YOUR SUBSTANCE ABUSE POLICY

A Comprehensive Guide For Schools

Office of Substance Abuse
Department of Health and Human Services

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Introduction

The School Substance Abuse Policy Guide was developed to assist schools in reviewing, revising, communicating, and enforcing a comprehensive substance abuse policy, according to the best available research recommendations. By law, all publicly-funded Maine school units and districts who receive Safe and Drug Free School money must have a substance abuse policy. It is recommended that schools review and revise their policies at least once every two years.[1]

To assist you in conducting this process, we have included a Self-Assessment Checklist on pages 9 and 10 of this guide. The checklist provides a starting point for assessing your current policy in relation to the recommendations of the guide. This tool can help to reveal the strengths and weaknesses of your current policy. It can also identify components that may be missing.

The guide is divided into ten chapters which describe the critical components of a comprehensive substance abuse policy. Each chapter provides research, practical suggestions, resources, and considerations to help you enhance your current school substance abuse policy.

What ISN'T in this guide?

This guide is *not* a model substance abuse policy. Instead, the guide provides suggestions and considerations for communities to use in writing their own policies. There are several reasons for this:

- First, there simply is not enough research available to guide development of a "model policy." Even though we have more information than ever about what works and what doesn't, there are still many unanswered questions. This guide presents an overview of available research as well as the gaps, so that communities can make decisions for themselves.

- Second, for a policy to work, it must have community support and ownership. This means that the process of developing the policy can be just as important as the policy itself. As a result, school policies will differ from one community to another.

- Finally, a policy is only as good as how well and consistently it is enforced. Again, this means that participation and involvement from those affected by the policy—

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[1] *Policy Review Checklist* of Maine Safe and Drug-Free Schools and Communities Program, 2000

including students, parents, and school staff—is a critical part of the policy development process.

However, we did feel it was important to provide examples of policies that are currently being used by Maine schools. We created a website to allow for the posting and sharing of policies across the state. The website is: http://www.maineosa.org/prevention/schoolcollege/policyguide.htm. *(In reviewing the sample policies posted on the site, please note that they are provided as general information only. The posting of these documents does not imply their endorsement or support by the Office of Substance Abuse. OSA does not review or monitor the content of these policies, and is not responsible for their content. The views and opinions expressed in the sample policies are those of the various schools and their officials, and are not necessarily those of OSA.)*

You will also find that this guide does not refer to tobacco use—only to alcohol and other drug use. For recommendations regarding school tobacco-free policy, please refer to the document, *Creating and Maintaining a Tobacco-Free School Policy,* by Partnership For a Tobacco-Free Maine. It is included in the resource list at the end of this document (see Appendix A). You can visit www.tobaccofreemaine.org for more information.

How Was This Guide Developed?

This guide was developed at the request of Maine's Substance Abuse Services Commission, which asked the Office of Substance Abuse (OSA) to develop a tool to help schools enhance their substance abuse policies. OSA partnered with Maine's Environmental Substance Abuse Prevention Center (MESAP) to develop the guide.

To start the process, OSA and MESAP recruited stakeholders from across the state to join a workgroup. The workgroup met throughout the summer of 2007 to develop recommendations for the guide. The workgroup was comprised of community members, including youth, from a variety of settings and backgrounds. A list of these members can be found in Appendix B.

To collect information about public opinion, an online, anonymous survey was distributed to various groups across the state. The survey was completed by 141 people, including teachers, prevention professionals, school administrators, and students. Survey results provided the workgroup with information about the public's general feelings about school substance abuse policies, and what they would like to see happen to improve those policies. The survey and results are included in Appendix C.

The latest available research was carefully reviewed in order to develop recommendations which are evidence-based (or shown to work), whenever possible. Unfortunately,

limitations in the research still leave us with many gaps in knowledge about what works and what doesn't.   Research summaries are included in Appendix D.

