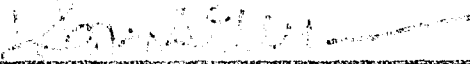


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LEAA DISCRETIONARY GRANT PROGRESS REPORT		1. GRANT NO. 70-DF-206	2. REPORT DATE <input type="checkbox"/> April 1 <input type="checkbox"/> October 1 <input checked="" type="checkbox"/> Other	3. REPORT TYPE <input type="checkbox"/> Interim <input checked="" type="checkbox"/> Final
4. GRANTEE Governor's Council on Narcotics and Drug Abuse Control		5. IMPLEMENTING SUBGRANTEE		
6. TITLE OR CHARACTER OF PROJECT K. Special Narcotics Control Programs- Program 1.-State Narcotics and Dangerous Drug Bureau		7. GRANT AMT. 74,029	8. COVERING PERIOD April, 1971 TO Dec., 1971	
9. TO <input type="checkbox"/> Cognizant Regional Office, Law Enforcement Assistance Admin. <input checked="" type="checkbox"/> State Planning Agency, State of Virginia				
10. EXPLANATION Submitted herewith is the grantee's progress report for the period above.				
11. SIGNATURE OF PROJECT DIRECTOR 		12. TYPED NAME & TITLE, PROJ. DIR. F. John Kelly, Executive Director		
13. COMMENCE REPORT HERE. (Add continuation pages as required.)				

The Virginia Drug Abuse Control Council requested and received a three-month extension on Discretionary Grant 70-DF-206 in order to complete pending projects. Following is a final progress report of this grant.

GENERAL SUMMARY

INTRODUCTION

Drug abuse is a multi-faceted problem with ramifications reaching the full spectrum of our society. The Commonwealth of Virginia is no different than her sister states that have experienced this social phenomenon. According to statistics released by the Federal Bureau of Narcotics and Dangerous Drugs, Virginia experienced a 556 percent increase in drug abuse violations between 1960 and 1969. This increase places the State within the top ten states in the nation in this category.

COUNCIL STRUCTURE

By 1969, there was still no coordination in State programs to fight drug abuse. There were some isolated local programs aimed at one facet or another of the problem,

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but efforts within cities were largely fragmented. Considering the fact that Virginia is made up of 96 counties and 38 major cities, all politically independent of one another, this is understandable. Recognizing this need, Governor Linwood Holton, on March 6, 1970, formed the Council on Narcotics and Drug Abuse Control and charged it with the authority to thoroughly investigate and research the extent and scope of all problems relating to narcotics and drug abuse within the Commonwealth of Virginia. The Council was given authority "to undertake...a survey of present and potential facilities and services available in the state and local, public and private, agencies, institutions, and associations which can be cooperatively applied to the solution of existing and anticipated problems; to thoroughly assess all factors, including social, economic, physiological, psychological, etc., which contribute to or stimulate the traffic in and the indiscriminate use of narcotics or other dangerous drugs; to coordinate, mobilize, and utilize the research and public service resources of higher education, government, business, industry, and the community at large; to promote continuous public support and the environment and public attitude necessary to develop and maintain maximum effectiveness in the performance of its powers and duties; consistent with the comprehensive law enforcement and criminal justice action planning of the State, developed and being developed by the Council on Criminal Justice and in cooperation with the Council on Criminal Justice, to formulate a comprehensive plan for the long range development, through utilization of federal, State, local, and private resources, of adequate programs, services, and facilities for drawing together into a unified and coordinated effort all research, prevention, control, treatment, rehabilitation, and law enforcement activities for the prevention and control of narcotics and drug abuse, and for the diagnosis,

treatment, and control of narcotics and drug abuse, and to revise such plans from time to time."

From surveys conducted in other parts of the country, the Council recognized that in viable programs, the elements that bring success are coordination, management, and strong administration at a central level. Keeping this in mind, the Council established such a plan on a Statewide basis. To our knowledge, this is the first time this approach has been attempted in any State.

In establishing the Governor's Council on Narcotics and Drug Abuse Control, directors of various State agencies involved in combating the problem of drug abuse were selected to compose the Council's membership. Those agencies represented include: the Office of Administration, the Office of the Attorney General, the Department of Welfare and Institutions, the Council of Higher Education, the Division of Justice and Crime Prevention, the Department of Mental Hygiene and Hospitals, the Department of State Police, the Board of Pharmacy, the Commission for Children and Youth, the Department of Agriculture and Commerce, the Department of Vocational Rehabilitation, the Department of Health, and the State Department of Education. In addition four members are appointed from the State at large and represent different geographical areas to the extent practicable. The Executive Director of the Council is also a Director of the Administrative Agency which serves the Council by coordinating its efforts and fulfilling the precepts of Executive Order Number 5 and the Federal Grant.

The participation of the agencies, through their directors and commissioners, permits the uniform implementation of Council decisions as State policy.

This further insures that a broad spectrum of expertise, knowledge, and experience in those fields necessary to the solution of the problem is present as the Council establishes policy.

