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UNITED STATES DEPARTMENT OF EDUCATION
WASHINGTON, D.C. 20202

OFFICE OF THE SECRETARY

JUL 29 1986

NOTE TO RICK DAVIS

I am enclosing a copy of our final draft of Schools Without Drugs. We will be reviewing galley's in about a week.

Please let me know, if I can be of any help to you as things progress.

John P. Walters
Special Assistant
to the Secretary

Enclosure

WHAT WORKS

SCHOOLS WITHOUT DRUGS

United States Department of Education
William J. Bennett, Secretary
1986

WHAT WORKS

SCHOOLS WITHOUT DRUGS

1986

(Foreword)

[CAMERA-READY COPY TO BE SENT]

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"It is a sad and sobering reality that trying drugs is no longer the exception among high school students. It is the norm."

--California Attorney General John Van De Kemp--
Los Angeles Times, April 30, 1986

When 13- to 18-year-olds were asked to name the biggest problems facing young people today, drugs led their list. The portion of teens with this perception has risen steadily in recent years. No other issue approaches this level of concern.

Four out of five teens believe current laws against both the sale and the use of drugs (including marijuana) are not strict enough.

--The Gallup Youth Surveys, 1985 and 1986

"Policy is useless without action! Drugs do not have to be tolerated on our school campuses. Policy to that effect is almost universally on the books. Drugs remain on campus because consistent, equitable and committed enforcement is lacking."

--Bill Rudolph, Principal, Northside High School,
Atlanta, Georgia
Testimony submitted to the U.S. Senate
Committee on Special Investigations, July 1984

". . . We have a right to be protected from drugs."

--Cicely Senior, a seventh-grader, McFarland Junior High,
Washington, D.C.

INTRODUCTION

The foremost responsibility of any society is to nurture and protect its children. In America today, the most serious threat to the health and well-being of our children is drug use.

For the past year and a half, I have had the privilege of teaching our children in the classrooms of this country. I have met some outstanding teachers and administrators and many wonderful children. I have taken time during these visits to discuss the problem of drug use with educators and with police officers working in drug enforcement across the country. Their experience confirms the information reported in major national studies: drug use by children is at alarming levels. Use of some of the most harmful drugs is increasing. Even more troubling is the fact that children are using drugs at younger ages. Students today identify drugs as a major problem among their schoolmates as early as the fourth, fifth, and sixth grades.

Drug use impairs memory, alertness, and achievement. Drugs erode the capacity of students to perform in school, to think and act responsibly. The consequences of using drugs can last a lifetime. The student who cannot read at age 8 can, with effort, be taught at 9. But when a student clouds his mind with drugs, he may become a lifelong casualty. Research tells us that students who use marijuana regularly are twice as likely as their classmates to average D's and F's, and we know that dropouts are twice as likely to be frequent drug users as graduates.

In addition, drug use disrupts the entire school. When drug use and drug dealing are rampant--when many students often do not show up for class and teachers cannot control them when they do--education throughout the school suffers.

Drug use is found among students in the city and country, among the rich, the poor, and the middle class. Many schools have yet to implement effective drug enforcement measures. In some schools, drug deals at lunch are common. In others, intruders regularly enter the building to sell drugs to students. Even schools with strict drug policies on paper do not always enforce them effectively.

Schools Without Drugs provides a practical synthesis of the most reliable and significant findings available on drug use by school-age youth. It tells how extensive drug use is and how dangerous it is. It tells how drug use starts, how it progresses, and how it can be identified. Most important, it tells how it can be stopped. It recommends strategies--and describes particular communities--that have succeeded in beating drugs. It concludes with a list of resources and organizations that parents, students, and educators can turn to for help.

This book is designed to be used by parents, teachers, principals, religious and community leaders, and all other adults--and students--who want to know what works in drug use prevention. It emphasizes concrete and practical information. An earlier book, a summary of research findings on teaching and learning called What Works, has already proved useful to

parents, teachers, and administrators. I hope this book will be as useful to the American people.

This book focuses on preventing drug use. It should be emphasized that the term drug use, as contained in the recommendations in the book, includes the use of alcohol by children. Alcohol is an illegal drug for minors and should be treated as such. This book does not discuss techniques for treating drug users. Treatment usually requires professional help; treatment services are included in the resources section at the end of the book. But the purpose of the book is to help prevent drug use in the first place.

The information in this book is based on the research of drug prevention experts, and on interviews with parent organizations and school officials working in drug prevention in all 50 States and the District of Columbia. Although this volume is a product of the U.S. Department of Education, I am grateful for the assistance the Department received from groups and individuals across the country. It was not possible to include all the information we gathered, but I wish to thank the many groups that offered their help.

No one can be a good citizen alone, as Plato tells us. No one is going to solve our drug problem alone, either. But when parents, schools, and communities pull together, drugs can be stopped. Drugs have been beaten in schools like Northside High School in Atlanta, profiled in this book. Preventing drug experimentation is the key. It requires drug education starting in the first grades of elementary school. It requires clear policies against drug use and consistent enforcement of those policies. And it requires the cooperation of school boards, principals, teachers, law enforcement personnel, parents, and students.

Schools are uniquely situated to be part of the solution to student drug use. Children spend much of their time in school. Furthermore, schools, along with families and religious institutions, are major influences in transmitting ideals and standards of right and wrong. Thus, although the problems of drug use extend far beyond the schools, it is critical that our offensive on drugs center in the schools.

My purpose in releasing this handbook, therefore, is to help all of us--parents and children, teachers and principals, legislators and taxpayers--work more effectively in combating drug use. Knowing the dangers of drugs is not enough. Each of us must also act to prevent the sale and use of drugs. We must work to see that drug use is not tolerated in our homes, in our schools, or in our communities. Because of drugs, children are failing, suffering, and dying. We have to get tough, and we have to do it now.

William J. Bennett
Secretary of Education

WHAT CAN WE DO?