In addition, six documents were used as resources for this guide:

1. Maine's Best Practices in Bullying and Harassment Prevention: A Guide for Schools and Communities by Maine Governor's Children's Cabinet (see Appendix A);
2. Creating and Maintaining a Tobacco-Free School Policy, by Partnership For a Tobacco-Free Maine (see Appendix A);
3. Youth Empowerment and Policy Project's (YEPP) Findings and Recommendations on School Alcohol and Drug Policy[2] (see Appendix E);
4. YEPP's Findings and Recommendations on Athletic Policy[3] (see Appendix E);
5. A Report to the 123rd Legislative First Regular Session: Report of the Legislative Youth Advisory Council Public Forums, January 15, 2007[4] (see Appendix F).
6. Maine Legislative Youth Advisory Council Issue Brief: Enforcing School Alcohol and Drug Policies, 2006[5] (see Appendix F).

Conclusion

There are many good reasons for schools in Maine to create and enforce a comprehensive school substance abuse policy. Some schools may already have such a policy in place, and will only require some updating. Other schools may have policies which would benefit from a few revisions, while others may need significant changes. Given the challenges in maintaining a drug-free school, it's important to review and revise your school policy on an ongoing basis. This guide is intended to help communities and schools assess and, if necessary, strengthen their school policies so that students can learn in educational environments that are free from alcohol and other drugs.

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[2] The Youth Empowerment and Policy Project (YEPP) is a statewide group of youth focusing on program and policy issues regarding underage drinking. For more information, visit http://www.neias.org/YEP/

[3] ibid

[4] A Report to the 123rd Legislative First Regular Session: Report of the Legislative Youth Advisory Council Public Forums, January 15, 2007. http://www.maine.gov/legis/opla/legyouthrpt2006.pdf

[5] ibid

Self-Assessment for Elements of a School Substance Abuse Policy

This tool will help you determine which aspects of your school's policy may be missing or may need to be modified. Rate each component by considering your current school substance abuse policy and how effective it is at achieving the goals listed below. Keep in mind that you do not need to address every component at once. The policy should be a living document, meaning that it is always being updated and improved. Determine which components in your policy could be improved and focus your efforts on those sections first. When those sections are completed, reassess the policy and work on other sections. Use the following chart to rate your current policy:

0: This element is not currently a part of our policy.
1: This element is mentioned in our policy, but has been ineffective.
2: This element is a part of our policy, and has been somewhat ineffective.
3: This element is a part of our policy, and needs slight changes to be effective.
4: This element is a part of our policy, and has been somewhat effective.
5: This element is a part of our policy, and has been very effective.

KEY COMPONENT	RATE
1. PHILOSOPHICAL STATEMENT/DEFINITIONS (page 11)	
Our school has a substance abuse policy that:	
• States a philosophy about substance use and abuse.	
• States a rationale and the goals it aims to accomplish.	
• States the population to which it applies.	
• Has clearly written text that is easily understood by diverse audiences.	
• Has clearly defined terms	
2. COMMUNITY INVOLVEMENT (page 13)	
The policy was developed with the support and involvement of the following stakeholders:	
• School administrators, school board, school policy committee, teachers, and staff	
• Students	
• Parents, guardians, and families	
• Community members	
• Law enforcement and prevention and treatment professionals	
3. COMMUNICATION (page 17)	
There are the following provisions for communication of the policy:	
• A clear strategy for dissemination of the written policy.	
• A process to address community questions and concerns while promoting the value of the policy.	
4. PREVENTION/EDUCATION (page 19)	
There are prevention components in the policy:	
• Commitment to implementing an evidence-based substance abuse prevention curriculum.	
• A plan to create and promote positive school climate:	