In order to clarify specific needs, goals, and State agency responsibilities, the Council spent almost one year developing a comprehensive plan for Statewide drug abuse control. The Council employed the consulting firm of Touche Ross & Company of Detroit, Michigan, to recommend objectives, priorities and directions for drug abuse control. After recommendations were submitted, the Council made a number of revisions and adopted the revised recommendations as "The State Plan for Drug Abuse Control." Under this grant funds were spent for the printing and distribution of 1,000 copies of this plan in order that it could be used as a training guide to help bring together State and local efforts in drug abuse control.

Inherent in this approach is the belief that solutions to the problem can best be implemented at the local level by responsible people. Recognizing that control on a local level is imperative, but extremely difficult, the Council is working through Regional Planning District Commissions.

The Commonwealth of Virginia is regionalized into planning districts with each district representing the political leadership of several counties and cities. The Council has recognized drug task forces under the leadership of the Planning District Commissions. These task forces will be the controlling and coordinating influences over regional drug problems, and each will be administered by a full-time director who will be responsible to the Planning District Commission and to the Executive Director of the Council on the State level.

The basic composition of Planning District Commission task forces is the same in every area; i.e., representatives from political subdivisions within the commission, and representatives from law enforcement, education, the professions, industry, and citizens at large, with a full-time director coordinating and giving direction to the task force.

To date, the Council has recognized three drug task forces within the planning districts that represent more than 60 percent of Virginia's population. They are the Northern Virginia Area (P.D.C. 8), Metropolitan Richmond (P.D.C. 15), and the Tidewater Area (P.D.C. 20). In addition, the Roanoke Valley Area (P.D.C. 5) has met all the criteria for Council recognition. This recognition is to be given in the very near future.

With the recognition and implementation of the three Planning District Commission task forces, the Council acknowledges the need to fortify and intensify this concept. It is important that efforts to date do not become fragmented but continue on an orderly basis. Experience in other states has shown that with fragmentation comes a marked lessening in the effectiveness of the overall program.

LAW ENFORCEMENT

Recognizing the divergence in narcotics control through the more than 100 separate law enforcement agencies in the State, the need to coordinate enforcement efforts and training became obvious to the Council at the outset. In testifying before the State Crime Commission, the Council was in the forefront of those advocating a Statewide central narcotics "strike force." The Crime Commission recommended to the Legislative Special Session that the best

method of forming this force was to create an additional 60 positions within the Department of State Police. The General Assembly subsequently approved this recommendation and allocated enough funds for these positions with the necessary special equipment. Since the State Police is the only force with jurisdiction in all the State's political subdivisions, this creates the nucleus of a Statewide narcotics law enforcement effort.

The Council on Drug Abuse Control (CODAC), the Richmond regional drug task force, is planning to open a Drug Abuse Training Institute which will serve local law enforcement officers from throughout the State. Initial plans call for an 30-hour comprehensive course in drug abuse education. This program was run on a pilot basis in May of 1970 with over 70 officers attending.

In addition, because of the recognized dirth in training for those in the law enforcement profession, the Division of Drug Abuse Control and the Law Enforcement Training Standards Commission jointly produced the "Narcotic and Dangerous Drug Investigation Manual for Law Enforcement Officers." One thousand copies of the manual were printed and distributed to all of Virginia's Police Departments and Sheriff's Departments. Although this publication is not intended to usurp the responsibilities of conventional training programs such as the ones offered by the Federal Bureau of Narcotics and Dangerous Drugs, it is felt that the material will provide a fundamental background in search and seizure, the handling of informants, drug identification, and legal guidance for investigators.

EDUCATION

Surveys throughout the country bear out the fact that education is the key to eventual success in the fight against drug abuse. Recognizing this,

the Governor's Council has placed heavy emphasis on coordinating educational efforts in order to reach all areas of society.

COORDINATION AT STATE LEVEL

Since July, 1970, the Council has ascertained from State departments and agencies what has been done in the field of drug abuse control in the past, the programs currently being conducted, and planned future activities. Through surveys, it has also obtained an up-to-date picture of what is being done in the State--supported institutions of higher learning and in the public elementary and secondary schools in drug education. Teacher training will be expanded to build core groups of specialists in each school system throughout the State.

Guidelines are prepared to help the local school divisions establish policy and procedures for the teachers in their area of responsibility when drug abuse is discovered within the school system. A syllabus for a pilot curriculum for a college course in drug abuse education has been submitted to Virginia Commonwealth University and accepted by its Curriculum Committee. The School of Community Services plans to offer the 300-level course this summer or in the September 1971 term for all students as well as professionals. All major universities in the State are being encouraged to include similar courses in their curriculum through the Office of Higher Education and the Governor's Council.

PILOT EDUCATION PROGRAMS

The Council has requested the Department of Education to conduct varying pilot drug education programs in the State and to evaluate their effectiveness. These are being carried out in the cities of Charlottesville, Portsmouth, and Winchester; and in the Counties of Chesterfield and Tazewell.

