



# School Drug Abuse Policy Guidelines

U.S. Department of Justice  
Drug Enforcement Administration  
Washington, D.C.





# ✓ School Drug Abuse Policy Guidelines

Second Edition

A Handbook for Policy Development  
For Educators and Criminal Justice Personnel

Part I:

Guidelines Developed from  
the Proceedings of the  
Criminal Justice-Education  
Conference on  
School Drug Abuse  
Policy Development  
sponsored by the  
Drug Enforcement Administration  
June 27-30, 1976  
Airlie House  
Airlie, Virginia

NCJRS

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ACQUISITIONS

Part II:

Report on three Pilot Community Projects  
to Develop School Substance Abuse Policy

Newnan (Coweta County), Georgia  
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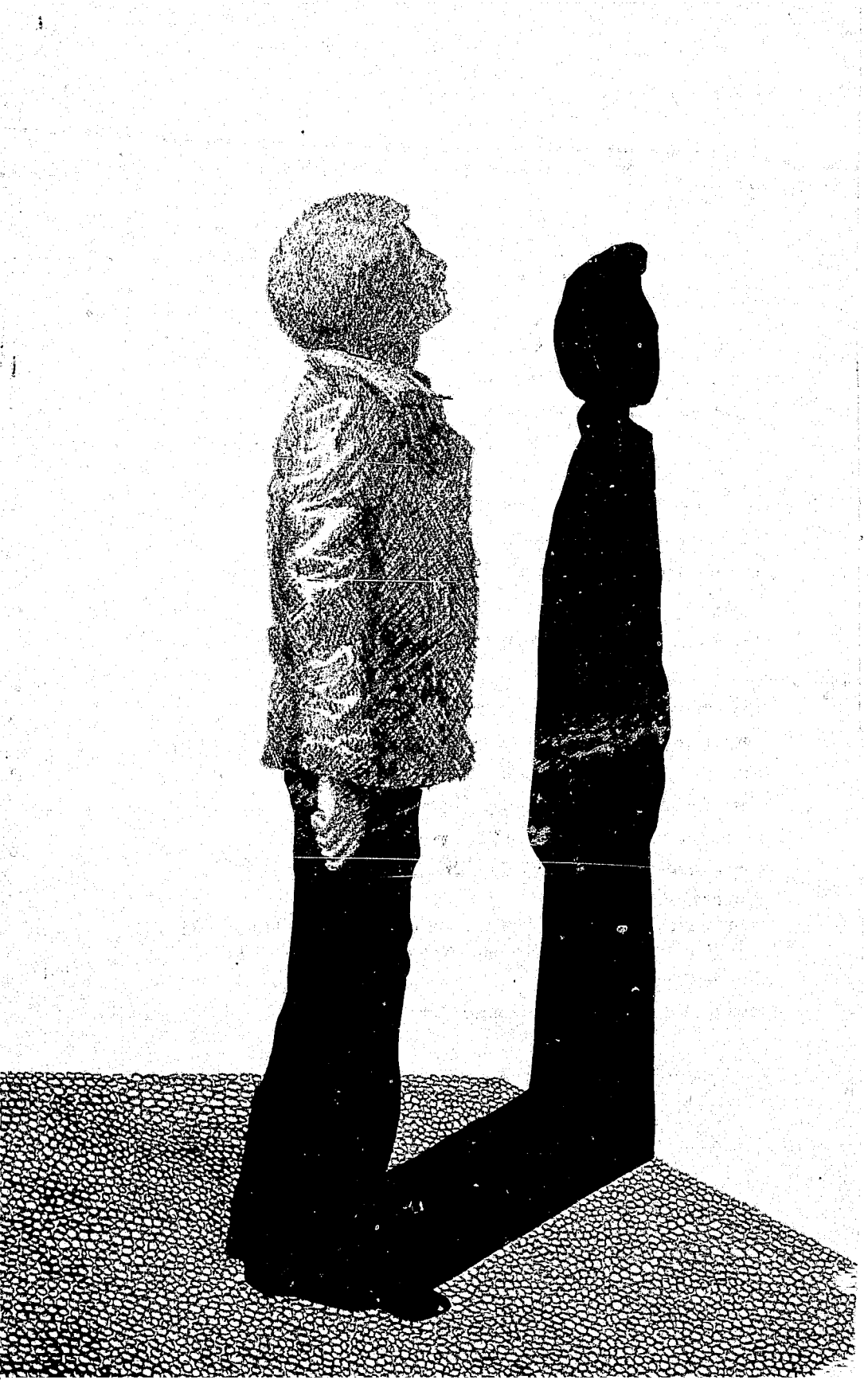
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# Part I: Guidelines

## PREFACE

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This second printing of the Handbook includes the results of three pilot programs conducted by the Preventive Programs Section of DEA. The Airlie House conferees recommended that DEA attempt to test the theory behind the guidelines that resulted from their deliberations. Three communities were selected: Coweta County (Newnan), Georgia; Asheville, North Carolina, and Windsor, Vermont. The results of the pilot projects, as well as the process through which they were developed, is reported in the second section of this booklet.

To provide a proceedings describing in detail what occurred at the meetings would require a large volume. The "bottom line" is that the pilot projects confirmed the belief that local communities can develop a community-oriented drug abuse policy which includes significant contributions from the criminal justice system. They confirmed that law enforcement is willing to cooperate with the schools, once the community has decided that drug abuse is not solely the problem of the schools and the police, and that communities can break through the barriers institutions often unwittingly erect that seal off communication and cooperation. And finally, they verified the view that each community has its own problems, its own needs, its own means of communicating with its citizens, and that as a consequence its substance abuse policy is very likely to differ from others.

These findings are not new; the experiences at the three pilot programs ratify the generalizations and basic concepts developed at the Airlie House meeting. How the concepts are integrated into policy will, however, be new each time a community takes up the task of policy development. An examination of the draft policies will make abundantly clear the differences in approach, terminology and procedures.

Included with the results of the conferences is a description of how the conferences were developed, in outline form, to avoid an overly-long report. This may be helpful to schools and communities who wish to, independently, develop a policy. The new material in the Handbook follows the proceedings of the Airlie meeting.

As a result of the pilot programs, there was a clear need to determine whether a larger-scale effort in policy development for police-school cooperation was feasible. DEA has initiated a state-level program to be conducted primarily in Georgia, to develop policies in 20 communities. This will test the process of policy development with minimal involvement of DEA staff. DEA has also developed two slide-sound presentations which describe the policy development process. These will be provided to law enforcement agencies, schools and communities.

It is too early to tell whether policy development will contribute significantly to reducing substance abuse among school-age youth. However, many requests for the first printing of the Handbook are being received. It was distributed at several national conferences, and has found its way onto the desks of hundreds of school administrators and board members. The majority of communities, and therefore the majority of school districts, have yet to develop a coherent substance abuse policy. The need is there. And without a policy, school personnel, law enforcement and criminal justice agencies are seriously handicapped in working with school-age youth who are involved with drug and substance abuse.\*

\*Note: Although this description deals with substance abuse, policy development of similar kinds is feasible for other juvenile problems - vandalism, truancy, in-school violence, theft, and related delinquent or anti-social behavior.



## **INTRODUCTION (TO THE FIRST EDITION)**

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The existence of substance abuse among school-age youth is a continuing problem. Because of lack of communication and conflicting viewpoints among those concerned with the problem, the Drug Enforcement Administration in June 1976 invited representatives of 14 national organizations to formulate guidelines for the development of school substance abuse control policy at the local level.

This was the first time a Federal agency had brought together these important national organizations which represent schools, law enforcement, courts, prosecutors and the public to examine the problem of substance abuse in school-age youth.

The 25 participants represented 18 educational backgrounds, have held job positions representing 26 different career interests, and provide linkage to over 50 different professional societies and organizations. Key qualities of the participants contributing to a successful conference were: 1) mutual respect, 2) discipline, 3) interdisciplinary perspectives, and 4) knowledge.

The conferees acknowledged the need to address themselves to the serious problem of substance abuse and to enlist the cooperation of the many disciplines they represent to develop viable school drug abuse policy guidelines. The overall purpose of such policy guidelines is to clarify the process by which police, schools and communities may be guided to lower incidence and prevalence of substance abuse by youth of school age. But guideline development was recognized as merely a first step. The conferees recognized that leadership was essential by DEA and other agencies at all levels to implement the policy. The conference participants unanimously urge the translation of these guidelines into action.

## **I. School Substance Abuse Policy**

### **A. The Need for a Policy**

It was the consensus of the conferees that public and private schools need a comprehensive policy regarding substance abuse for the following reasons:

1. Laws and policies pertaining to substance abuse exist on several levels—federal, state, county and local—and often lead to confusion in the minds of students and school personnel.

At times these laws and policies create conflicting approaches to the problem that result in public officials moving in diverse and at times counter-productive directions.

2. School system personnel and board members function in an open society characterized by disparate and conflicting values advocated by various segments of the population. Values are communicated to the young within their own homes, schools, communities and through the media: radio, films, television, print. These conflicting values influence many aspects of the substance abuse problem and afford a broad spectrum of choices to young people. However, these choices are not without consequences and social limitations. Therefore, a policy is needed which accommodates the variety of values within the limits of law and social sanctions.

3. Because of the variations in the laws, confused and conflicting values and other factors, persons dealing with school age youth often approach the problem of substance abuse with a lack of understanding of the nature of the problem and possible solutions. This uncertainty frequently leads to inaction, or to arbitrary or inappropriate action.

4. In a culture of conflicting values, and lacking a clear message from adult authorities—parents, school personnel, legislators—some young persons have great difficulty

in resisting intense peer pressures which may suggest experimentation or frequent use of psychoactive substances.

5. Students—the minority—who choose to abuse psychoactive substances may take advantage of the confused situation found in some schools to pursue patterns of substance abuse and related illegal activities.