▪ Mission and vision statements for the school are current	
▪ Acceptable behaviors for students and adults are clearly stated	
▪ Elements of positive school climate are delineated	
• A plan to maintain positive school climate:	
▪ Students and adults routinely evaluate school climate	
5. PROHIBITIONS (page 23)	
Our policy prohibits substances and behaviors according to standards that are agreed upon by our community:	
• The rules are consistent with state and local laws.	
• The rules reflect community values.	
• The rules are based on research.	
6. ENFORCEMENT (page 25)	
There are consistent enforcement strategies in the policy:	
• A clear system for monitoring, identifying, and reporting violations.	
• Training and support for those expected to enforce rules.	
• Provisions for due process	
7. INTERVENTION (page 29)	
There are provisions for interventions in the policy:	
• Assessment and screening of substance abuse treatment needs.	
• A system to connect students with necessary services and programs (either in school or by referral), which may include:	
▪ Student Assistance Teams	
▪ Brief intervention for youth who are not in need of treatment	
▪ Counseling for youth who are in need of treatment	
8. TREATMENT (page 33)	
There are opportunities for treatment in the school policy:	
• Substance abuse screenings and assessments are offered and encouraged by the school.	
• School is connected with the Juvenile Treatment Network.	
• School provides students with treatment services (either in school or by referral)	
9. DISCIPLINE (page 35)	
Consequences are clearly stated and are reflective of community values:	
• Consequences specifically address alcohol and other drug use by:	
▪ Students	
▪ Staff and other adults	
• Consequences are based on research.	
• Consequences reflect community values and are supported by the community.	
• Consequences are age-appropriate.	
• Consequences are appropriate to the situation.	
• Consequences and violations are clearly aligned.	
• Criteria that can increase or reduce the consequences are clearly defined.	
10. REVIEW/REVISION (page 39)	
There are procedures to periodically review and revise the policy:	
• Timetable for periodic review and revision.	
• Procedure to convene a policy committee.	
• Process to review, evaluate, and revise the policy.	

1. Philosophical Statement/Definitions

KEY PRINCIPLE: *"Our school has a comprehensive substance abuse policy"*

This section states your school's philosophy about substance use and goals of the policy. It also defines and distinguishes all terms used in the policy, including prohibited substances and activities.

A strong philosophical statement demonstrates your school's commitment to promoting healthy and safe environments for your students, staff, and community members. It should clearly outline the importance of substance abuse prevention for youth and include a rationale supported by current research. This creates a policy that is a positive preventive action rather than just a disciplinary tool.

A comprehensive school substance abuse policy should include the following:
- ✓ A philosophy about substance use and abuse
- ✓ A rationale and the goals the policy aims to accomplish
    - o Why is the policy being developed and implemented?
- ✓ The population(s) to which it applies
    - o Who will be affected by the policy? Students? Staff? Visitors?
- ✓ Clearly written text that will be easily understood by diverse audiences
- ✓ Clearly defined and distinguished terms
    - o Which substances are prohibited, and what determines use and/or possession?

Sample Philosophical Statement
from the Maine School Management Association (MSMA)[5]

(*See Appendix G for MSMA full sample policy*)

The School Board and staff of the school unit support a safe and healthy learning environment for students which is free of the detrimental effects of drugs and alcohol. Accomplishing this goal requires a cooperative effort among school staff, students, parents, law enforcement and organizations concerned with the use of drugs and alcohol by school-aged youth.

In order to promote the safety, health and well-being of students, the School Board endorses a three-pronged approach to address the issue of drug and alcohol use: prevention/education, intervention and discipline. The Superintendent is responsible for developing appropriate administrative procedures, curricula and programs to implement this policy.

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[6] Maine School Management Association (MSMA). (2003) Drug and Alcohol Use By Students Sample Policy.

2. Community Involvement

KEY PRINCIPLE: *"The school policy was developed with the involvement of all stakeholders"*

This section of your policy describes the process of involving all stakeholders[7] in policy development. Allowing broad participation in developing or revising your policy is vital for ensuring that the policy accurately represents the values of your community. This will help to create community support and ownership for the policy itself.

Individuals who are motivated to change substance abuse in their community are important to the success of this initiative. Use national research and statistics, combined with student survey data, like the Maine Youth Drug and Alcohol Use Survey (MYDAUS), to build a case that this is an important issue.