A PLAN FOR ACHIEVING SCHOOLS WITHOUT DRUGS

PARENTS:

1. Teach standards of right and wrong, and demonstrate these standards through personal example.
2. Help children to resist peer pressure to use drugs by supervising their activities, knowing who their friends are, and talking with them about their interests and problems.
3. Be knowledgeable about drugs and signs of drug use. When symptoms are observed, respond promptly.

SCHOOLS:

4. Determine the extent and character of drug use and establish a means of monitoring that use regularly.
5. Establish clear and specific rules regarding drug use that include strong corrective actions.
6. Enforce established policies against drug use fairly and consistently. Implement security measures to eliminate drugs on school premises and at school functions.
7. Implement a comprehensive drug prevention curriculum for kindergarten through grade 12, teaching that drug use is wrong and harmful and supporting and strengthening resistance to drugs.
8. Reach out to the community for support and assistance in making the school's antidrug policy and program work. Develop collaborative arrangements in which school personnel, parents, school boards, law enforcement officers, treatment organizations, and private groups can work together to provide necessary resources.

STUDENTS:

9. Learn about the effects of drug use, the reasons why drugs are harmful, and ways to resist pressures to try drugs.
10. Use an understanding of the danger posed by drugs to help other students avoid them. Encourage other students to resist drugs, persuade those using drugs to seek help, and report those selling drugs to parents and the school principal.

COMMUNITIES:

11. Help schools fight drugs by providing them with the expertise and financial resources of community groups and agencies.
12. Involve local law enforcement agencies in all aspects of drug prevention: assessment, enforcement, and education. The police and courts should have well-established and mutually supportive relationships with the schools.

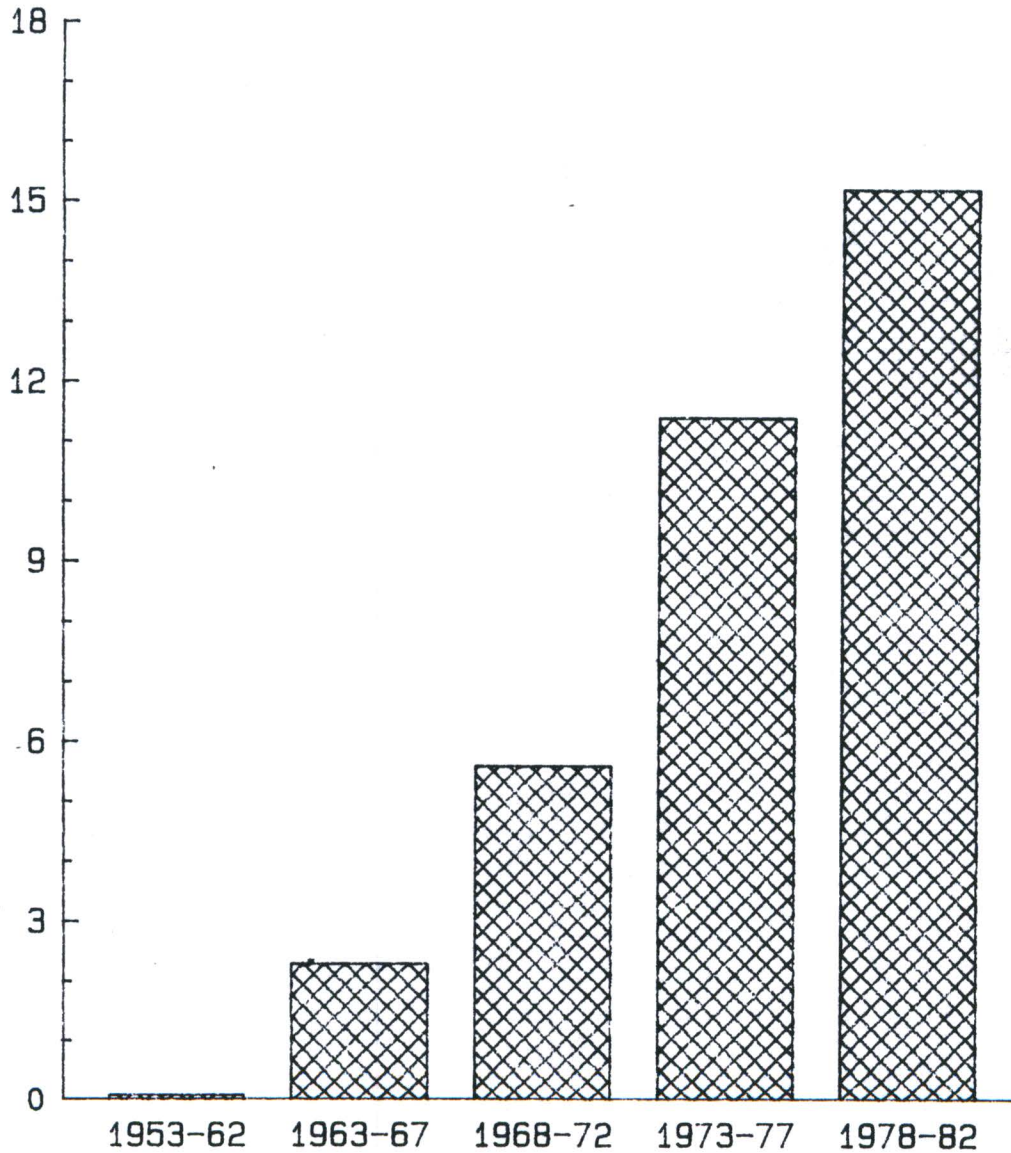
"I felt depressed and hurt all the time. I hated myself for the way I hurt my parents and treated them so cruelly, and for the way I treated others. I hated myself the most, though, for the way I treated myself. I would take drugs until I overdosed, and fell further and further in school and work and relationships with others. I just didn't care anymore whether I lived or died. I stopped going to school altogether I felt constantly depressed and began having thoughts of suicide, which scared me a lot! I didn't know where to turn"

"Stewart," a high school student

CHILDREN AND DRUGS

Percentage of 13-Year-Olds Who Have Used Marijuana, 1953 - 1982

Percentage of 13-Year-Olds



Source: National Institute on Drug Abuse, Household Survey, 1982.