6. Substance abuse can be disruptive and may interfere with a proper climate for learning both for students who are using drugs and those who are not.

7. School personnel are less likely to come to the aid of students involved in substance abuse if there is little or no support for administrators, if they are vulnerable to legal sanctions and if they are subject to retaliation by parents and students.

#### **B. The Need for Collaboration**

1. The complexity of the substance abuse problem requires an interdisciplinary approach to the formulation of a school substance abuse policy. This collaboration should include the participation of groups such as the following:

School Personnel (including board members, administrators, teachers, and counselors)

Students

Medical Personnel

Mental Health Personnel

Parents

Office of the Prosecutor

Law Enforcement Personnel

Court System Personnel

Legislators and Public Officials

Business and Industry Personnel

2. The involvement of these groups can bring the following positive results:

a. Improved political, economic and social climate in

- the community.
- b. The avoidance of misunderstandings and inconsistencies.
  - c. Identification of resources.
  - d. A greater commitment of individuals and organizations which will enhance participation and cooperation.

### **C. Expressions of the Issues**

1. Definition of the problem: Communication is inadequate among various interest groups which must deal with the youthful drug abuser in and out of school. These disciplines fail to communicate effectively because they have inconsistent or conflicting sets of values.

2. Definition of the challenge—the basic issue: How do we break through the barriers of self-containment and the sovereignty of individual interest groups and achieve the degree of mutual trust necessary to resolve values conflicts and to develop consistent definitions of the roles of various personnel, groups and entities that relate to the problem of youthful drug abuse?

## **II. Development and Characteristics of School Substance Abuse Policy**

**A. Review of present policy** problems and practices is an initial step in developing a policy. The school board should initiate a review of present policies and appoint an advisory council for development of a comprehensive drug education, prevention and intervention policy.

1. The advisory council requires a broad community base including:

- a. Students
- b. Professionals (clergy, medical, legal, psychological, civic)

- c. Parents and concerned citizens
- d. Criminal Justice System (courts, prosecution, law enforcement, probation)
- e. Education (appropriate school staff and board members)
- f. Business and Industry

2. The advisory council can best determine the nature of the local drug problem by a needs assessment.

- a. Survey of drug concerns of parents.
- b. Survey of drug concerns of civic organizations. (churches, service groups, agencies)
- c. Review of current surveys and statistics regarding drug use and attitudes.

3. The advisory council can become a valuable resource in the development of a system-wide drug education program including:

- a. curriculum objectives
- b. grade levels involved
- c. number of student hours required
- d. curriculum development
- e. description of educational materials available
  - 1. texts
  - 2. supplementary materials, films
- f. minimum student performance objectives
- g. appropriate agency resources (police, medical pharmaceutical, mental health)
- h. inservice training of teachers
- i. state and federal agency resources
- j. university liaison
- k. new budget requirements (if any)

Note: a pilot program is recommended before inclusion of the materials into district-wide curriculum.

**B. The following should be included in an effective drug education-intervention policy:**

1. Students will receive appropriate assistance when intervention or follow-up is required within the school due to substance abuse.
2. A procedure should be defined for consistent classification of levels of drug use.
3. A clear position should be established regarding the extent of confidentiality between students and counselors and teachers which is recognized by the criminal justice system.
4. Regular liaison should be established between school and law enforcement personnel regarding known drug problems.
5. Reciprocal communication should be established between school and service agencies who treat drug or related problems.
6. Lines of communication should be established with the home concerning either suspected or known student drug problems.
7. It is not enough to formulate a school substance abuse policy; it must be disseminated, understood and made applicable to the needs of each school. This requires the involvement of school personnel, students, parents and board members.
8. Implementation of school substance abuse policy is greatly enhanced by cooperation and support from the home.
9. When substance abuse problems surface within a school, a clear understanding of the roles of school and

criminal justice personnel, parents and others can dispel confusion and assist in arriving at solutions beneficial to the troubled student.

10. In addressing the issue of substance dependency, it is important to include effective preventive education as an integral part of the curriculum. This conference recommends a curriculum that includes educational programs that will enable students to clarify their values, cope with their feelings, make sound decisions and develop a positive self-image. These social and personal skills are basic to student understanding and willingness to accept information on the social, legal, psychological and physical consequences of drug use and abuse. The curriculum should also include information on existing legislation to develop an understanding of legal process and the legal system.

11. It is imperative for school personnel to be able to identify users of psychoactive substances at an early stage and provide early intervention in an effort to prevent addiction and psychological dependency.

12. School authorities should develop pro-active as well as re-active measures to avoid the perpetuation of the substance abuse problem.

13. Often the abuser of substances within the school setting has been dealt with on an in-house, ad hoc basis or not at all. It is essential that a method be developed for referral of these students and/or their families to qualified human service agencies.

14. Schools need additional resources such as alternative school programs and diversion programs for dealing with students with substance abuse problems.

15. The policy should clearly define the types of cases which would be referred to the justice system and those which will be handled in less formal ways by the school or the home.

### **III. School System Involvement**

**A. The conferees agreed that some form of school advocate council should be established in each school to assist in policy and program development concerning student drug problems. It may have the same basic composition as the school system advisory council, but with fewer members.**

**B. Alternative school education programs should be available to assist students with unusual educational needs.**

**C. Family or parent drug education programs should be offered by the schools or the community in cooperation with schools.**

**D. A policy should be established that requires referral of students with drug dependency problems to appropriate agencies as an alternative to being expelled from school or ignored.**

**1. Teachers, counselors and administrators should have adequate knowledge of available treatment facilities or diversionary processes, to facilitate referrals when necessary.**

**2. The school advocate council should advise on appropriate policies concerning drug dependent students. However, care should be exercised to avoid needless involvement of non-professional personnel in specific cases.**

**E. Additional considerations**

**1. A consistent policy on student discipline should be developed and disseminated to students and parents.**

**2. The policy should make clear that drug dealers or sellers will be reported to law enforcement personnel.**

**3. Persons, students, teachers, parents or others, should have the right of confidentiality when reporting drug selling to school authorities, to avoid exposure to retaliation.**

### **Criminal Justice System Involvement**

**A. Justice system agency personnel should be members of a school system advisory council.**



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**B. Pertinent laws should be available in published understandable form.**

**C. Where the local prosecutor has discretion, a description of the circumstances in which such discretion will be utilized should be available (i.e. outline of circumstances where prosecution must be initiated and those in which discretion and alternative handling may be appropriate). Agreement is necessary between the prosecutor's office and the enforcement agencies in the jurisdiction regarding when discretion may be exercised, to insure consistency and avoid disagreements on exercise of police discretion previously agreed to the prosecutor's office.**

**D. Agreement should be sought between the various elements of the criminal justice system, school and community agencies on the extent of confidentiality requirements.**

**E. The prosecutor's office, judiciary, and police should establish policy and guidelines jointly with school personnel on the roles of the criminal justice system in consultation, education, or prevention efforts conducted in cooperation with the schools. (Examples: Police-school liaison and counselling; courses in civics, law, crime prevention)**

**F. Prosecutors' offices and the judiciary should agree on what types of cases are to be diverted once a youth has become court-involved.**

**G. The prosecutor's office should make its staff aware of its agreements on policy and guidelines with the policy council as they relate to school staff, students and administrators.**

**H. The public should be fully informed of all policy and guidelines after approval by school board and other public officials.**

**I. Under defined and specific conditions, in order to mitigate risk, the prosecutor should extend confidentiality for students, teachers, and parents who report violations of law. Immunity for involved individuals on a carefully controlled basis should be considered.**

**J. The judiciary participating** in the advisory board should advise the school of probable consequences of various types of cases referred to the court.

**K. The judiciary should** where appropriate review dispositions of relevant cases with school personnel and groups involved in drug-related situations, always respecting individual privacy.

**L. The judiciary should** assist in identifying available resources and, where appropriate and necessary, assist in the securing of social and correctional services.

**M. Where necessary,** the agreed upon school advisory council policy should outline the role of the court in parent discipline.

**N. The law enforcement officer** should take necessary and appropriate action where a student or other persons are involved in illegal drug related behaviors/activities which are outside the boundaries of school control/policy. (e.g. where a student or a non-student is selling drugs on school grounds)

**O. The following** are issues which involve law enforcement and school personnel; they require specific procedural agreements to be developed and implemented between law enforcement and school personnel:

1. Discovery or confiscation of suspected illicit drugs in the school.
2. Allocation of law enforcement resources for drug education, faculty education, parent drug education, continuing education.
3. Police roles in the school environment, officially and upon request of school officials.
4. Apprehension of non-student and student suspects in school areas.
5. Extent of cooperation required, expected and agreed upon.
6. The protection of the rights of school staff, students, and school administrators.

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7. Student and parent reporting of violations of law and minimizing personal risk involved in reporting.

Note: Agreement on policies and procedures is a first step only. Communication to the community, especially parents, in-service training for educators and law enforcement personnel and orientation of criminal justice agencies are all essential for successful implementation.

**Recommendations of the Conference\***

- \* The Drug Enforcement Administration should develop model programs and policies for individual states, urban and rural communities, on criminal justice-education cooperation.
- \* The Drug Enforcement Administration should seek to establish pilot projects in its domestic regions, to demonstrate policy implementation.
- \* National distribution of the guidelines produced by the conference should be done by the Drug Enforcement Administration. Copies of the guidelines should also be distributed to Law Enforcement Assistance Administration State Planning Agencies, as well as regional planners concerned with law enforcement-educator-community cooperation.
- \* Programs implemented by DEA as a result of the recommendations of the conference should incorporate evaluation components to assess effectiveness.
- \* DEA should provide technical assistance to programs which involve criminal justice-education cooperation.
- \* A newsletter or other publication is suggested to describe the results of DEA projects and programs.
- \* A film or other audio-visual presentation documenting the model program development process should be prepared as a means of disseminating the guidelines.
- \* DEA personnel should accept invitations to speak at workshops, and conference of participating organizations when invited to do so.
- \* (Note These recommendations were circulated to the conferees for comments and are included substantially as approved. Implementation, however, is contingent on program funding.)

