

**DRUG ABUSE PROGRAMS**  
**Report of The**  
**VIRGINIA ADVISORY LEGISLATIVE COUNCIL**  
**To**  
**The Governor**  
**And**  
**The General Assembly of Virginia**



**SENATE DOCUMENT NO. 20**

**COMMONWEALTH OF VIRGINIA**  
**Department of Purchases and Supply**  
**Richmond**  
**1975**

**MEMBERS OF COUNCIL**

WILLARD J. MOODY

EDWARD E. LANE

GEORGE E. ALLEN, JR.

VINCENT F. CALLAHAN, JR.

ARCHIBALD A. CAMPBELL

JOSEPH V. GARTLAN, JR.

JERRY H. GEISLER

ROBERT R. GWATHMEY, III

C. HARDAWAY MARKS, JR.

LEWIS A. MCMURRAN, JR.

WILLIAM V. RAWLINGS

JAMES M. THOMSON

LAWRENCE DOUGLAS WILDER

**STAFF**

**JOHN A. BANKS, JR., DIRECTOR**

**DIVISION OF LEGISLATIVE SERVICES**

Katherine L. Goolsby, Staff Attorney

Bet H. Neale, Legislative Research Associate

**DRUG ABUSE PROGRAMS**  
**Report of the**  
**VIRGINIA ADVISORY LEGISLATIVE COUNCIL**  
**Richmond, Virginia**  
**January 22, 1975**

The Committee to Study Combining Drug Abuse Programs was established by the 1974 Session of the General Assembly pursuant to the following Senate Joint Resolution No. 58:

**SENATE JOINT RESOLUTION NO. 58**

Directing the Virginia Advisory Legislative Council to study the feasibility of combining all drug and alcohol abuse control programs in one agency of the State.

WHEREAS, the present comprehensive planning and coordination for drug abuse control programs and alcohol abuse programs are administered by two separate State agencies, the Drug Abuse Advisory Council and the Division of Drug Abuse Control, and the Bureau of Alcohol Studies in the State Department of Health; and

WHEREAS, each of these agencies performs essentially the same functions, one with respect to drug abuse control and the other with respect to alcohol abuse control; and

WHEREAS, federal assistance in the areas of drug and alcohol abuse control has recently increased significantly and will increase further in the future; and

WHEREAS, federal assistance programs pertaining to alcohol and drug abuse control provide for similar, if not identical, types of comprehensive planning and coordination within each state in order for that state to receive the federal assistance; and

WHEREAS, in many instances programs for the control, prevention and treatment of drug abuse and alcohol abuse are similar in nature and should be planned and implemented in a coordinated way; and

WHEREAS, there are indications that considerable financial savings could be realized if comprehensive planning and coordination of programs for drug abuse control and alcohol abuse control were conducted by a single State agency; now, therefore, be it

RESOLVED by the Senate of Virginia, the House of Delegates concurring, That the Virginia Advisory Legislative Council is directed to conduct a study of the feasibility of combining the comprehensive planning and coordination of drug abuse control and alcohol abuse control programs in one agency of the State.

If the Virginia Advisory Legislative Council determines that such a combination is feasible, it shall study all aspects of the establishment of such a single State agency, including, but not limited to, whether an existing agency or arm of an existing agency should be the single coordinating agency; the financial support for such a combined agency; and the savings, if any, that would be derived by such combination.

The Division of Drug Abuse Control, the Department of Health, the Department of Mental Health and Mental Retardation, the Division of State Planning and Community Affairs, the State Crime Commission, and the Division of Justice and Crime Prevention, and any other agency of the State, upon request, shall assist and cooperate with the Council in the conduct of its study.

The Council shall complete its study and submit its report to the Governor and the General Assembly no later than December one, nineteen hundred seventy-four.

The Committee was organized to study the feasibility of combining the drug and alcohol programs of the Commonwealth, and to evaluate existing State and local programs in order to effectively ascertain in what direction the State should proceed to achieve the best possible delivery of services to alcoholics and drug abusers.

The Council appointed Senator Edward E. Willey of Richmond to serve as Chairman of the study. Senator Willey, with the approval of the Council, appointed the following persons to serve as members of the Committee: Senator Thomas R. McNamara of Norfolk; Delegate Robert R. Gwathmey, III, of Mechanicsville; Delegate Richard W. Elliott of Rustburg; Dr. Joseph J. Bevilacqua of the Department of Mental Health and Mental Retardation; Mrs. W. H. Doub, Jr., of the Division of Youth Services; Mrs. Patty W. Fowler of the Division of Drug Abuse Control; Mr. Richard N. Harris of the Division of Justice and Crime Prevention; Dr. James B. Kenley of the Department of Health; and Mr. Wayne T. Tennant of the Bureau of Planning and Program Development, Department of Welfare and Institutions. Mr. Tennant is no longer associated with the Bureau, and, therefore, did not participate in the deliberations of the Committee.