CHILDREN AND DRUGS

Americans have consistently identified drug use among the top problems confronting the Nation's schools. Yet many do not recognize the degree to which their own children, their own schools, and their own communities are at risk.

Research shows that drug use among children is 10 times more prevalent than parents suspect. In addition, many students know that their parents do not recognize the extent of drug use, and this leads them to believe that they can use drugs with impunity.

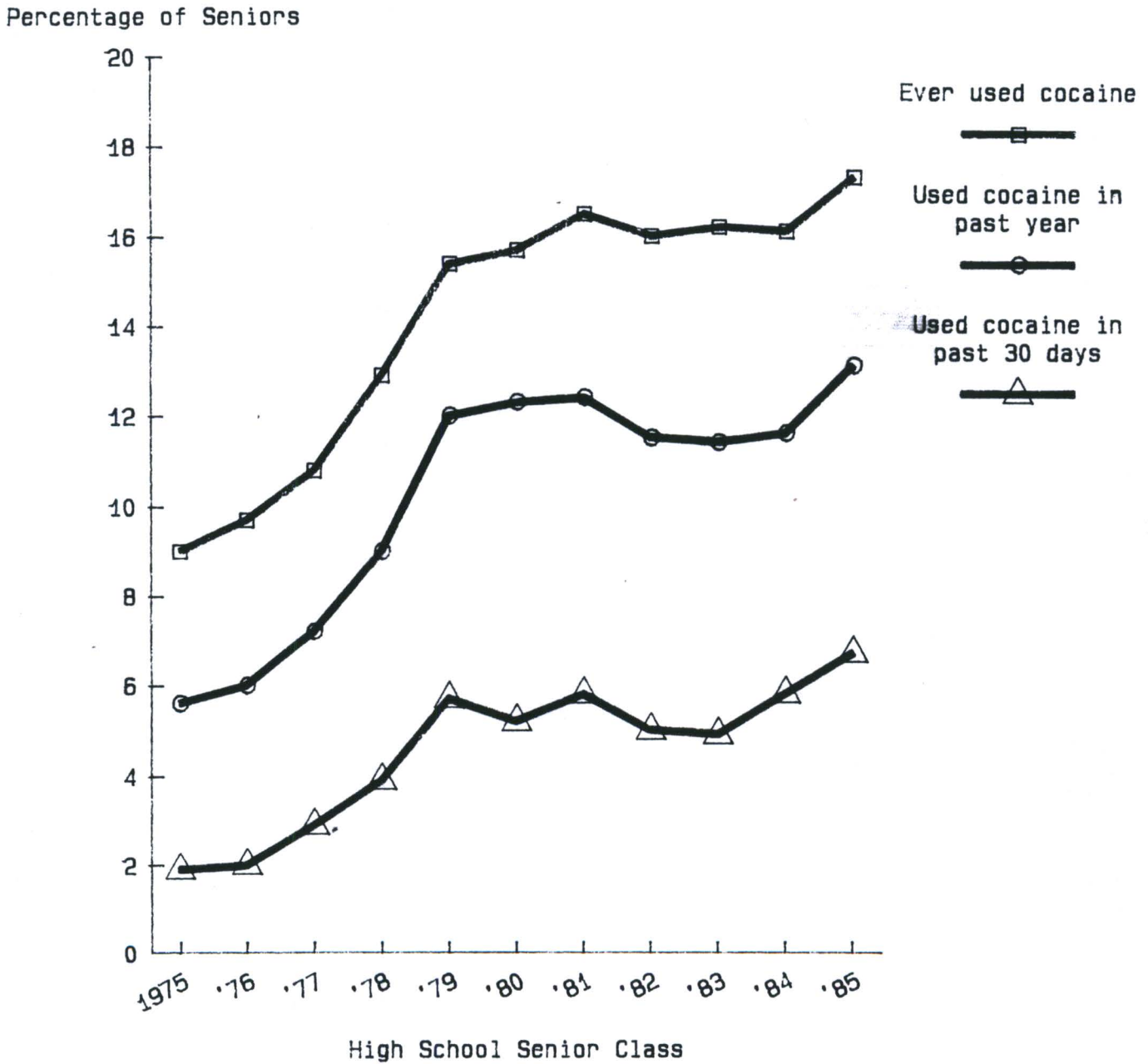
School administrators and teachers often are unaware that their students are using and selling drugs, frequently on school property. School officials who are aware of the situation in their schools admit, as has Ralph Egers, superintendent of schools in South Portland, Maine, that "We'd like to think that our kids don't have this problem, but the brightest kid from the best family in the community could have the problem."

The facts are:

- o Drug use is not confined to certain population groups or to certain economic levels in our society; it affects our entire Nation.
- o Drugs are a serious problem not only in high schools, but now in middle and elementary schools as well.
- o All illegal drugs are dangerous; there is no such thing as safe or responsible use of illegal drugs.
- o Although drug trafficking is controlled by adults, the immediate source of drugs for most students is other students.

Continuing misconceptions about the drug problem stand in the way of corrective action. The following section outlines the nature and extent of the problem and summarizes the latest research on the effects of drugs on students and schools.

Percentage of High School Seniors Who Have Used Cocaine



Source: Institute for Social Research, 1986.

EXTENT OF DRUG USE

Drug use is widespread among American schoolchildren. The United States has the highest rate of teenage drug use of any industrialized nation. The drug problem in this country is 10 times greater than in Japan, for example. Sixty-one percent of high school seniors have used drugs. Marijuana use remains at an unacceptably high level; 41 percent of 1985 seniors reported using it in the last year, and 26 percent said they had used it at least once in the previous month. Cocaine was used by 17 percent of 1985 seniors--the highest level ever observed. Thirteen percent of seniors indicated that they had used cocaine in the past year, more than twice the proportion in 1975.

Many students purchase and use drugs at school. A recent study of teenagers contacting a cocaine hotline revealed that 57 percent of the respondents bought most of their drugs at school. Among 1985 high school seniors, one-third of the marijuana users reported that they had smoked marijuana at school. Of the seniors who used amphetamines during the past year, two-thirds reported having taken them at school.