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## **Definitions**

**Addiction** refers to compulsive drug abuse, characterized by overwhelming involvement with use of the drug and the procurement of its supply, tolerance to the drug, withdrawal symptoms, and a high tendency to relapse after withdrawal. Addiction can be viewed as the extreme on the continuum of involvement with drugs, so that the drug becomes the focus of nearly all daily activities.

**Alternative learning opportunities** are provided either in classrooms within schools or in completely separate schools which provide an environment designed for the child who is having difficulty coping with the standard classroom situation. Alternative classrooms deal more directly with or allow expression of the individual differences of the pupils.

**Confidentiality** — a policy or whereby information imparted by a student or client must legally be kept confidential by a counselor. The counselor may not in a court of law or elsewhere divulge information given to him by the counselee in confidence. Only a few states have such laws for school counselors.

**Diversion programs** — programs whereby youth who rather than being processed through the criminal justice system after arrest, are instead diverted into treatment, rehabilitation, counseling, alternative schools, or other such programs in lieu of incarceration, probation, or parole.

**Drug substance** — Anything other than food which by its chemical nature affects the structure or function of all or part of a living organism. The effects of drugs vary with dose. For each dosage there is an effective dose with regard to desired effect, a toxic dose, and a lethal dose.

A drug is any chemical substance which affects a person in such a way as to bring about physiological, emotional, or behavioral change.

**Drug abuse, Substance abuse** are broad terms. They signify the

use of any drug in a manner which differs from particular medical, legal, social, and religious norms within a given culture at a given time. Drug abuse may refer to any type of drug or chemical without regard to its pharmacologic actions. It is an eclectic concept having only one uniform connotation: societal disapproval. Drug abuse is the use of a chemical substance, licit or illicit, which results in an individual's physical, mental, emotional, or social impairment.

**Habituation** is a condition resulting from the repeated consumption of a drug. Its characteristics include: 1) a desire (but not a compulsion) to continue taking the drug for the sense of improved wellbeing which it engenders; 2) little or no tendency to increase the dosage; 3) some degree of psychic dependence on the effect of the drug, but absence of physical dependence and an abstinence syndrome; 4) detrimental effects if any, primarily on the individual.

**Humanistic education** is education which deals with the individual as a total human being. It emphasizes clarification of values, coping with feelings, making sound decisions, and developing a positive self-image.

**Incidence** — the degree or range of occurrence of drug use or abuse.

**Intervention** — action taken after the discovery of the existence of drug abuse. This includes treatment, rehabilitative, and punitive measures.

**Physical dependence** — an adaptive state that manifests itself by intense physical disturbances when the administration of the drug is suspended or when its action is affected by the administration of a specific antagonist. The presence of withdrawal symptoms are considered evidence of physical dependence.

**Prevalence** — the predominance or amount of occurrence of drug abuse.

**Pro-active measures** are measures taken in advance of the occur-

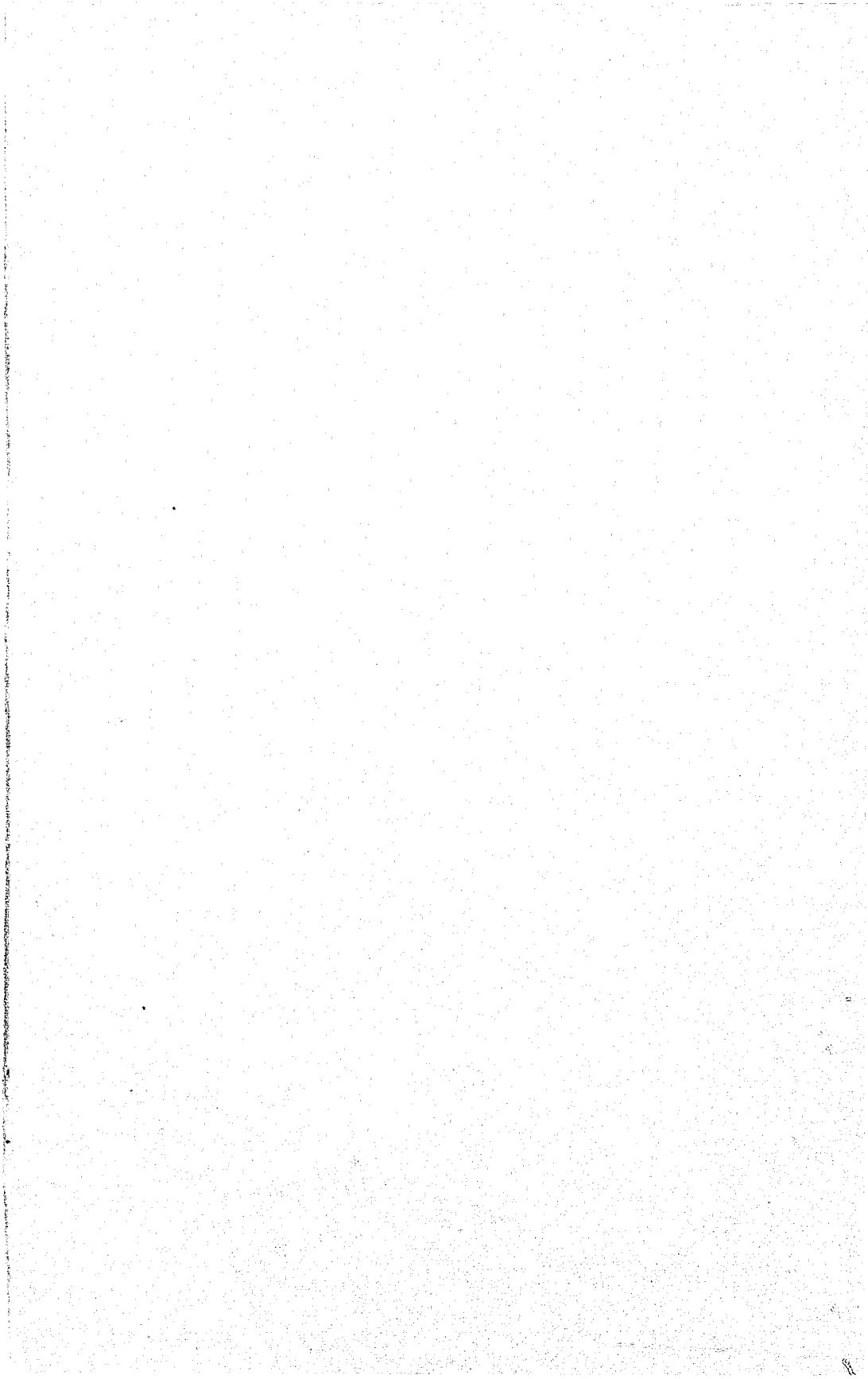
rence of drug abuse rather than resorting to after-the-fact, reactive measure. Pro-active measures are associated with the prevention of drug abuse.

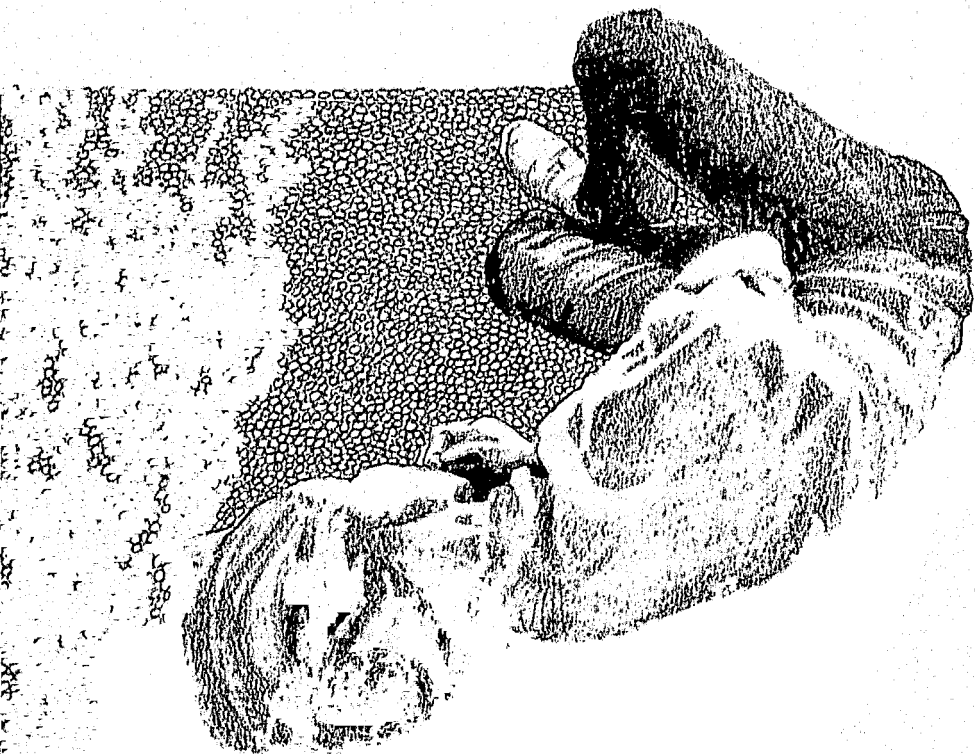
**Psychoactive substances** — those which have the capacity to influence behavior by altering feeling, mood, perception, or other mental states.

**Psychological dependence** — a psychic drive that requires periodic or continued administration of the drug to produce pleasure or avoid discomfort; usually descriptive of use of drugs which do not cause physiological withdrawal symptoms.

**Substance abuse syndrome** — the continued existence of drug abuse as a problem in our culture. Drug abuse is often a symptom of deeper problems, but that young people choose to express the symptom in this way is the syndrome.

**Tolerance** — occurs when a given dose of a drug produces a decreasing effect and increasingly larger doses must be administered to obtain the desired effects.