In planning the process for creating or revising your school's policy, consider how you will encourage broad community participation in the meetings of your School District's Policy Committee. School District Policy Committees are typically standing sub-committees of the School Board that meet regularly during the school year. These committees work to ensure that the school's policies are consistent and current with all state and federal laws. They also may propose new or amended policies that will be considered by the entire School Board.

Who should be involved?

- Students—including members of Student Council as well as a diverse representation of other students

- Parents/guardians and family members—including members of PTO's and booster clubs, as well as a diverse representation of other parents

- School administrators and staff-including teachers, guidance counselors, social workers, nurses, Safe and Drug Free School Coordinators, coaches/athletic directors, and co-curricular advisors

- School Board members

- Advisory groups (sub-committees of School Board, parent group, Safe and Drug Free Schools advisory group)

- Community members

- Treatment providers and prevention specialists

- Your local prevention coalition (e.g. Healthy Maine Partnerships, One Maine, Healthy Communities, and Drug-Free Communities Coalitions)

- Law enforcement—including police department or sheriff's office, school resource officers (SROs), juvenile community corrections officers (JCCOs), and Drug Enforcement Agent (DEA)

- Regular users, nonusers, those considering use, and those affected by drugs or alcohol through family or friends

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[7] Stakeholder-An individual or group with an interest in the success of an organization in delivering intended results (ICH Glossary, http://www.ichnet.org/glossary.htm, accessed 10/3/07)

Consider the following questions when setting up meetings:
- How will the Committee collect a broad representation of community feedback throughout the process?
- Are the Committee meetings held when key stakeholders are able to attend?
- Are the meetings widely advertised?
- Are meeting notes posted in a way that is accessible for the community to review and provide input?

Gaining Support and Participation in Policy Development

Below are some recommendations for including diverse stakeholder groups in the development of your school policy:

Community:
- Disseminate your current school substance abuse policy, if one exists, through local media, websites, and listserves; ask the public for recommendations on how the policy can be improved.
- Hold a community forum to encourage teen/adult dialogue regarding substance abuse and the current school policy.
- Keep the public informed of all meetings of the School District's Policy Committee, which should be open to the public.

School Personnel:
- Discuss and address concerns of school administrators and other staff, such as teachers, nurses, social workers, coaches, and co-curricular advisors.
- Involve the School Board from the very beginning of the process. Request their support and cooperation in updating and ensuring consistent enforcement of the policy.

> **Presenting to the School Board**
> Adapted from *Creating and Maintaining a Tobacco-Free School Policy,* Partnership For a Tobacco-Free Maine, 1999, p.13.
>
> The School Board will make the ultimate decision about what is written into the substance abuse policy. Before meeting with the School Board, prepare by:
>
> 1. **Learning their views about a substance-abuse policy**
>   - Allow those who support the policy to act as advocates.
>   - Meet with opponents of the policy to best tailor the presentation to their needs.
>
> 2. **Creating a strong presentation**
>   - Involve students, teachers, staff, and administrators in the presentation.
>   - Include recent medical research to strengthen the policy.
>   - Address arguments against enacting a policy, including legal issues.

All students:
- Include students on the School District's Policy Committee and other advisory groups. Offer convenient meeting times and locations to ensure their availability and access.
- Create focus groups or subcommittees where students can voice their opinions and feel they are being heard.
- Involve a diverse group of youth in the policy development process.

Families/Parents/Guardians:
- Inform parents/guardians of the School District's Policy Committee meetings.
- Invite parents/guardians to a meeting where voicing their ideas and opinions is strongly encouraged. Provide childcare or homework help during the meeting.
- Gather support from parent groups such as PTO's or booster clubs.
- Use random sampling, surveys or focus groups to research parental beliefs/concerns regarding substance abuse and youth.

Law Enforcement:
- Involve law enforcement early in assessing and enhancing the policy.
- Create an effective working relationship by maintaining active communication.
- Be proactive in working out the protocols of when and how law enforcement will be involved in a given situation, before any situations arise.