The drug problem affects all types of students. All regions and all types of communities show high levels of drug use. Forty-three percent of 1985 high school seniors in nonmetropolitan areas reported illicit drug use in the previous year, while the rate for seniors in large metropolitan areas was 50 percent. Although higher proportions of males are involved in illicit drug use, especially heavy drug use, the gap between the sexes is lessening. The extent to which high school seniors reported having used marijuana is about the same for blacks and whites; for other types of drugs reported, use is slightly higher among whites.

Initial drug use occurs at an increasingly early age. The percentage of students using drugs by the sixth grade has tripled over the last decade. In the early 1960's, marijuana use was virtually nonexistent among 13-year-olds, but now about one in six 13-year-olds has used marijuana.

FACT SHEET

DRUGS AND DEPENDENCE

Drugs cause physical and emotional dependence. Users may develop an overwhelming craving for specific drugs, and their bodies may respond to the presence of drugs in ways that lead to increased drug use.

- o Regular users of drugs develop tolerance, a need to take larger doses to get the same initial effect. They may respond by combining drugs-- frequently with devastating results. Many teenage drug users calling a national cocaine hotline report that they take other drugs just to counteract the unpleasant effects of cocaine.
- o Certain drugs, such as opiates and barbiturates, create physical dependence. With prolonged use, these drugs become part of the body chemistry. When a regular user stops taking the drug, the body experiences the physiological trauma known as withdrawal.
- o Psychological dependence occurs when drug taking becomes the center of the user's life. Among children, psychological dependence erodes school performance and can destroy ties to family, friendships, outside interests, values, and goals. The child goes from taking drugs to feel good to taking them to keep from feeling bad. Over time, drug use itself heightens the bad feelings and can leave the user suicidal. More than half of all adolescent suicides are drug-related.
- o Drugs and their harmful side effects can remain in the body long after use has stopped. The extent to which a drug is retained in the body depends on the drug's chemical composition, that is, whether or not it is fat-soluble. Fat-soluble drugs such as marijuana, phencyclidine (PCP), and lysergic acid (LSD) seek out and settle in the fatty tissues. As a result, they build up in the fatty parts of the body such as the brain. Such accumulations of drugs and their slow release over time may cause delayed effects (flashbacks) weeks and even months after drug use has stopped.

HOW DRUG USE DEVELOPS

Social influences play a key role in making drug use attractive to children. The first temptations to use drugs may come in social situations in the form of pressures to "act grown up" and "have a good time" by smoking cigarettes or using alcohol or marijuana.

A 1983 Weekly Reader survey found that television and movies had the greatest influence on fourth graders in making drugs and alcohol seem attractive; other children had the second greatest influence. From the fifth grade on, peers played an increasingly important role, while television and movies consistently had the second greatest influence.

The survey offers insights into why students take drugs. For all children, the most important reason for taking marijuana is to "fit in with others." "To feel older" is the second main reason for children in grades four and five, and "to have a good time" for those in grades six to twelve. This finding reinforces the need for prevention programs beginning in the early grades--programs that focus on teaching children to resist peer pressure and on making worthwhile and enjoyable drug-free activities available to them.

Students who turn to more potent drugs usually do so after first using cigarettes and alcohol, and then marijuana. Initial attempts may not produce a "high"; however, students who continue to use drugs learn that drugs can alter their thoughts and feelings. The greater a student's involvement with marijuana, the more likely it is the student will begin to use other drugs in conjunction with marijuana.

Drug use frequently progresses in stages--from occasional use, to regular use, to multiple drug use, and ultimately to total dependency. With each successive stage, drug use intensifies, becomes more varied, and results in increasingly debilitating effects.

But this progression is not inevitable. Drug use can be stopped at any stage. However, the more involved children are with drugs, the more difficult it is for them to stop. The best way to fight drug use is to begin prevention efforts before children start using drugs. Prevention efforts that focus on young children are the most effective means to fight drug use.

FACT SHEET

COCAINE: CRACK

Cocaine use is the fastest growing drug problem in America. Most alarming is the recent availability of cocaine in a cheap but potent form called crack or rock. Crack is a purified form of cocaine that is smoked.

- o Crack is inexpensive to try. Crack is available for as little as \$10. As a result, the drug is affordable to many new users, including high school and even elementary school students.
- o Crack is easy to use. It is sold in pieces resembling small white gravel or soap chips and is sometimes pressed into small pellets. Crack can be smoked in a pipe or put into a cigarette. Because the visible effects disappear within minutes after smoking, it can be used at almost any time during the day.
- o Crack is extremely addictive. Crack is far more addictive than heroin or barbiturates. Because the crack is smoked, it is quickly absorbed into the blood stream. It produces a feeling of extreme euphoria, often peaking within seconds. The desire to repeat this sensation can cause addiction within a few days.
- o Crack leads to crime and severe psychological disorders. Many youths, once addicted, have turned to stealing, prostitution, and drug dealing in order to support their habit. Continued use can produce violent behavior and psychotic states similar to schizophrenia.
- o Crack is deadly. Cocaine in any form can cause cardiac arrest and death by interrupting the brain's control over the heart and respiratory system.

EFFECTS OF DRUG USE

The drugs students are taking today are more potent, more dangerous, and more addictive than ever.

Adolescents are particularly vulnerable to the effects of drugs. Drugs threaten normal development in a number of ways:

- o Drugs can interfere with memory, sensation, and perception. They distort experiences and cause a loss of self-control that can lead users to harm themselves and others.
- o Drugs interfere with the brain's ability to take in, sort, and synthesize information. As a result, sensory information runs together, providing new sensations while blocking normal ability to understand the information received.
- o Drugs can have an insidious effect on perception; for example, cocaine and amphetamines often give users a false sense of functioning at their best while on the drug.

Drug suppliers have responded to the increasing demand for drugs by developing new strains, producing reprocessed, purified drugs, and using underground laboratories to create more powerful forms of illegal drugs. Consequently, users are exposed to heightened or unknown levels of risk.