## Part II: Report on Pilot Community Projects to Develop School Substance Abuse Policy

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### General Description of Pilot Programs

One of the conference recommendations was that DEA sponsor a series of pilot projects to test the validity of the concepts described in the guidelines. Three pilot projects were carried out in April 1977, in Newnan, Georgia; Asheville, North Carolina; and Windsor, Vermont. A variety of situations was sought. The communities are small, but all of them are within county-wide school districts, with overlapping police and court jurisdictions. Their drug problems are not overwhelming but did require attention and to give community, school and police cause for concern.

Generalizations from the three meetings are instructive for future meetings. Some changes in format were needed. Pre-planning should have been more comprehensive, especially the assessment of community resources and needs and the identification and commitment of key people to the conference. A more specific follow-up and technical assistance effort was first thought. Pre-conference information for program consultants is necessary so that they will not have to learn everything about a community in two days. In addition, two days for a conference of this kind is insufficient time to write a comprehensive policy. A Steering Group to follow up on policy completion is essential.

The positive results were much more important and substantive. There was clearly a need for a policy. None of the three communities had an adequate policy, and although they did not have unusually large or small substance abuse problems, many participants had underestimated their extent.

The criminal justice system was discovered to be even more isolated than the schools from contact with ordinary citizens and other community agencies.

It appears, however, that they were willing, for good reasons, to develop a consistent policy on cooperation with the schools to deal with juvenile offenders. One reason was the variation of age of adulthood for criminal activity, which may be 16, 17 or 18 in some jurisdictions. Another reason was the desire to avoid full

prosecution of minor drug offenses. Still another was the desire of probation officers for juvenile offenders to develop communication with the schools and to keep offenders in school and off the streets.

The schools appeared at first, from the reactions of administrators, to be reluctant to move into a cooperative approach. What moved them was the response of students and parents who asserted strongly that they were not aware of the policies and procedures of the district or individual schools in substance abuse. This was significant counterpoint to the belief of some school personnel that a well-publicized policy was not necessary to work on a case-by-case basis with police and social agencies. At one of the conferences students objected strongly when a principal said that he could call the local Sheriff at any time and "work something out". The students wanted to know, as did their parents, what could fairly and reasonably be worked out for all students, what the policy was, how it was applied and who was to be responsible. The schools however, provided the strongest support for the concept of policy development in numbers of personnel involved and specific policy development. One reason for this was that the school board is the approving body and school personnel are the primary focus of any school substance abuse policy.

The health professionals at the meetings were of two minds. They were very cautious about commitment to providing assistance because of limitations on resources and uncertainty about the trade-offs required by cooperation. On the other hand, in one community a mental health counselling center was about to close because of too few clients, while both police and school personnel were almost completely unaware of the availability of the service. Mutual concern for the welfare of local youth was a strong motivation for continued involvement with schools and criminal justice agencies by this group of professionals.

Community organizations had a less prominent role to play at the pilot conferences than they will have in post-conference communication. The basic need identified almost immediately at each of the three conferences was the opportunity for communication

among the various agencies and individuals represented. Equally important, the public's interest in and right to know about substance abuse policies and procedures was recognized as crucial for successful implementation.

The outcomes of the three conferences have been similar in one important respect. Each pilot community has established a core group to follow up and two have had the policy adopted by their school boards at this printing. A policy is expected to be adopted shortly in the third community.

Each of the three communities went about the process in its own way, despite the fairly well-structured agenda presented to the planning groups. It was clear at each meeting that individual differences would require tailoring the meeting to the level of preparation and expertise of the participants. Needless to say, both staff and consultants learned from the process — which is what is to be expected from pilot programs.

A large city or major metropolitan area was not among the pilot communities. This was simply because the resources and staff are not available. There is evidence that, after 10 or more years of experience in dealing with the drug problem in various contexts, the problems of each large city may require policy development and action that is not replicable in others except at the most general administrative levels. Despite many attempts, no completely successful drug abuse reduction program among the larger communities in our nation has been found. The most that can be said is that some of them are containing the problem, stemming its spread, reducing the rate of increase, stabilizing it, or identifying better ways of coping with it. A recent survey of large-city mayors verifies that drug abuse is still considered a major problem by most of these.

The question must be asked — what use is a program such as the one described if it may not have application in major cities? One answer is that there are many more small communities than there are large cities, and that the possible, the feasible, the manageable should be attempted before confronting the very great problems faced by our major cities. However, in the 125 major metro-

politan areas in this country there are hundreds of smaller communities. Each of them has some identity, some concern for individuals who live in them that extends beyond the impersonality of the central city around which they cluster. This may in fact be a significant factor in starting toward a solution for these entire areas and should be investigated. In addition, the 15,000 school districts and sub-districts, and the many more thousands of individual school attendance areas can, without direct dependence upon a central coordinator, apply the principles described and explained by the conferees at the DEA conference. Leadership and a willingness to communicate, to share concerns, to work together and to focus upon a consistent, pro-active rather than reactive approach, can work change in most situations. One of the three pilot communities did in fact begin in a high school attendance area rather than the entire county.

One of the major failures of the past decade in this field has been lack of consistent approach, whatever it might have been, to the drug problem, based upon the best information available, and translated into a coherent policy. This lack of policy and program direction in prevention is what DEA is addressing in its prevention program. This approach is unique because it seeks to involve police and the schools in developing a policy which the entire community knows, understands, and will support. This aspect — the policy development process — is essential to assure that since drug abuse can be a crime, communities do not permit youth to commit crimes because of ignorance. To avoid that, schools, police, courts, community agencies and parents must work together. In order to work together effectively, there must be clear understanding by everyone concerned, including youth themselves, of what is permitted, what is required, and what is forbidden. Such an approach is basic to the communication and cooperation required in confronting the drug problem.

Finally, DEA staff took a random sampling of opinion from among the participants at the conference on their impressions of the effectiveness of the meeting. No pretense to scientific validity is made. However, there was a general belief that a policy would be developed, that it would be adopted, and that it was needed. This subjective evaluation has been verified by subsequent

events. Two of the three school districts have adopted policies and the third has an active coordinating group working on one. The consultants, who also participated in the Airlie conference, expressed opinions similar to those of the participants. A final evaluation must, of course, await a finding of how well the policies work in preventing substance abuse and handling drug problems. A large sample of communities now being identified will help to find the answer to that question.

A larger-scale project has been initiated, in mid-1977, to test the policy development process in a number of school districts. Approximately 20 will be identified in the state of Georgia and elsewhere. DEA will provide consultant support and technical assistance to initiate the policy development process. Descriptions of the program will also be distributed by DEA to state and local educators and law enforcement agencies, via audio-visual and print media.

### **Development of the Pilot Programs**

In carrying out the Airlie Conference recommendations that the guidelines be implemented in several communities to test the validity of the concepts, the Preventive Programs Section reviewed the proceedings themselves, and also drew on its experience in community programming in past programs. Preliminary discussions with officials in several communities, and site visits to potential pilot communities revealed that there were a number of problems and issues that would probably be encountered. They fall into two areas, the first, major issues identified by the Airlie meeting, was used to organize the substance of the conferences. A "workbook" was developed which was sent out prior to the meetings to give some orientation to the participants. As a pre-conference working document it was not successful. However, it did serve the purpose of orienting the participants to the kinds of issues and problems that would be discussed at the meeting itself.

The second area was logistical and administrative, and was concerned with obtaining commitment to participate in the conference and successful conduct of the meetings. Realistically, no community official is likely to commit to a substance abuse pre-

vention program without some confidence that it will be successful, will be worth the trouble, and will not raise the level of public concern without at the same time providing viable solutions. Those concerns were addressed by DEA staff and consultants. The following outlines summarize the major pre-conference concerns. They may provide insight into the organizational problems that were encountered. A pre-conference checklist and general agenda for the meetings is also included.

### **Major Issues Identified at Airlie Conference**

There were a number of issues identified and addressed by the Airlie House Conferees and the participants in the 3 pilot projects.

#### **Policy and Administrative**

Administrative due process safeguards for students to assure protection of rights.

Suspension and expulsion policies that are reasonable and consistent.

Confidentiality restrictions, limitations and requirements for student/counselor communications; state law and school district limitations.

Policy regarding non-compliance with drug policy by school personnel.

#### **School Procedures**

Procedures for periodic policy review and revision by school, law enforcement, community, student, and parent organizations and groups.

Procedures for communicating drug abuse policies and programs to the parents and the community.

## **Training and Curriculum**

Guidelines for in-service training and orientation for teachers, administrators and staff in drug abuse prevention education.

Guidelines for school drug education program and curriculum; grade-level for specific course content, general course content.

Role of advisory councils in drug abuse policy development, school program establishment, and policy review, as it affects school board responsibilities.

Roles of student organizations in policy development and implementation.

## **Communication and Community Relations**

Procedures for handling drug-related medical emergencies by school personnel.

Administrative procedures and guidelines for working with non-school agencies and personnel.

Referral procedures for actual and suspected drug abuse cases and establishment of working relationships with community agencies for referral, consultation and advice.

Specific procedures for cooperation between school personnel and law enforcement agency personnel.

Procedures for reporting of illegal drug activity, handling of actual and suspected drug abusers: delineation of roles of (a) teachers, (b) administrators, (c) counsellors, (d) health personnel (e) others.

## **Checklist for Organization of Pilot Projects for School/ Criminal Justice Cooperative Drug Abuse Policy Development.**

### **1. One Day Pre-Visit**

Through key contact, preferably from law enforcement, (Sheriff, Chief of Police, Supt. of State Police) or educational executive level (Supt. of Schools, Principal, Commissioner of Education): Arrange briefing session on-site with a key group representing as many of the following disciplines as possible. Those disciplines identified with an asterisk are critical and represent minimal requirements for effective implementation of the program.

