcohol & Other Drug Abuse Advisory Council Homepage, Department of Health and Human Services, Accessed 2/21/23](#)

² Introduction Staff Report for Bill 9-23, Alcohol and Other Drug Abuse Advisory Council, Introduced February 14, 2023

³ Bill 3-22, Legislative Branch – Climate Assessments – Required, Montgomery County Council, Effective date October 24, 2022




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 

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




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 

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 beings³, more accurately reflecting the County’s equity priorities. Further supporting the revisions, national organizations,¹ agencies,^{2,3} scientific journals,^{4, 5} the press,⁶ and associations⁷ 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.”¹ 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.³ ‘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 Matter³, 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 NIDA⁸, 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

¹ National Alliance of Advocates for Buprenorphine Treatment. The Words we use Matter: Reducing Stigma through Language. www.naabt.org/language

² 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/>

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

⁴ International Society of addiction Journal editors. Addiction Terminology Statement. www.parint.org

⁵ 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/>

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

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