- o The marijuana produced today is from five to 20 times stronger than that available as recently as 10 years ago. Regular use by adolescents has been associated with an "amotivational syndrome," characterized by apathy and loss of goals. Research has shown that severe psychological damage, including paranoia and psychosis, can occur when marijuana contains 2 percent THC, its major psychoactive ingredient. Since the early 1980s, most marijuana has contained from 4 to 6 percent THC--two to three times the amount capable of causing serious damage.
- o Crack, now becoming widely available, is a purified and highly addictive form of cocaine.
- o Phencyclidine (PCP), first developed as an animal tranquilizer, has unpredictable and often violent effects. Often children do not even know that they are using this drug when PCP-laced parsley in cigarette form is passed off as marijuana, or when PCP in crystal form is sold as lysergic acid (LSD).
- o Some of the new "designer" drugs, slight chemical variations of existing illegal drugs, have been known to cause permanent brain damage with a single dose.

DRUG USE AND LEARNING

Drugs erode the self-discipline and motivation necessary for learning. Pervasive drug use among students creates a climate in the schools that is destructive to learning. Research shows that drug use can cause a decline in academic performance. This has been found to be true for students who excelled in school prior to drug use as well as for those with academic or behavioral problems prior to use. According to one study, students using marijuana were twice as likely to average D's and F's as other students. The decline in grades often reverses when drug use is stopped.

Drug use is closely tied to truancy and dropping out of school. High school seniors who are heavy drug users are more than three times as likely to skip school as nonusers. About one-fifth of heavy users skipped 3 or more schooldays a month, more than six times the truancy rate of nonusers. In a Philadelphia study, dropouts were almost twice as likely to be frequent drug users as were high school graduates; four in five dropouts used drugs regularly.

Drug use is associated with crime and misconduct that disrupt the maintenance of an orderly and safe school conducive to learning. Drugs not only transform schools into marketplaces for dope deals, they also lead to the destruction of property and to classroom disorder. Among high school seniors, heavy drug users were two-and-one-half times as likely to vandalize school property and almost three times as likely to have been involved in a fight at school as nonusers. Students on drugs create a climate of apathy, disruption, and disrespect for others. For example, among teenage callers to a national cocaine hotline, 44 percent reported that they sold drugs and 31 percent said that they stole from family, friends, or employers to buy drugs. A drug-ridden environment is a strong deterrent to learning not only for drug users, but for other students as well.

A PLAN FOR ACTION

A PLAN FOR ACTION

In order to combat student drug use most effectively, the entire community must be involved: parents, schools, students, law enforcement authorities, religious groups, social service agencies, and the media. They all must transmit a single consistent message that drug use is wrong, dangerous, and will not be tolerated. This message must be reinforced through strong, consistent law enforcement and disciplinary measures.

The following recommendations and examples describe actions that can be taken by parents, schools, students, and communities to stop drug use. These recommendations are derived from research and from the experiences of schools throughout the country. They show that the drug problem can be overcome.

WHAT PARENTS CAN DO

Parents

Instilling Responsibility

Recommendation #1:

Teach standards of right and wrong and demonstrate these standards through personal example.

Children who are brought up to value individual responsibility and self-discipline and to have a clear sense of right and wrong are less likely to try drugs than those who are not. Parents can help to instill these ideals by:

- o Setting a good example for children and not using drugs themselves.
- o Explaining to their children at an early age that drug use is wrong, harmful, and unlawful, and reinforcing this teaching throughout adolescence.
- o Encouraging self-discipline through giving children everyday duties and holding them accountable for their actions.
- o Establishing standards of behavior concerning drugs, drinking, dating, curfews, and unsupervised activities, and enforcing them consistently and fairly.
- o Encouraging their children to stand by their convictions when pressured to use drugs.

NORTHSIDE HIGH SCHOOL, ATLANTA, GEORGIA

Northside High School enrolls 1,400 students from 52 neighborhoods. In 1977, drug use was so prevalent that the school was known as "Fantasy Island." Students smoked marijuana openly at school, and police were called to the school regularly.

The combined efforts of a highly committed group of parents and an effective new principal succeeded in solving Northside's drug problem. Determined to stop drug use both inside and outside the school, parents organized and took the following actions:

- o Formed parent-peer groups to learn about the drug problem and agreed to set curfews, to chaperone parties, and to monitor their children's whereabouts. They held community meetings to discuss teenage drug use with law enforcement agents, judges, clergy, and physicians.
- o Established a coalition that lobbied successfully for State antidrug and antiparaphernalia laws.
- o Offered assistance to the schools. The school acted on the parents' recommendations to provide drug prevention education to teachers, update its prevention curriculum, and establish a new behavior code. Parents also helped design a system for monitoring tardiness and provided volunteer help to teachers.

The new principal, Bill Rudolph, also committed his energy and expertise to fighting the drug problem. Rudolph established a tough policy for students who were caught possessing or dealing drugs. "Illegal drug offenses do not lead to detention hall but to court," he stated. When students were caught, he immediately called the police and then notified their parents. Families were given the names of drug education programs and were urged to participate. One option available to parents was drug education offered by other parents.

Today, Northside is a different school. In 1984-85, only three drug-related incidents were reported. Academic achievement has improved dramatically; student test scores have risen every year since the 1977-78 school year. Scores on standardized achievement tests rose to well above the national average, placing Northside among the top schools in the district for the 1984-85 school year.

Parents

Supervision

Recommendation #2:

Help children to resist peer pressure to use drugs by supervising their activities, knowing who their friends are, and talking with them about their interests and problems.

When parents take an active interest in their children's behavior, they provide the guidance and support children need to resist drugs. Parents can do this by:

- o Knowing their children's whereabouts, activities, and friends.
- o Working to maintain and improve family communications and listening to their children.
- o Being able to discuss drugs knowledgeably. It is far better for children to obtain their information from their parents than from their peers or on the street.
- o Communicating regularly with the parents of their children's friends and sharing their knowledge about drugs with other parents.
- o Being selective about their children's viewing of television and movies that portray drug use as glamorous or exciting.