- \*1. School System Administrator
- 2. School faculty (Teachers-Counselors)
- \*3. School Board members
- \*4. Court System Leadership (Judge-PSI Professional-Probation)
- \*5. Law Enforcement Official
- \*6. Prosecutor's Office Representative
- \*7. Students Leaders
- \*8. Parents Organizations
- 9. Medical & Mental Health Personnel
- 10. Legislators/Public Officials
- 11. Business and Industrial Leadership
- 12. Civic and Fraternal Group Directors
- 13. Social Service Directors
- 14. Representatives from the next higher official level to whom the preceding disciplines have funding or program relationship, or whose function involves direct cooperative action. EX: City Police/Sheriff/State Police: School Principal/Superintendent/Commissioner of Education: Youth Services Officer/Juvenile Court/State Court System: School PTA/State or Regional PTA, ETC.
- 15. Locally identified leadership (any discipline)

The purpose of this preliminary visit will be: to confirm a



sufficient level of local support to assure program results; brief the core group on the logistics and requirements of the project; confirm assignment of responsibility for portions of the program groundwork to specific persons; identify a local project coordinator and set up a specific target date a month later for a formal program planning session.

**2. Program Planning Session**

Approximately one month from the preliminary meeting a one day program planning session will be held with the original core group and those disciplines who were not present at the exploratory meeting. (One of the interim functions of the original group will be recruitment of representatives from areas not adequately represented at the original briefing.)

**3. Checklist**

The following checklist covers the critical items that the group must firm up in preparation for the actual work conference which will take place approximately one month from the planning meeting date.

1. Confirm one-on-one duplication of the fifteen categories of participants up to a maximum of 40-45 people. This duplication should be aimed at obtaining an extension of the community influence of each discipline. An example might be recruitment by the superintendent of schools of his counterpart in the parochial or private education sectors. Another would be contact by the planning group member from local enforcement with his counterpart in the County Sheriff or State Police Office within whose jurisdiction the pilot community falls.

2. Initiate action to identify (elect/appoint) the Formal Advisory Council which can be drawn from any or all participants or other leadership necessary to provide the necessary influence to keep impetus going after program initiation.

3. Assign responsibility to committees or individuals to accomplish an update in four areas of information that are nec-

essary to understand the current nature of the drug problem as a basis for policy priorities and emphases.

- A. Survey of parental concerns re: Drug Abuse.
  - B. Survey of churches, service groups, agencies and other civic organizations re: concerns related to drug abuse.
  - C. Review of current surveys and/or statistics regarding drug use and community attitudes.
  - D. Compilation of available community resources in treatment, rehabilitation, police youth services, court diversion programs, special education, etc.
  - E. Specific completion dates must be set prior to actual work conference date.
- 
- 4. Set final conference date.
  - 5. Secure location for conference.
  - 6. Work out logistics on food, travel, clerical support.
  - 7. Review Airlie House Report/use as basis for pre-conference discussion group meetings to establish problem areas and local applications of Airlie Report, in order to facilitate policy development at the work conference.
  - 8. Establish working groups according to local preference (about 4 groups) either by discipline or arbitrary mix for cross reference of ideas.
  - 9. Arrange for invitations.
  - 10. Local press, radio and TV coverage.
  - 11. Opening Speaker.
  - 12. Review the form of the expected product necessary for post-conference editing and program evaluation for local publication of final policy guidelines.
  - 13. Develop working paper with local coordinator or use Airlie Report to adapt to local needs, after group reviews report.
  - 14. Design count-down plan with due dates for each of the preceding needs, with all assignments completed at least a week in advance of the conference. Local coordinator is to manage pre-conference preparation.

**Tentative Agenda**  
**Two Day Work Conference**  
**School/Criminal Justice Policy**  
**Pilot Programs**

**1st Day:**

Opening and Introductions

Orientation/DEA Staff

Local facilitators and consultants

Police/School Policy need presentation by Supt. Schools/Police Chief/PTA President

- A. Purpose of conference
- B. Project development plan
- C. Priority problems by discipline
- D. Existing programs and resource review

Discipline group report preparation

Plenary Session - Group consensus reports

Group Sessions/Task Orientation, by discipline

- A. Needs assessment - resource identification
- B. Priority establishment - problem areas
- C. Planning for implementation

**2nd Day:**

Plenary session on Developmental Framework

- A. Development of policy segments by interdisciplinary groups
- B. Work session/actual drafting of total policy

Final editing, draft preparation and designation of local responsibility for follow-up and implementation by steering committee to carry on the project.

## **PROBLEMS IDENTIFIED PRIOR TO PILOT PROGRAMS**

1. Possible negative reaction on the part of school administrators who feel that this project will ultimately fall to the schools alone for development and implementation.
2. The equally strong suspicion among police representatives that this not be another "revolving door" approach for drug dealers.
3. Mental health people may feel that this approach ignores them in the "Key Role" self concept they enjoy.
4. Potential attendees accept the work session approach and have insisted that the project be so oriented. The "outside expert" approach and the long-practiced pedagogical approach to work conferences is increasingly suspect. Tight structuring and clear logical pacing toward conference goal is desired.
5. The term "*Drugs*" should be replaced or accompanied by "*substance*" or some term that allows alcohol and other youth related problems to be considered.
6. Emphasis of pilot projects should be the "learn together" characteristics of a "pilot" (no precedents) with the end-product of work sessions emphasized.
7. Follow-up by DEA or consultants should be clarified to develop a satisfactory policy.
8. Meetings should be on a community distance basis. It is increasingly difficult to involve teachers in extra curricular projects that exceed work hours.
9. Two planning sessions with pilot community groups must make clear that initial planning must include the establishment

of an "ad hoc" group to take responsibility for obtaining additional participants, for bringing together the required information on existing policies, and to act as recorders or discussion leaders—along with consultants—at the conference itself.

The basic areas in which each individual selected for the "steering group" or "ad hoc" planning committee of local personnel should have expertise are:

- \*\* Police-Sheriff
- \*\* Criminal Justice/courts/probation/corrections
- \*\* School administration
  - Community/drug or youth organizations (to which students are likely to be referred)
  - Health and medical professions
  - Civic organizations
  - Minority Representation
  - Student organizations
  - Elected public officials

\*\* *Essential*

The unasterisked groups can be represented in one or two groups — to limit numbers. Depending upon local situations, other groups and organizations may be more important than those indicated. A full listing will involve literally dozens of individual agencies, organizations, professional groups, etc. (see other sections of the handbook)

10. One individual must be selected by the planning group who will coordinate, *on site* between the initial meeting, planning meeting, and conference itself.

11. Effective logistics and adequate facilities are critical to a successful conference. Needed are sufficient large and small group meeting rooms, reproduction capabilities, messenger or student help to deliver draft materials, and a comfortable atmosphere conducive to work.

## **Consultants' Report On Conferences**

Three communities participated in conference pilot projects to develop School Drug Abuse Policy with a resource group, coordinator group and representatives from the Drug Enforcement Administration's Preventive Programs Section. They Are: Newnan, (Coweta County) Georgia - April 14th-15th, 1977; Asheville, North Carolina - April 18th-19th, 1977; Woodstock, Vermont - April 25th-26th, 1977.

The size of the conferences were in order of location - 27, 32 and 22. There were four groups from the community designated: 1) Criminal Justice; law enforcement, judiciary; 2) Educators: including students; 3) Community At Large: clergy, PTA, citizens; 4) Health Services: medical, public health, mental health.

The initial conference in Newnan, Georgia had a pre-defined agenda that was changed and shifted due to the learning of the resource team and the participants involved. Thus, developed was a working agenda serving the needs of the participants with utilization of resource personnel. The agenda should take this form:

1. It should alternate from preliminary session to small task groups with each group having a resource person, a community chair person and a separate recorder;
2. Specific questions should be defined to the participants in order to give them direction and to define tasks:

### **Questions**

- a) Name, function and resources you bring to this program. (Plenary Session)
- b) Identify needs, existing practices and challenges. (Plenary Session)
- c) What Problems do you perceive from your own perspective and what outcome do you expect from this conference? (Small Group — similar discipline)
- d) Identify all the Elements that go into a Drug Abuse

School Policy. What can you do in your role to assist in these areas? (Small Group — mixed disciplines)

**The Conference Agenda should be in three (3) parts:**

1. First allow a group model for both participants and resource personnel to better understand each other and to allow free communication.
2. Then specific roles should be defined and shared with each other in specific tasks. Initially conference worked with like disciplines to view their perspective, their needs and their concerns. The first task was to ask participants to define their needs, their existing practices and what resources they bring. This allows for participants to seek commonalities of views and roles; allows for change of format from like disciplines to mixed disciplines who then begin working on the specific areas of need.
3. Finally, the agenda should evolve as an ongoing model of task development, as specific real issues and problems are addressed and resolved by the participants.

**Recommendations**

1. **Pre-Conference Work and Materials.** - Pre-conference work is viewed as being especially important. A central key person or group of persons must define community needs, practices and resources. There should be a core committee of approximately six (6) people who have access to pre-conference materials, respond to needs, write a report and carry out pre-conference preparation.

Participants need to be alerted that they will be attending a working conference which will demand their active participation.

Use of pre-conference materials was minimal. Participants did not understand the relevance of the information contained therein.

Pre-conference work should be made primarily the responsibility for one individual from each group (discipline) who would be responsible for documenting existing policies, procedures, practices, resources of that discipline with respect to school drug/alcohol use-abuse.

Resource materials, other than orientation materials, are best utilized on the second day of the conference, (policy guidelines, work sheets, sample policies) once participants have identified/generated questions-issues from their own perspective.

Letters from the co-sponsoring agencies inviting participants may prove to be an effective means of securing participation, once such a list is compiled; especially for Criminal Justice personnel.

2. **Logistics** - Logistics are crucial. A large room is needed for preliminary sessions with smaller rooms for small groups. Secretarial help is essential for conference working drafts for immediate distribution. Logistics should allow for flexibility of participants. ~~Meals, coffee~~ etc. should be an integral part of the design not separate from the actual facility, so that time and energies will not be dissipated.