At the outset, the Committee members realized that, in order to carry out appropriately and effectively the provisions of the study directive, it would first be necessary to hear from the State agency heads currently responsible for the planning and delivery of services to alcoholics and drug abusers. After completing this initial phase of their study, the Committee sought to learn as much as possible about the administrative and delivery operations of other states and to concentrate on specific programs where operations, planning and

delivery were purported to be among the best. Several on-site visits were made to outstanding local facilities in Virginia and a visit made to Eagleville, Pennsylvania, to view the operations of the Eagleville Hospital and Rehabilitation Center.

Eagleville Hospital and Rehabilitation Center, a private enterprise supported by private, state, local and federal funds, is a well-known center which has successfully combined the treatment of alcoholics and drug abusers into one setting. Members were impressed with the high degree of administrative efficiency at Eagleville and with the coordination and cooperation evident between the staff and the residents which contributed greatly to the effectiveness of the programs.

In the Commonwealth the Committee visited the Alexandria Comprehensive Alcohol and Drug Abuse Program, the Norfolk Comprehensive Addictive Services Program (CASP), and the Roanoke alcohol and drug abuse programs which operate under the auspices of the local Mental Health Services Board. It was found that, although these local programs were organized under different groups and employed their own unique methods of delivery of services, all were working toward the goal of successful rehabilitation of alcoholics and drug abusers. After further evaluation of the programs visited, it appeared to the Council that the Alexandria program approach had the best overall coordination.

The importance of community support for these programs was emphasized in each area visited, and the members of the Committee were impressed with the support these efforts had received. The Council believes that it is essential that planning emanate from the citizens in the localities. Program approval should then be based on compliance with agency guidelines and the central direction and coordination be provided by the appropriate secretary in the Governor's Cabinet.

Since the area under study deserves careful and extensive consideration, the Council recommends that the study be extended in order that as much time as possible be devoted to reviewing all local programs, further evaluating the various guidelines and regulations of the State agencies involved in offering services to alcoholics and drug abusers, and studying the more successful programs in other states. Only after further study can the Council be in a position to make a reasonable and responsible conclusion as to the handling of an alcoholic and drug abuse program in the Commonwealth.

At present several agencies are responsible for the planning coordination, funding and/or delivery of services to alcoholics and drug abusers, the major ones being the Department of Health, the Department of Mental Health and Mental Retardation, the Department of Corrections, the Division of Justice and Crime Prevention and the Division of Drug Abuse Control. As an interim measure before final determination, the Council urges efforts toward greater coordination among the various agencies involved in serving the needs of alcoholics and drug abusers. The Council should be kept informed of the progress made toward implementing

such a program of coordination. Only through cooperative efforts at the State level can the necessary assistance be afforded localities. It is essential that alcoholics and drug abusers be treated effectively and efficiently in order that, through rehabilitation, they may be returned to society as successful and productive citizens.

Respectfully submitted,

Willard J. Moody, Chairman

Edward E. Lane, Vice Chairman

George E. Allen, Jr.

Vincent F. Callahan, Jr.

Archibald A. Campbell

Joseph V. Gartlan, Jr.

Jerry H. Geisler

Robert R. Gwathmey, III

C. Hardaway Marks

Lewis A. McMurrin, Jr.

William V. Rawlings

James M. Thomson

Lawrence Douglas Wilder

Edward E. Willey

**SENATE JOINT RESOLUTION NO. ...**

Directing the Virginia Advisory Legislative Council to continue its study of the feasibility of combining all drug and alcohol abuse programs into one State agency.

WHEREAS, The Virginia Advisory Legislative Council was directed by the General Assembly at its 1974 session pursuant to Senate Joint Resolution No. 58 to study the feasibility of combining alcohol and drug abuse control programs under one State agency; and

WHEREAS, there are several State agencies involved in various parts of alcoholism and drug abuse programs; and

WHEREAS, the experiences with comprehensive drug and alcohol programs and plans in some localities and another state have been studied; and

WHEREAS, further study of the advisability of combining comprehensive planning and coordination of drug abuse control and alcohol abuse control programs in one State agency and, if advisable, further study of the means of combining these programs into one agency is necessary; now, therefore, be it

RESOLVED by the Senate of Virginia, the House of Delegates concurring, That the Virginia Advisory Legislative Council is directed to continue its study of the feasibility of combining the comprehensive planning and coordination of drug abuse control and alcohol abuse control programs in one agency of the State and, if feasible, to study all aspects of the establishment of such a single State agency, including, but not limited to, whether an existing agency or arm of an existing agency should be the single coordinating agency; the financial support for such a combined agency; and the savings, if any, that would be derived by such combination.

The Division of Drug Abuse Control, the Department of Health, the Department of Mental Health and Mental Retardation, the Division of State Planning and Community Affairs, the State Crime Commission, and the Division of Justice and Crime Prevention, and any other agency of the State, upon request, shall assist and cooperate with the Council in the conduct of its study.

The Council shall complete its study and submit its report to the Governor and the General Assembly no later than December one, nineteen hundred seventy-five.