YEPP Recommendations[8]
(See Appendix E for full document)

- Identify "Collectively Identified Core Values" to create and sustain a responsible school culture.
- Welcome the entire community, including students and parents, to be part of a discussion regarding value identification and its relation to drug and alcohol policy.
- Ensure that there is an active partnership between schools and parents; use public events as forums for students to discuss core values, community substance abuse norms, and conflicting messages about alcohol with parents and other students.
- Review the drug and alcohol policy disciplinary process with the community's identified core values and the youth recommendations in mind so that it can become more interventionist, inclusive, impartial, consistent and educational.

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[8] Youth Empowerment and Policy Project (YEPP) Summary of 2001 Findings and Recommendations: Substance Abuse Policy, http://www.neias.org/pdf/FindingsRecomm2001.pdf

3. Communication

KEY PRINCIPLE: *"There are provisions for universal communication of the school policy"*

This section of your school policy outlines procedures for communicating the policy to students, school staff, parents and families, law enforcement, and visitors. Community knowledge and understanding are critical aspects of creating a successful and effective school substance abuse policy. Awareness promotes higher levels of compliance.[9] Include a plan that not only informs all community members of the new or revised policy, but also explains the reasoning behind it. In promoting the new school policy, explain why it is a positive change for the school and community in response to an important issue.

> **YEPP Recommendation:**
>
> *Collaborate yearly with local law enforcement to improve the understanding of drug and alcohol laws within the school and community.*
>
> -- Youth Empowerment and Policy Project
> www.neias.org/pdf/FindingsRecomm2001.pdf

Recommendations for disseminating the comprehensive policy:

- Provide copies of your Student Handbook in town offices, library, and other community spaces.
- Partner with local media to promote the new school policy.
- Display the policy on school and town websites, and include in local newsletters.
- Include a copy of the policy in your faculty handbook, or include it as a part of new employee orientation.
- Review the policy with all staff at the beginning of each school year, and with all students during orientation.
- Actively engage staff and students in understanding the policies.
- Announce policy changes over your school's PA system.
- Ensure that all parents receive the policy annually, and require that parents and students sign an agreement stating they have reviewed it.
- Designate time during a town meeting to present the policy to the public.

Meeting face-to-face with community groups:

- Convene community forums where students speak about the policy.

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[9] *Creating and Maintaining a Tobacco-Free School Policy,* Partnership For a Tobacco-Free Maine, 1999, p.13.

- Host meetings to answer questions and describe benefits of the policy.
- Provide information and research supporting the strategies written in the policy.
- Ask for input from all community members and ensure that parents are proactively involved.
- Share the policy at classroom get-togethers and parent-teacher conferences.

Special considerations for co-curricular policy:
- School policy should be clear, concise, and be an active part of the coaching and administrative process.
- Pledge documents should simply state the drug-free expectations and consequences for infractions.
- Before signing, the coach and athletes should read and discuss the document.[10]
- Parents should understand and support the pledge documents.
- Disseminate the policy to coaches before the season begins, and ensure that they address the policy with their athletes and their athletes' parents, verbally, as well as in written form.

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[10] Youth Empowerment and Policy Project (YEPP) Summary of 2001 Findings and Recommendations: Substance Abuse Policy, http://www.neias.org/pdf/FindingsRecomm2001.pdf

4. Prevention/Education

KEY PRINCIPLE: *"There are prevention components in the school policy"*

This section of your policy describes your school's commitment to implementing a prevention curriculum, trainings, and activities to prevent substance abuse among members of your school community.

In selecting prevention curricula and strategies to be used in your school, it is important to examine the evidence-base behind them. Research in recent years has found that many well-intentioned programs are ineffective (Flay, B., 2000; Leatherdale, S. et al, 2005; O'Donnell, J. et al, 1995). For example, programs that focus on increasing knowledge about alcohol and other drugs, their risks and dangers, are generally not successful in impacting students' behavior. In addition, programs that include a "scare tactic" approach can sometimes do more harm than good (see "A Note About Scare Tactics," Appendix H).