3. **Youth Involvement** - Students should unequivocally be built into the design and policy development. They should comprise an identified group of proportionate numbers. Thus, if mixed groups are formed, youth can be well represented. The conferences illustrated the need to view policies from the students' perspective. They, at each conference, insisted on consistency, fairness, full cooperation, and completely open policy applicable to all situations.

4. **Discussion Groups** - Both preliminary sessions and small groups should be geared to develop understanding and tasks. Focus should be task-oriented. Maximum utilization of resources and consultants will then occur. Knowledge and special needs should be communicated. Issues should be defined



by conference resource people with knowledge of participants being the basis of discussions. All "working documents" should be reproduced and fed back to all groups, so that participants know that their skills are being utilized and shared throughout.

5. **Technical Assistance** - the offer of Technical Assistance to provide the support necessary for the development and implementation of policy is a positive and supportive force. This reduces the tension of the group which otherwise might believe that its draft policy was to be the final product.

The form and process of accessing such Technical Assistance should be clearly defined. An integral part of such assistance should include a time sequence and feedback as a post-conference task for the working committee. Communicating the uncompleted tasks and needs to DEA and the co-sponsoring local agencies will focus the Technical Assistance needs on specific issues that may require more discussion and analysis prior to resolution.

## **PROPOSED POLICIES**

The policies developed at the conferences were reviewed at follow-up meetings of the Steering Groups established at the end of the two-day conferences. Copies were provided to DEA specifically for inclusion in the report. The draft policies are reproduced here, not as models, but as examples. There is a wide difference in approach between the Asheville, North Carolina and Coweta County (Newnan, Georgia) policies. A sample policy draft provided at the conference is also printed to illustrate that the participants did not adapt it to make it fit their local situation. Rather, they developed their own unique approach, designed to communicate with the local community about local concerns, using concepts that are understood most easily by citizens, parents, and students.

**Proposed Policy**  
**Buncombe County Board of Education**  
**Asheville, North Carolina**

**Outline**

**Preamble**

**I. Drug Education**

- A. Goals
- B. Population
- C. Content
- D. Coordination of Agency Resources

**II. Definition**

- A. Drug Abuse
- B. Seller or Pusher
- C. User
- D. Drug User Who Seeks Help
- E. School Administration

**III. Responsibilities**

- A. Educational Counselors and Teachers
- B. School Administration
- C. Law Enforcement Agencies
- D. Parents
- E. Students

**IV. Confidentiality**

- A. Preface
- B. Personnel
- C. Limits

## **Preamble**

The aim of this school policy is to establish an atmosphere that would promote a respect for and understanding of the use and abuse of drugs, including alcohol.

To that end, emphasis must be placed on the creation of a trusting atmosphere necessary for learning rather than apprehension of offenders.

### **I. Drug Education**

The goal of a drug education program for students, teachers, and parents should have as its aim to motivate individuals to make responsive choices with respect to drug use.

Responsible choices may include choices which are within the law and will not endanger an individual's physical or mental health. We strongly recommend the incorporation of a drug education program in this project, and believe that drug education should be one part of a total health education program. A variety of topics appropriate for different populations and age levels should be considered.

- information about various substances and their medical effects
- referral sources for those seeking treatment
- defining personnel responsible for curriculum development and implementation
- information about judicial system, policies, due process, court practices and penalties; implications of conviction

Project personnel should develop this drug education program in cooperation with the division of Health, Safety, and Physical Education, North Carolina Department of Public Instruction.

Furthermore, a wholistic and systematic approach demands inter-agency cooperation. Specifically there is a definite need for close coordination and communication between the school and all related agencies to the effect that these agencies would make available the knowledge of their resources for the needs of the school.

The selection of these technical resources for the purpose of drug education program within the school shall be coordinated by the Asheville Buncombe Drug and Alcohol Abuse Advisory Commission.

## **II. Definitions**

### **A. Drug Abuse**

Drug Abuse is the use of a chemical or substance, licit or illicit, which results in an individual's physical, mental, emotional, or social impairment.

### **B. Seller or Pusher**

1. Has in his possession a quantity of substance beyond what would be reasonable for his own use.
2. A student fits into this category if it can be shown beyond reasonable doubt this student has given or sold drugs to other persons.

### **C. User**

1. Student appears to be under the influence of some substance in the school.
2. A student is discovered to be in possession or in the control of licit or illicit drugs in the course of usual observation or upon appropriate search in such a small amount as to indicate it is for his own use.

#### **D. Drug User Who Seeks Help**

A student who admits he is using drugs.

1. He asks for help from a member of the professional staff, or other agency.
2. He is willing to discontinue the abuse of drugs or is willing to work with an appropriate staff member, or other agency in seeking a solution to his problem.

#### **E. School Administration**

The principal and any other persons (including assistant principals and teachers) to whom he delegates the authority to deal with drug situations. These school personnel will be identified by the principal for each school.

### **III. Responsibilities**

Individuals must accept their responsibilities according to their recognized abilities or roles. The following is recommended for the related drug situations:

**A. Educational Counselors and Teachers** will be cognizant of drug problems and use professional judgment in observing the student body concerning potential student involvement. They will offer guidelines and assistance when confronted with drug situations and make referrals when appropriate. Specific reactions are suggested below:

1. When confronted with a student seeking help the teacher or counselor may:
  - exercise professional judgement on guidance and confidentiality
  - seek guidance from appropriate agencies and involve parents with student approval.

2. When confronted with the suspected drug use or seller, on school premises who is not seeking help, counselors and teachers will refer the information to the administration.

**B. The School Administration** has an overall responsibility to the total student body and the community in greater scope than the individual teacher or counselor. The control of drug traffic, the knowledge of agency services, as well as observation and personal guidance services to students are a part of this responsibility. Judgment on parental involvement and law enforcement involvement lies at this level. Specific reactions are suggested below:

1. When confronted with students seeking help the administration may:

- exercise judgement and confidentiality
- seek guidance from the appropriate agency
- exercise judgment in making parental contact with consideration for students wishes
- coordinate assistance from appropriate school staff personnel

2. When confronted with the suspected user, (who has observable abnormal behavior) the administrator may:

- question for confirmation of use
- may call and advise parents of the problem
- may request that parents come to school or ask that they take their child home
- may notify the parents of the administration's suspicions

3. When student possession is suspected: the administration should accompany the student to the main office and ask the student for permission to search. If the student refuses, the administration will either invite the parents to come to the school to make a search, or the principal will conduct the search.

(\*1) If drugs are found on the student, the student will be suspended for 10 days. Law enforcement may be involved and legal action may be taken.

4. When a student is detected selling (known seller):

- law enforcement will be brought in
- parents will be notified
- ten day suspension, administration will request expulsion (\*2) through the Board of Education

C. Law enforcement agencies and the school will develop a cooperative situation between each other. Drug problems, brought to the police agencies do not always require court or juvenile proceedings. School personnel, students and parents are advised to seek counseling from legal authorities when seeking help. When school personnel seek law enforcement assistance the police will work with the school and the students. When students are selling or in possession, the law enforcement agency will enforce the law and use professional judgment as to legal procedures.

D. **Parents**, when confronted by drug use or abuse from within the home should:

1. Recognize that drugs are affecting a major part of our student population.
2. Recognize that this is a problem of major proportions.

3. Recognize that hiding the problem or ignoring the problem does not solve it. Use of drugs may not constitute delinquency or immoral behavior but it is a symptom of problems of modern society. When judging the severity of the drug problem the parent may want to consider the total scope of his child's behavior.

4. Parents must recognize that this is not a fault of the school or community at large. The school and community cannot solve the problem in isolation. Parental support is essential. School and law enforcement personnel can assist the parent in seeking professional or agency help or the parent may go directly to the agency for assistance. The parent may also contact school personnel if it is felt this would be beneficial to the student.

(1\*) Needs to be reworded or additional clarification needed.

(2\*) The word **expulsion** needs to be defined with principal, guidance counselors, and students involved with the conference.

#### **E. The Student's Roles and Responsibilities**

The student's role is to be informed of the drug situation, the policies, and the people and places from where and from whom help can be sought.

The student's responsibility is to use this information to make wise decisions about the situation in question.

#### **IV. Confidentiality**

Confidentiality is a crucial issue in creating an atmosphere for trust and utilization of resources. The professional, para-professional relationship to the youth is potentially one of the most promising instruments in effecting attitude and behavior changes with the drug involved youth.



The term *counselor* refers to guidance, administrators, janitor, bus drivers, coaches, nurses, or para-professional school related personnel, as related to the issue of confidentiality.

In order to observe student's and counselor's rights, when the student comes to the counselor for help, the counselor will help the student understand that information can not always be kept confidential; in some cases it will be referred to the appropriate individual or agency. These cases will include those that endanger the welfare of the student or others. This information is subject to disclosure in a court of law. The principal only is granted immunity. At this time there is no law in North Carolina governing counselor-student confidentiality.

The student should be aware that school records include only data concerning school achievements, test results, and attendance. School records do not include information concerning drug involvement.

**Proposed Policy  
Coweta County School System  
Newnan, Georgia**

**Drug Use**

**(General Administrative Guidelines)**

1. Periodic and frequent publicity among pupils and parents should be used to alert them to the consequences of involvement with drugs.
2. The schools should support law and order, but should not be considered to be an extension of police power.
3. "Confidential" information shared by a law violator is not privileged information, and the school principal may be required to divulge such information in a legal setting.

4. Transfer from a private school because of immediate exclusion for drug violation should be processed in the same manner as if the violation had occurred on a local public school campus.
5. Arrests on campus should be discouraged unless no other action is possible.
6. Homework or assigned lessons for the pupil on suspension should be regarded as a privilege, subject to the discretion of the principal and the individual teacher, but considering that the ultimate goal is redemption of the suspended student.
7. All cases should be acted upon individually by considering such factors as: the nature of the violation; previous incidents or involvement; present school record; welfare of other students; and/or the time-lapse between school concerns and legal disposition.