In addition, parents can work with the school in its efforts to fight drugs by:

- o Encouraging the development of a school policy with a clear no-drug message.
- o Supporting administrators who are tough on drugs.
- o Assisting the school in monitoring students' attendance and planning and chaperoning school-sponsored activities.
- o Communicating regularly with the school regarding their children's behavior.

FACT SHEET

SIGNS OF DRUG USE

Changing patterns of performance, appearance, and behavior may signal use of drugs. The items in the first category listed below provide direct evidence of drug use; the items in the other categories offer signs that may indicate drug use. For this reason, adults should look for extreme changes in children's behavior, changes that together form a pattern associated with drug use.

Signs of Drugs and Drug Paraphernalia

- o Possession of drug-related paraphernalia such as pipes, rolling papers, small decongestant bottles, or small butane torches.
- o Possession of drugs or evidence of drugs, peculiar plants, or butts, seeds, or leaves in ashtrays or clothing pockets.
- o Odor of drugs, smell of incense or other "cover-up" scents.

Identification with Drug Culture

- o Drug-related magazines, slogans on clothing.
- o Conversation and jokes that are preoccupied with drugs.
- o Hostility in discussing drugs.

Signs of Physical Deterioration

- o Memory lapses, short attention span, difficulty in concentration.
- o Poor physical coordination, slurred or incoherent speech.
- o Unhealthy appearance, indifference to hygiene and grooming.
- o Bloodshot eyes, dilated pupils.

Dramatic Changes in School Performance

- o Distinct downward turns in student's grades--not just from C's to F's, but from A's to B's and C's. Assignments not completed.
- o Increased absenteeism or tardiness.

Changes in Behavior

- o Chronic dishonesty (lying, stealing, cheating). Trouble with the police.
- o Changes in friends, evasiveness in talking about new ones.
- o Possession of large amounts of money.
- o Increasing and inappropriate anger, hostility, irritability, secretiveness.
- o Reduced motivation, energy, self-discipline, self-esteem.
- o Diminished interest in extracurricular activities and hobbies.

Parents

Recognizing Drug Use

Recommendation #3:

Be knowledgeable about drugs and signs of drug use. When symptoms are observed, respond promptly.

Parents are in the best position to recognize early signs of drug use in their children. In order to prepare themselves, they should:

- o Learn about the extent of the drug problem in their community and in their children's schools.
- o Be able to recognize signs of drug use.
- o Meet with parents of their children's friends or classmates about the drug problem at their school. Establish a means of sharing information to determine which children are using drugs and who is supplying them.

Parents who suspect their children are using drugs often must deal with their own emotions of anger, resentment, and guilt. Frequently they deny the evidence and postpone confronting their children. Yet, the earlier a drug problem is found and faced, the less difficult it is to overcome. If parents suspect their children are using drugs, they should:

- o Devise a plan of action. Consult with school officials and other parents.
- o Discuss their suspicions with their children in a calm, objective manner. Do not confront a child while he is under the influence of drugs.
- o Impose disciplinary measures that help remove the child from those circumstances where drug use might occur.
- o Seek advice and assistance from drug treatment professionals and from a parent group. (For further information, consult the resources section, pages 73-78.)

WHAT SCHOOLS CAN DO

Schools

Assessing the Problem

Recommendation #4:

Determine the extent and character of drug use and establish a means of monitoring that use regularly.

School personnel should be informed about the extent of drugs in their school. School boards, superintendents, and local public officials should support school administrators in their efforts to assess the extent of the drug problem and to combat it.

In order to guide and evaluate effective drug prevention efforts, schools need to:

- o Conduct anonymous surveys of students and school personnel and consult with local law enforcement officials to identify the extent of the drug problem.
- o Bring together school personnel to identify areas where drugs are being used and sold.
- o Meet with parents to help determine the nature and extent of drug use.
- o Maintain records on drug use and sale in the school over time, for use in evaluating and improving prevention efforts. In addition to self-reported drug use patterns, records may include information on drug-related arrests and school discipline problems.
- o Inform the community, in nontechnical language, of the results of the school's assessment of the drug problem.

ANNE ARUNDEL COUNTY SCHOOL DISTRICT, ANNAPOLIS, MARYLAND

In response to evidence of a serious drug problem in 1979-80, the school district of Anne Arundel County implemented a strict new policy covering both elementary and secondary students. It features notification of police, involvement of parents, and use of alternative education programs for offenders. School officials take the following steps when students are found using or possessing drugs:

- o The school notifies the police, calls the parents, and suspends students for 1 to 5 school days.
- o The special assistant to the superintendent meets with the students and parents. In order to return to school, students must state where and how they obtained the drugs. The students must also agree either to participate in the district's Alternative Drug Program at night, while attending school during the day, or to enroll in the district's Learning Center (grades 7-8) or evening high school (grades 9-12). Students, accompanied by their parents, must also take at least 5 hours of counseling. Parents are also required to sign a Drug/Alcohol Reinstatement Form.
- o If students fail to complete the Alternative Drug Program, they are transferred to the Learning Center or to evening high school.
- o Students are expelled if caught using or possessing drugs a second time.

Distribution and sale of drugs are also grounds for expulsion and a student expelled for these offenses is ineligible to participate in the Alternative Drug Program.

As a result of these steps, the number of drug offenses has declined by 58 percent, from 507 in 1979-80 to 211 in 1984-85.

Schools

Setting Policy

Recommendation #5:

Establish clear and specific rules regarding drug use that include strong corrective actions.

School policies should clearly establish that drug use, possession, and sale on the school grounds and at school functions will not be tolerated. These policies should apply to both students and school personnel, and may include prevention, intervention, treatment, and disciplinary measures.