For this reason, using an evidence-based

Classroom Curricula: *What works?*

Reprinted from OJJDP Model Programs Guide,
http://www.dsgonline.com/mpg2.5/classroom_curricula_prevention.htm

... The nation's schools spend $125 million on drug abuse prevention curricula each year; however, many of these may not be effective in preventing substance abuse (Dusenbury and Falco, 1997).

Drug and alcohol abuse prevention curricula have traditionally been based on pure information dissemination. Previous evaluations show that this didactic approach may be effective at transmitting information regarding drug and alcohol abuse; however, it is not effective at changing the underlying attitudes and behaviors (Sherman, 2000; Gottfredson, 1998; Botvin, Botvin and Ruchlin, 1998; Miller, 2001; Mendel, 2000; Sherman, et al., 1998; Rosenbaum and Hanson, 1998; Wyrick, et al., 2001).

However, a review of the literature in the drug abuse prevention field suggests certain types of school-based curricula can effectively reduce substance abuse in adolescence (Botvin and Botvin, 1992; Dusenbury and Falco, 1997; Perry and Kelder, 1992; Tobler and Stratton, 1997). Efficacious prevention curricula consist of several key elements. Curricula delivered in an interactive format with smaller groups of young people have been shown to produce strong and lasting positive results (Tobler and Stratton, 1997). Effective curricula gives students the tools to recognize internal pressures like stress or anxiety and external pressures like peer attitudes and advertising that may influence them to use alcohol, tobacco, and other drugs. Following this, another useful component is helping students develop and practice personal, social, and refusal skills in order to resisting these influences effectively (Dusenbury and Falco, 1997). Changing perceptions of friends' tolerance of drug use was a substantial mediator of program effects on drug use (MacKinnon, et al., 1991).

curriculum is an important element of a school's substance abuse prevention efforts. There are many successful prevention programs that have been studied and evaluated for use with students in a classroom setting. For a full list of evidence-based prevention programs that have been reviewed and approved by the federal Substance Abuse and Mental Health Services Administration, please visit http://www.nrepp.samhsa.gov/. A few examples include:

- **Project Towards No Drug Abuse (Project TND)**, a drug use prevention program for high school youth. The current version of the curriculum is designed to help students develop self-control and communication skills, acquire resources that help them resist drug use, improve decision-making strategies, and develop the motivation to not use drugs. It is packaged in 12 40-minute interactive sessions to be taught by teachers or health educators. The TND curriculum was developed for high-risk students in continuation or alternative high schools. It has also been tested among traditional high school students.

- **Class Action** and **Project Northland**, an alcohol-use prevention curriculum series. Class Action (for grades 11-12) and Project Northland (for grades 6-8) are designed to delay the onset of alcohol use, reduce use among youths who have already tried alcohol, and limit the number of alcohol-related problems experienced by young drinkers. Class Action draws upon the social influence theory of behavior change, using interactive, peer-led sessions to explore the real-world legal and social consequences of substance abuse. The curriculum consists of 8-10 group sessions in which students divide into teams to research, prepare, and present mock civil cases involving hypothetical persons harmed as a result of underage drinking. Using a casebook along with audio taped affidavits and depositions, teens review relevant statutes and case law to build legal cases they then present to a jury of their peers. Case topics include drinking and driving, fetal alcohol syndrome, drinking and violence, date rape, drinking and vandalism, and school alcohol policies. Students also research community issues around alcohol use and become involved in local events to support community awareness of the problem of underage drinking. Class Action can be used as a booster session for the Project Northland series or as a standalone program.