#### **Drug Education in the Schools**

1. Emphasis will be placed on "the hazards of drug abuse" in the instructional program of the upper elementary and secondary schools.
2. The drug education program shall be conducted by personnel who have qualifications and training as well as knowledgeable peers.
3. The development of a drug education program and the preparation of materials shall be undertaken by a Board of Education curriculum committee. This committee will work in close liaison with community agencies engaged in preventive and rehabilitative programs.
4. Values clarification will be undertaken as a focus on prevention. In the event that a situation similar to any described above shall occur at an authorized after-school sponsored activity, the teacher in charge shall immediately inform the

school principal or his designee who shall take the steps necessary as outlined above. In an emergency, the teacher in charge shall take whatever action he deems necessary, consistent with the intent of these regulations and shall inform the school principal immediately.

## **Proposed Policy**

### **Alcohol Use**

Any student whose appearance and behavior seems inappropriate or who is suspected of alcohol use (on or off campus at school functions) shall be referred to the appropriate administrator or his designee. The referral of a student shall be handled as tactfully as possible. The designee shall then inform the school principal if such action seems warranted. The principal shall in turn notify the parents.

The principal shall take the following steps:

1. The principal shall observe the behavior of the student and shall consider the information provided by the teacher and shall determine whether the student is in need of immediate medical attention.
2. In the event that the student needs immediate medical attention, the principal shall provide for:
  - a. Calling the nearest hospital for an ambulance, describing the symptoms, making arrangements for admission, and requesting a report on the student's condition.
  - b. Contacting the parents of the student.
  - c. The use of alcohol when accompanied by disorderly conduct will result in the student's immediate referral to the appropriate law enforcement agency.

3. In the event that the student does not need immediate medical attention, the principal, shall provide for:
  - a. Notifying the parents and requesting they come to the school.
  - b. Informing parents of the problem when they arrive.

In the event the medical report received by the school indicates that the student is an alcohol user, the principal shall report this to the Superintendent of Schools immediately and shall arrange for a suspension.

## **Proposed Policy**

### **Drug Use**

#### **(Suspicion of Drug Use)**

Any student whose appearance and behavior seems inappropriate (nervousness, restlessness, dilated pupils, extreme exhilaration, depressed) or who becomes ill shall be escorted to the principal's office by any responsible adult (teacher or administrator) if, in the teacher's judgment an escort is necessary. In the event that the teacher cannot accompany the student, he shall immediately inform the school administration (or designee) about these symptoms which he has observed. The transfer of a student from the classroom to the school office shall be handled as tactfully as possible. The administrator shall then determine the appropriate course of action.

The school administrator shall take the following steps:

1. He shall observe the behavior of the student and shall consider the information provided by the teacher and shall determine whether the student is in need of immediate medical attention.

- 
2. In the event that the student needs immediate medical attention, the principal shall do the following:
    - a. Arrange for an ambulance.
    - b. Contact the parents of the student.
    - c. Contact the local hospital, describing the symptoms, making arrangements for admission, and requesting a report on the student's condition.
    - d. Contact the family physician to inform him of steps taken and symptoms.
    - e. Obtain medical report from the hospital.
  
  3. In the event that the student does not need immediate medical attention, the principal, if symptoms indicate it is necessary, he shall provide for:
    - a. Notifying the parents and requesting they come to the school.
    - b. Informing the parents of the problem when they arrive. They shall be requested to have the student examined by the family physician or the school nurse in accordance with their choice. The nurse shall request a report from the physician and inform the principal of the results.

In the event the medical report received by the school indicates that the student is a drug-user, the principal shall report this to the Associate Superintendent of Schools immediately, and refer student and parents to available treatment agencies.

**(List Agencies Here)**

In the event that a student is legally charged by the police with drug distribution, he or she shall be suspended from school until such time as the matter is dealt with by the Associate Superintendent (but not to exceed 10 days).

In all instances of drug abuse, administrators shall cooperate fully with the police.

Any substance taken from students, believed to be intended for drug use, shall be brought to the principal who shall, as a routine procedure submit such substance to the police for analysis. Positive identification of the substance as a drug will result in reporting to the police the name of the student from whom it was taken.

1. In the event that a teacher observes a student with a substance he believes might be intended for drug abuse, or in passing or selling such a substance to another student, the teacher shall in a tactful way, require the student to accompany him to the principal's office, with the substance either in the teacher's or student's possession. The teacher shall not accuse the student of having drugs in his possession since the substance has not been authoritatively identified.
2. The principal shall require the student to turn the substance over to him. The principal shall give the substance to the police department for identification; however, he shall not disclose the identity of the student until and unless the substance is identified by the police as one which could be intended for drug abuse.

In the event the student refuses to surrender the substance, the principal shall contact the parents and require their presence at his office as soon as possible.

In each case the principal shall retain his responsibility to safeguard the interests of the student and his parents by keeping them informed at all stages of the procedure.

## **Proposed Letter**

### **Drug Use**

(Model Letter to Parents)

Dear Parent:

The Board of Education and Administration of the Coweta Coun-

ty School System are firmly convinced that we have a fine group of students and parents. We firmly believe that the parents of our students are concerned for the welfare of their children. But we may find that some children try to adjust to life by using various chemical means. We feel that the parents, the schools, law enforcement agencies, and churches must work together to eliminate such harmful activities on the part of our young people, while strengthening their healthy approaches to life.

The use of LSD, marijuana, and certain pills is detrimental to the welfare and health and education of children. The use of marijuana and LSD are definitely illegal, and in some instances, a felony.

The Board of Education and staff of the Coweta County School System wish to ask you to carefully supervise your children's activities. We also recommend that you have a frank discussion with them about the danger involved in and the use of narcotics.

Law enforcement officers advise us that these symptoms could be an indication of drug usage by your children: extreme nervousness, restlessness, dilated pupils of the eyes, and/or extreme exhilaration, followed by periods of depression. Parents should also be aware that students using narcotics lose interest in their school work.

Juvenile authorities and courts place definite restrictions on the offenders who have been convicted or identified as users.

The Board of Education of the Coweta County School System has carefully considered the many pros and cons of this problem, involving representatives of all areas of the community in its activities, and has formulated the regulations as follows, to supplement the conditions imposed by the juvenile or adult courts:

**(Procedures Inserted Here)**

We are of the opinion that this problem must be met openly and frankly. We heartily disapprove of these narcotic activities, but also realize that a student must be given a chance to rehabilitate himself and complete his education.

We sincerely realize that the parents of Coweta County are extremely concerned about this problem and will do everything possible to help eliminate it.

Sincerely,

## **Proposed Policy**

### **Drug Use**

#### **(Use on School Grounds)**

##### **Use of Drugs on School Grounds**

If the appearance and behavior of a student indicates the possible use of illicit drugs or phase of illicit drugs, staff members should notify the school administrator of their concern immediately.

The administrator should request the assistance of the school nurse in assessing the physical state of the student. The nurse would follow the existing procedure for handling medical problems. In the case of an acute reaction, the procedure for obtaining prompt care for the patient would be followed.

When, in the opinion of the administrator, adequate information has been received, a conference will be arranged with the pupil and his parents.

A plan for future schooling shall be developed following the parent conference. This plan must be consistent with the physical and emotional state of the student. In developing this plan, a statement from the family physician which specified desirable limitation on the program may be requested.

The purpose of the conference and the educational plan is assistance to the student and is not punitive.

**Referral to Agencies:** Diagnosis and treatment of drug abuse are



not a proper function of the public schools. However, the school administration may advise parents of those agencies which provide assistance to students and families where drug abuse has occurred. The appropriate agencies will be identified by the School Medical Advisor.

#### **Possession or Sale of Drugs on School Grounds.**

In order to establish the facts of possession, sale, or transfer of controlled drugs by a student on school property, the principal shall request an investigation by the Police Department. If the Police Department finds it necessary to question a student while on school property, the principal or his delegate must be present. In addition, the principal must make an effort to notify the student's parent or guardian. If the parent or guardian is not available an additional member of the staff must be present.

The principal of the school shall keep a record of the interview including the time, place, person involved, and a summary of the discussion and findings.

When the facts of possession, sale, or transfer of controlled drugs have been reasonably established as a result of the police investigation, the student and his parent(s) shall be required to meet with the principal to review the information obtained in the investigation. If the facts warrant, the pupil shall be suspended from school. The decision to suspend should be based on the distinctions the law makes concerning the relative seriousness of a specific offense.

#### **Action to be Taken in the Case of a Student Who Has Been Arrested or Convicted for the Violation of Laws Relating to Controlled Drugs.**

When there has been an arrest and/or conviction of a student for the use and/or possession of drugs during times and places other than during school time or on school property, the school administration shall cooperate with the legal authorities in their investigation. Should the investigation warrant further action by the

school administration, a study shall be initiated by the Associate Superintendent.

In those cases where a student presents a clear and present danger to himself or to other students, a plan for future schooling shall be developed following a parent conference.

#### **Procedure to be Followed in Case of a Medical Emergency.**

The following procedures are followed in case of a medical emergency.

1. The school principal attempts to find the parent or relative, or the person designated by the parent to take responsibility for the child. This person would be asked to come to the school and assume the care of the child.
2. If no one can be reached, the principal will contact the school nurse, and the nurse would attempt to reach the family physician for his recommendation.
3. If the family physician cannot be reached, the pupil is taken to the hospital emergency room. The school nurse will accompany the pupil to the hospital.
4. The nurse remains at the hospital with the patient until the parent or guardian is located.