School policies should:

- o Specify what constitutes a drug offense by defining (1) illegal substances and paraphernalia, (2) the area of the school's jurisdiction, for example, the school property, its surroundings, and all school-related events, such as proms and football games, and (3) the types of violations (drug possession, use, and sale).
- o State the consequences for violating school policy; as appropriate, punitive action should be linked with treatment and counseling. Measures that schools have found effective in dealing with first-time offenders include:
 - a required meeting of parents and the student with school officials, concluding with a contract signed by the student and parents in which (1) they acknowledge a drug problem, (2) the student agrees not to use drugs, and to participate in drug counseling or a rehabilitation program.
 - suspension, assignment to an alternative school, in-school suspension, after-school or Saturday detention with close supervision and demanding academic assignments.
 - referral to a drug treatment expert or counselor.
 - notification of police.

Recommendation #5 (Continued)

Penalties for repeat offenders and for sellers may include expulsion, legal action, and referral for treatment.

- o Describe procedures for handling violations, including:
 - legal issues associated with disciplinary actions--confidentiality, due process, and search and seizure--and how they apply.
 - responsibilities and procedures for reporting suspected incidents that identify the proper authorities to be contacted and the circumstances under which incidents should be reported.
 - procedures for notifying parents when their child is suspected of or caught with drugs.
 - procedures for notifying police.
- o Enlist legal counsel to ensure that the policy is drafted in compliance with applicable Federal, State, and local laws.
- o Build community support for the policy. Hold open meetings where views can be aired and differences resolved.

EASTSIDE HIGH SCHOOL, PATERSON, NEW JERSEY

Eastside High School is located in an inner-city neighborhood and enrolls 3,200 students. Before 1982, drug dealing was rampant. Intruders had easy access to the school and sold drugs on the school premises. Drugs were used in school stairwells and bathrooms. Gangs armed with razors and knives roamed the hallways.

A new principal, Joe Clark, was instrumental in ridding the school of drugs and violence. Hired in 1982, Clark established order, enlisted the help of police officers in drug prevention education, and raised academic standards. Among the actions he took were:

- o Establishing and enforcing strict penalties for breaking the discipline code. In reference to drugs, he stated emphatically, "If you're smoking or dealing, you're out." He acted on his warning, removing 300 students from the roll in his first year for discipline and drug-related violations.
- o Increasing the involvement of local police officers known as the "Brothers in Blue," who visited the school regularly to speak to students about the importance of resisting drugs.
- o Raising academic standards and morale by emphasizing the importance of doing well, requiring a "C" average for participation in athletics, and honoring student achievements.

As a result of actions such as these, Eastside has been transformed. Today there is no evidence of drug use in the school. Intruders no longer have access to the school; hallways and stairwells are safe. Academic performance has improved substantially: in 1981-82, only 56 percent of the 9th graders passed the State's basic skills test in math; in 1984-85, 91 percent passed. In reading, the percentage of 9th graders passing the State basic skills test rose from 40 percent in 1981-82 to 67 percent in 1984-85.

Schools

Enforcing Policy

Recommendation #6:

Enforce established policies against drug use fairly and consistently. Implement security measures to eliminate drugs on school premises and at school functions.

Ensure that everyone understands the policy and the procedures that will be followed in case of infractions. Make copies of the school policy available to all parents, teachers, and students, and take other steps to publicize the policy.

Impose strict security measures to bar access to intruders and prohibit student drug trafficking. Enforcement policies should correspond to the severity of the school's drug problem. For example:

- o Officials can require students to carry hall passes, supervise school grounds and hallways, and secure assistance of law enforcement officials, particularly to help monitor areas around the schools.
- o For a severe drug problem, officials can use security personnel to monitor closely school areas where drug sale and use are known to occur; issue mandatory identification badges for school staff and students; request the assistance of local police to help stop drug dealing; and, depending on applicable law, develop a policy that permits periodic searches of student lockers.

Review enforcement practices regularly to ensure that penalties are uniformly and fairly applied.

FACT SHEET

LEGAL QUESTIONS ON SEARCH AND SEIZURE

In 1985, the Supreme Court for the first time analyzed the application in the public school setting of the Fourth Amendment prohibition of unreasonable searches and seizures. The Court sought to craft a rule that would balance the need of school authorities to maintain order and the privacy rights of students. The questions in this section summarize the decisions of the Supreme Court and of lower Federal courts. School officials should consult with legal counsel in formulating their policies.

What legal standard applies to school officials who search students and their possessions for drugs?

The Supreme Court has held that school officials may institute a search if there are "reasonable grounds" to believe that the search will reveal evidence that the student has violated or is violating either the law or the rules of the school.

Do school officials need a search warrant to conduct a search for drugs?

No, not if they are carrying out the search independent of the police and other law enforcement officials. A more stringent legal standard may apply if law enforcement officials are involved in the search.

How extensive can a search be?

The scope of the permissible search will depend on whether the measures used during the search are reasonably related to the purpose of the search and are not excessively intrusive in light of the age and sex of the student being searched. The more intrusive the search, the greater the justification that will be required by the courts.

Do school officials have to stop a search when they find the object of the search?

Not necessarily. If a search reveals items suggesting the presence of other evidence of crime or misconduct, the school official may continue the search. For example, if a teacher is justifiably searching a student's purse for cigarettes and finds rolling papers, it will be reasonable (subject to any local policy to the contrary) for the teacher to search the rest of the purse for evidence of drugs.

Can school officials search student lockers?

Reasonable grounds to believe that a particular student locker contains evidence of a violation of the law or school rules will generally justify a search of that locker. In addition, some courts have upheld written school policies that authorize school officials to inspect student lockers at any time.

(For a more detailed discussion of legal issues, see pages 53-62.)

FACT SHEET

LEGAL QUESTIONS ON SUSPENSION AND EXPULSION

The following questions and answers briefly describe several Federal requirements that apply to the use of suspension and expulsion as disciplinary tools in public schools. These may not reflect all laws, policies, and judicial precedents applicable to any given school district. School officials should consult with legal counsel to determine the application of these laws in their schools and to ensure that all legal requirements are met.

What Federal procedural requirements apply to suspension or expulsion?