- **Project ALERT**, a school-based prevention program for middle or junior high school students that focuses on alcohol, tobacco, and marijuana use. It seeks to prevent adolescent nonusers from experimenting with these drugs, and to prevent youths who are already experimenting from becoming more regular users or abusers. Based on the social influence model of prevention, the program is designed to help motivate young people to avoid using drugs and to teach them the skills they need to understand and resist pro-drug social influences. The curriculum is comprised of 11 lessons in the first year and 3 lessons in the second year. Lessons involve small-group activities, question-and-answer sessions, role-playing, and the rehearsal of new skills to stimulate students' interest and participation. The content focuses on helping students understand the consequences of drug use, recognize the benefits of nonuse, build norms against use, and identify and resist pro-drug pressures.

Promoting a Positive School Climate

Another essential component of substance abuse prevention in schools is the creation and maintenance of a positive school climate. Research has found that students who attend schools where the majority of students feel connected to school are less likely to use alcohol, have lower intentions to use alcohol, perceive that fewer of their classmates use alcohol, and have aspirations that are not consistent with alcohol use.[11]

School climate is created by the attitudes, beliefs, values and norms of those within the school, and is driven by how well and how fairly the adults in the school create, implement, model, and enforce these aspects.[12]

While the definition may differ from school to school, a positive school climate is one in which the school community prioritizes learning, values students and adults, provides physical, emotional and social safety for students and adults, promotes teamwork, rewards students for positive behavior, and facilitates open dialogue about issues of drugs and alcohol and their consequences.

While prevention efforts must occur in the school itself, the community impact on positive school climate should not be overlooked. If the school is part of a community that values students and education, this can positively influence the climate of the school.

Families, parents, and guardians also play a vital role in promoting a positive school climate by role modeling and supporting the school's efforts to decrease substance use (see Appendix I for additional information about positive school climate).

Behavior norms are established by the school community:

Acceptable behavior includes respect for self and for others, while unacceptable behavior includes anything causing harm to self or others.

Who communicates these messages:
- Messages begin at the superintendent level and are communicated by all staff— including principals, assistant principals, guidance counselors, teachers, coaches, secretaries, custodians, and bus drivers.
- Parents and community members reinforce these messages.
- Students receive messages about what is "normal" and "expected" behavior from adults and from their peers.
- Norms are also communicated in co-curricular settings.

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[11] Henry, K & Slater, M., 2007, p. 67

[12] Maine Governor's Children's Cabinet. 2006. Maine's Best Practices in Bullying and Harassment Prevention: A Guide for Schools and Communities, p.2.

- Ensure that coaches and co-curricular advisors reinforce positive norms and expectations for students (see Appendix D for more details about co-curriculars and substance use).

Recommendations for communicating positive school norms:
- Remind all adult members of your school community that they are role models.
- Encourage teacher leadership in promoting positive messages and expectations.
- Provide rewards and recognition for ethical behavior.
- Promote student involvement and leadership in planning activities and designing presentations.
- Reinforce positive school norms during orientations for all incoming students and staff.

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YEPP Recommendations[13]

An important aspect of preventing substance abuse in schools is the consistent promotion of ethical and responsible behavior by all members of the community.

Teachers are authorized and expected to teach, model and enforce ethical and responsible behavior.
- Youth need to be involved in the discussion of ethical behavior of teachers and in setting the standards for teacher behavior
- Schedule yearly forums where teachers can give feedback and discuss the conflict they may feel as "role models" and their use of alcohol or other substances

Efforts to promote ethical and responsible behavior are an integrated part of the school's curriculum and culture.

Ethical and responsible student behavior is actively promoted and recognized.
- Create a reward system and publicly present awards to students who demonstrate ethical and responsible behavior
- Allow students to nominate and present awards to their peers in recognition of ethical behavior

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[13] Youth Empowerment and Policy Project (YEPP) Summary of 2001 Findings and Recommendations: Substance Abuse Policy, http://www.neias.org/pdf/FindingsRecomm2001.pdf

5. Prohibitions

KEY PRINCIPLE: *"Our school policy prohibits substances and behaviors according to standards that are agreed upon by our community"*

This section of your policy explains the who, what, where, when, and how of prohibited substances and actions.