The Council is financing \$2,500 worth of supplementary materials for the project. When completed, results of the project can be made available on request.

REHABILITATION

By far the most complex aspect of drug abuse control is the area of rehabilitation. For example, in treating the hard-core heroin addict at a live-in therapeutic community, it is necessary to provide more than just in-patient care. Experience has shown that a number of other services are required. These services include job counseling and placement, vocational and technical training, medical and pharmacological services (including psychiatric and psychological work with both the addict and his family), education, and finally, legal advice. Many times these services are provided by city, State, and/or federal sources as well as by volunteers in the community. All these aspects of rehabilitation must also be aimed at the eventual "reentry" of the ex-addict into society as a productive individual.

The Governor's Council has attempted to encourage this broad-based support, not only in the "live-in" concept, but in all modalities of rehabilitation.

Planning District Commission 15

For example, the Council has worked closely with a number of departments to assist in the development of Rubicon, the largest in-patient drug therapeutic community in the State. The parent organization for Rubicon is the Richmond Community Action Program. Medical services, with a value of approximately \$50,000, were made available by the Department of Health. These services were used as an in-kind match for a grant from the Office of Economic Opportunity totalling almost \$170,000. Also cooperating in the Rubicon program are the Department of Vocational Rehabilitation, the Medical College of Virginia, Richmond City Health Department, and Richmond Schools.

Recognizing the success of the program and the need for more facilities, the Department of Mental Hygiene and Hospitals has agreed to contractually

release a sizeable portion of its property at Piedmont State Hospital in Burkeville. This will raise the capacity of Rubicon from 35 in-patients to over 100 in-patients and approximately 200 out-patients.

The site will also include a drug abuse institute for the training of various State personnel in the field of drug abuse rehabilitation.

One of the most effective and at the same time most controversial methods of treating heroin addicts is the use of Methadone. A number of Methadone programs in the country have failed, due primarily to a lack of proper record-keeping and supportive services similar to those found in therapeutic communities such as Rubicon. With this in mind, the Governor's Council is requiring that proper record-keeping and sufficient supportive services be included in any Methadone program in Virginia if it is receiving State or federal funds.

The Methadone program at the Medical College of Virginia has grown from an active patient load of 20 in March of 1970 to an active patient load of approximately 200. A total of over 500 patients has been treated during this time. The Department of Health is contributing major medical services to the program which is based within the Department of Pharmaceutical Services.

The Department of Adolescent Medicine also has a program specifically for patients under 21 years of age. It includes psychiatric, job placement, and school counseling as well as other necessary services. According to the Director of the Department of Adolescent Medicine, Dr. George Bright, the program is unique in the nation.

Planning District Commission 5

In the Roanoke Valley Planning District Commission a Methadone program

was begun in the Fall of 1970. To date, it is treating over 50 patients. The program was built using the Medical College of Virginia program as a model.

Planning District Commission 8

A second therapeutic community called Second Genesis is located at Alexandria. The facility was opened in April, 1970 and is organized along the same lines as Rubicon with a full complement of supportive services. At present, there are approximately 30 in-patients and 5 out-patients. With the implementing of plans to add another facility in Fairfax County, the in-patient capacity will be increased.

Planning District Commission 20

Under the auspices of the United Drug Abuse Council in P.D.C. 20 and the Department of Welfare and Institutions, the National Guard has agreed to turn over 8 buildings and approximately 9 acres of Camp Pendleton land to inaugurate the Department of Welfare and Institutions' plan called "Services in the Seventies." The program is designed to train those specialists from various State departments, such as probation and parole, vocational rehabilitation, education, and so forth, in the field of drug abuse, and at the same time work with Region 20's problem youth.

State Department of Welfare and Institutions

One of Virginia's most critical needs lies within the area of correctional rehabilitation for those individuals within the penal system suffering with drug or drug-related problems. This vexation is of such stature that both the State Drug Council and the Department of Welfare and Institutions felt

a compelling need to thoroughly investigate the adequacy of existing facilities as well as the factors which are necessary for the most effective treatment and rehabilitation of drug abusers.

In order to secure the most salient data possible, the Council contributed \$7,500 to the Department of Welfare and Institutions to conduct a comprehensive study of drug problems in the prison system.

As the result of the data gleamed from the study, progress has been made in developing plans for drug abuse prevention and treatment programs.

PERSONNEL

Funds have been expended for personnel under the terms of this grant. Funds for current and additional staff members have been obtained through action grants.

The remainder of Fiscal Year 1971 will be financed by action grants. It is anticipated that, subsequent to the 1972 General Assembly Session, the State will assume administrative costs for the Governor's Council at the beginning of Fiscal Year 1972.

TRAVEL FUNDS

Travel funds have been expended under the terms of the Grant. They have been allocated for staff travel and training, Council members' travel to attend Council and committee meetings, and to encourage and finance the training of staff members of other State agencies. Wherever possible, this training was done on a "team" basis; i.e., representatives of various agencies working jointly on common problems.

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