- o The Supreme Court has held that students facing suspension or expulsion from school are entitled under the U.S. Constitution to the basic due process protections of notice and an opportunity to be heard. The nature and formality of the "hearing" to be provided depend on the severity of the sanction being imposed.
- o A formal hearing is not required when a school seeks to suspend a student for 10 days or less. Due process in that situation requires only that:
 - the school inform the student, either orally or in writing, of the charges and of the evidence to support those charges;
 - the school give the student an opportunity to deny the charges and present his or her side of the story;
 - as a general rule, the notice to the student and a rudimentary hearing should precede a suspension unless a student's presence poses a continuing danger to persons or property or threatens to disrupt the academic process. In such cases, the notice and rudimentary hearing should follow as soon as possible after the student's removal.
- o More formal procedures may be required for suspensions longer than 10 days and for expulsions. In addition, Federal law and regulations establish special rules governing suspensions and expulsions of handicapped students.
- o States and local school districts may require additional procedures.

Can students be suspended or expelled from school for use, possession, or sale of drugs?

Generally, yes. A school may suspend or expel students in accordance with the terms of its discipline policy. A school policy may provide for penalties of varying severity, including suspension or expulsion, to respond to drug-related offenses. It is helpful to be explicit about the types of offenses that will be punished and about the penalties that may be imposed for particular types of offenses (e.g., use, possession, or sale of drugs). Generally, State and local law will determine the range of sanctions permitted.

(For a more detailed discussion of legal issues, see pages 53-62.)

FACT SHEET

TIPS FOR SELECTING DRUG PREVENTION MATERIALS

In evaluating drug prevention materials, keep the following points in mind:

Check the date of publication.

Material published before 1980 may be outdated and even recently published materials may be inaccurate.

Look for "warning flag" phrases and concepts.

These expressions, many of which appear frequently in "pro-drug" material, falsely imply that there is a "safe" use of mind-altering drugs: experimental use, recreational use, social use, controlled use, responsible use, use/abuse.

"Mood-altering" is a deceptive euphemism for mind-altering.

The implication of the phrase "mood-altering" is that only temporary feelings are involved. The fact is that mood changes are biological changes in the brain.

"There are no 'good' or 'bad' drugs, just improper use":

This is a popular semantic camouflage in pro-drug literature. It confuses young people and minimizes the distinct chemical differences among substances.

"The child's own decision":

Parents cannot afford to leave such hazardous choices to their children. It is the parents' responsibility to do all in their power to provide the information and the protection to assure their children a drug-free childhood and adolescence.

Be alert for contradictory messages.

Often an author gives a pro-drug message and then covers his tracks by including "cautions" about how to use drugs.

Make certain the health consequences revealed in current research are adequately described.

Literature should make these facts clear: The high potency of marijuana on the market today makes it more dangerous than ever; THC, a psychoactive ingredient in marijuana, is fat soluble and its accumulation in the body has many adverse biological effects; cocaine can cause death and is one of the most addictive drugs known to man.

Demand material that sets positive standards of behavior for children.

The message conveyed must be an expectation that children can say no to drugs. The publication and its message must provide the information and must support caring family involvement to reinforce the child's courage to stay drug free.

Schools

Teaching About Drug Prevention

Recommendation #7:

Implement a comprehensive drug prevention curriculum from kindergarten through grade 12 teaching that drug use is wrong and harmful and supporting and strengthening resistance to drugs.

A model program would have these main objectives:

- o To value and maintain sound personal health.
- o To respect laws and rules prohibiting drugs.
- o To resist pressures to use drugs.
- o To promote student activities that are drug free and offer healthy avenues for student interests.

In developing a program, school staff should:

- o Determine curriculum content appropriate for the school's drug problem and grade levels.
- o Base the curriculum on an understanding of why children try drugs in order to teach them how to resist pressures to use drugs.
- o Review existing materials for possible adaptation. State and national organizations--and some lending libraries--that have an interest in drug prevention make available lists of materials.

In implementing a program, school staff should:

- o Include all grades. Effective drug education is cumulative.
- o Teach about drugs in health education classes, and reinforce this curriculum with appropriate materials in such classes as social studies and science.
- o Develop expertise in drug prevention through training. Teachers should be knowledgeable about drugs, be personally committed to opposing drug use, and be skilled at eliciting participation by students.

(For more detailed information on topics and learning activities to incorporate in a drug prevention program, see pages 45-51.)

SAMUEL GOMPERS VOCATIONAL-TECHNICAL HIGH SCHOOL, NEW YORK CITY

Samuel Gompers Vocational-Technical High School is located in the South Bronx in New York City. Enrollment is 1,500 students; 95 percent are from low-income families.

In June 1977, an article in the New York Times likened Gompers to a "war zone." Students smoked marijuana and sold drugs both inside the school and on the school grounds; the police had to be called in daily.

In 1979, the school board hired a new principal, Victor Herbert, who turned the school around. Herbert established order, implemented a drug awareness program, involved the private sector, and instilled pride in the school among students. Among the actions he took:

- o In cooperation with the police captain, Herbert arranged for the same two police officers to respond to all calls from Gompers. These officers came to know the Gompers students; eventually, students confided in the police about drug sales occurring near the school. Police also helped school staff patrol the school grounds and were stationed at a nearby park known for drug trafficking.
- o Herbert stationed security guards and faculty outside each bathroom. He organized "hall sweeps" in the middle of class periods and no longer allowed students to leave the premises at lunch time.
- o Herbert established a drug education program for teachers, students, and parents that emphasized recognizing the signs of drug use. He also implemented other drug awareness programs that involved the police and community organizations.
- o He persuaded companies, such as IBM, to hire students for afterschool and summer work. Students had to be drug free to participate. This requirement demonstrated to students that employers would not tolerate drug use.
- o A computerized attendance system was installed to notify parents of their child's absence. Newly hired paraprofessionals, called "family assistants," worked to locate absentees and bring them back to school.

The results of Herbert's actions were remarkable. In 1985, there were no known incidents of students using alcohol or drugs in school or on school grounds, and only one incident of violence was reported. The percentage of students reading at or above grade level increased from 45 percent in 1979-80 to 67 percent in 1984-85.