#### **Waterford Schools Proposed Drug Abuse Policy**

The primary responsibility of the school is to counsel and to educate the youth who are its clients. With the power of the school to compel and influence attendance goes a strong obligation to protect the young, who are under its control, from danger. The flow of illicit drugs in the school poses a threat to safety of the students under its care. Because of this danger the schools must take every reasonable effort to interdict the flow of drugs in the school setting while at the same time maintaining the trusting atmosphere necessary for students to learn and teachers to teach.

Undue emphasis on apprehending offenders may well destroy what we set out to preserve. The effort to prevent the flow of drugs at school is for the protection of the students, and not primarily for the apprehension of offenders.

*Note: This policy is clearly not comprehensive and assumes that there are facilities and services available. It also assumes that the process of communication of policy has been developed and that the staff of the schools, law enforcement personnel and parents are fully aware of the procedures.*

*New, or revised, policy development requires greater detail and comprehensiveness, as well as greater involvement of persons and organizations concerned.*

*\*Drug included are illicitly obtained legally classified "narcotics" - "dangerous drugs" and alcoholic beverages.*

## **Waterford Schools Proposed Procedures**

There are three different identifiable drug abuse problems in the school, and will be dealt with in three separate procedure statements. They are:

1. The student who is selling drugs to others for profit.
2. The student who is using drugs in the school, but does not recognize his use as a problem to himself or to the school.

3. The student who is using drugs and refers himself to a staff member for help.

It is conceivable, a single student could fall into all three categories. This often is not the case, and the procedure for dealing with each situation should be different.

#### **Criteria for determining the student seller or "drug pusher."**

1. The student has in his possession a quantity of substance beyond what would be reasonable for his own use.
2. The student has been identified by reliable sources that he is, in fact, a "pusher."
3. Evidence is submitted that a sale has taken place.

#### **Procedure**

1. The police should be notified, the appropriate director notified, and the Assistant Superintendent for Instruction (or his designate) notified
2. Police arrest the student
3. Parents notified
4. The student is suspended until school officials are satisfied appropriate measures have been taken by the student and parents to guarantee the problem will not recur.
5. If conditions above are not met, the building administrator has the following options:
  - a. Continue the suspension (subject to review every 10 days)
  - b. Initiate expulsion proceedings
  - c. Inform the student of the alternatives to regular school enrollment.

### **Criteria for determining the user**

1. The student is under the influence of some substance in the school, as evidenced by some deviation from his normal behavior problem.
2. The student possesses a drug such as a pill in such a small amount indicating it is for his own use.

### **Procedure**

1. If the student's life is in danger, as may be the case under number one above, parents should be contacted immediately and the student taken to the appropriate health care facility. If the health problem is not a medical emergency, the parents should take the student to the appropriate health care facility.
2. In any case, the parents shall be notified, appropriate director notified, and the student shall be suspended until school officials are satisfied appropriate measures have been taken by the student and parents to guarantee the problem will not recur.
3. If the conditions above are not met the building administrator shall have the following options:
  - a. Continue the suspension (subject to review every 10 days)
  - b. Initiate expulsion proceedings
  - c. Inform the student of the alternatives to regular school enrollment

### **Criteria for determining the self-identified or self-referred user**

- a. He asks for help from a member of the professional staff, or other agency
- b. He is willing to discontinue the use of illicit drugs
- c. He is willing to work with an appropriate staff member, or other agency in seeking a solution to his problem

## Procedure

1. If the student's situation is one where his life is in immediate danger, he is taken to the appropriate medical facility.
2. The student may be treated for this problem in complete confidence as spelled out in Act 241 of the Public Acts of 1970, as follows:

Sec. 1 (1) A consent to care, treatment or service by a hospital, a public clinic, a private clinic, a physician licensed under Act. No. 149 of the Public Acts of 1967, being sections 338.1151 to 338.1175 of the Compiled Laws of 1948, when executed by a minor who is or professes to be dependent on or subject to abuses of drugs or narcotics, is valid and binding as if the minor had achieved his majority. The consent shall not be subject to later disaffirmance by reasons of minority. A parent, guardian or custodian of a minor is not legally responsible for any care, service or treatment rendered under this act.

(2) The consent of another person or persons, including but not limited to a spouse, parent, custodian or guardian, is not necessary in order to authorize such care, treatment or service to be provided to the minor.

(3) A treating physician may, but is not obligated to, inform the spouse, parent, custodian or guardian of the minor as to treatment given or needed.

- a. The student's parents should not be contacted without the student's consent. The \*counselor, however, should encourage the student to either allow him to involve the parents, or the student himself tell his parents of the problem.
- b. The counselor will notify the building principal that he is working with the student.
- c. No contact with the police be made.
- d. Confidential records shall be kept. The records will

only be accessible to the student, counselor, building administrator, and only others they mutually agree can be of help to the student. (these records cannot be in the CA-60 file.)

**Guidelines for all cases**

- A. Keep accurate, objective records of all proceedings.
- B. Do not unduly involve law enforcement authorities.
- C. Keep all information in strictest confidence.

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## **List of Participating Organizations (At Airlie House Conference)**

National Association of Police Community Relations Officers  
International Juvenile Officers Association  
Office of Human Rights  
American Personnel & Guidance Association  
National Council on Crime and Delinquency  
National Council of Juvenile Court Judges  
National District Attorneys Association  
Human Factors Division  
International Association of Chiefs of Police  
National School Boards Association  
National Association of Secondary School Principals  
National Parent-Teacher Association (PTA)  
National Sheriffs' Association  
Special Committee on Youth Education for Citizenship  
American Bar Association  
Panel of American, National Council of Christians and Jews

### **Consultants (at Airlie Conference and Pilot Programs)**

Judge Kenneth Hempstead  
51st District Court, Michigan  
Rev. Henry Kane  
Director of Drug Abuse Education, City of Boston  
Walter Murphy, Deputy Commissioner  
Department of Probation, Commonwealth of Mass.  
Jerry Zerbe, Director, Community Programs  
Flint Public Schools (Michigan)



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**Conference Coordinators: Adolescent/Adult Counseling in Development, Malden, Mass.**

**Jack Sarmanian, Executive Director**

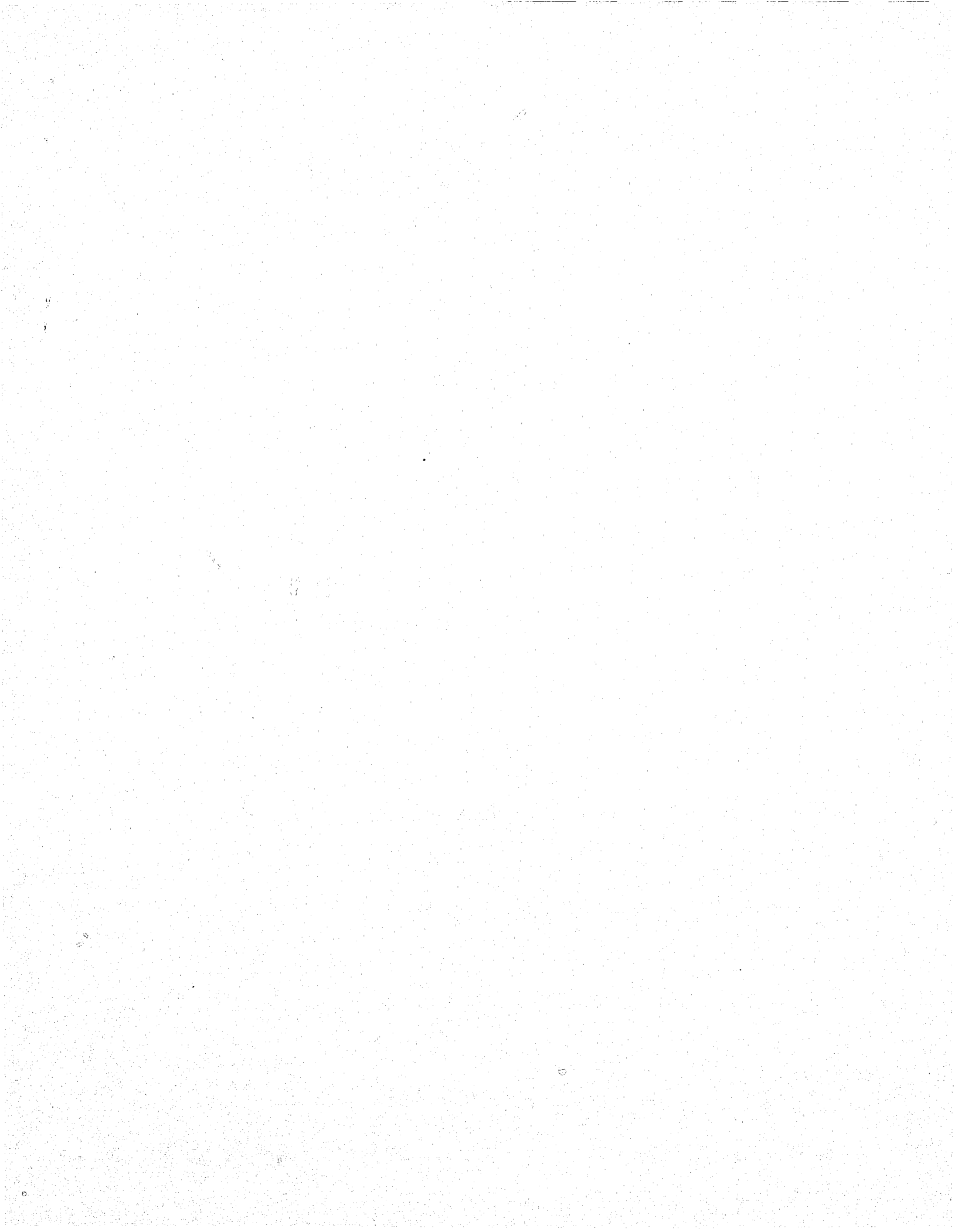
**David L. Bertelli, Peter Knox, Barbara Levin**

**DEA Staff: Preventive Programs Section**

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**END**