Remember: It is difficult to have an effective school policy unless there is ownership from the community.

While the School Board ultimately decides what will be included in the school policy, it is critical that all key stakeholders have participated in writing appropriate rules. This will ensure that the policy reflects the general beliefs of your community.

Research shows that clear rules and consequences at school serve as protective factors for substance abuse prevention.[14] Rules should be written clearly and specify expectations for behavior so that all members of your school community understand them. Clearly written rules also enable people who are enforcing the policy to be consistent when dealing with violations.

Ensure that the school policy states:
- To whom the rules apply
  - Create clear rules to be followed by students, staff, and visitors
- Where the policy applies
  - School buildings, grounds, including vehicles parked on school grounds
  - School-sponsored off-campus events, including athletic events and field trips
  - Consider including non-school events, *if* stakeholders agree
- What the specific rules are/expectations for behavior, for example:
  - Clothing or accessories advertising and/or promoting alcohol or other substances will be prohibited
  - Staff may not possess alcohol on school grounds
- How the rules are consistent with state and local laws
- The distinction between prescribed medications and abused medications

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[14] Schaps, E. & Solomon, D., 2003, p.299-328

Special considerations for co-curricular policies:

- The length of the contract
  - Will it apply year-round, only during the sports season, or only during the school year?
- Where does the policy apply?
  - School-sponsored off-campus events, including athletic events and field trips
  - Non school-sponsored off-campus parties
- Is there a specific policy for athletes that differentiates athletics from and other co-curricular activities?

Sample Prohibited Conduct

From *MSMA Sample Policy*:

No student shall distribute, dispense, possess, use or be under the influence of any alcoholic beverage, malt beverage, fortified wine or other intoxicating liquor. Nor shall a student manufacture, distribute, dispense, possess, use or be under the influence of any narcotic drug, hallucinogenic drug, amphetamine, barbiturate, marijuana, anabolic steroid, any other controlled substance defined in federal and state laws/regulations, any look-alike substance, or any substance that is represented to be a controlled substance.

These prohibitions apply to any student who is on school property, who is in attendance at school or at any school-sponsored activity, or whose conduct at any time or place directly interferes with the operations, discipline or general welfare of the school.

(From Maine School Management Association (MSMA). (2003) Drug and Alcohol Use By Students Sample Policy)

From *Creating and Maintaining a Tobacco-Free School Policy:*

A. Prohibit students from possessing, selling, and using tobacco, alcohol and other drugs on school property, in school vehicles, and at school-sponsored events on or away from school property.
B. Prohibit staff and visitors from unlawful possession, use, and/or distribution of tobacco, alcohol, and other drugs on school property, in school vehicles, and at school-sponsored events on or away from school property.
C. Prohibit tobacco, alcohol, and other drug advertising on signs, clothing, or through sponsorship of school events, in school buildings, at school functions, and in school publications.

*(*From *Creating and Maintaining a Tobacco-Free School Policy,* Partnership For A Tobacco-Free Maine, 1999, p.9.)

6. Enforcement

KEY PRINCIPLE: *"There are consistent enforcement strategies in the school policy"*

This section of your policy describes the ways in which the policy will be enforced. According to research, school policies regarding substance use need to be consistently enforced to be effective.[15] In fact, research shows that when it comes to deterrence, youth certainty of being caught is far more important than the nature of the punishment itself.[16] In Maine, student survey data confirms that when youth believe they are going to get caught, they are less likely to drink alcohol or use other drugs.[17]

Unfortunately, lack of consistent monitoring and enforcement is a common complaint regarding school substance abuse policies.[18] In your policy, include a clearly written procedure describing the steps to be taken when violations of the policy occur. The policy should also describe how the school will provide training and support to those who are expected to enforce the rules, including administrators, teachers, and other staff. Law enforcement, especially school resource officers, should be provided with clear expectations of their roles.

> ### *Ensuring Due Process*
>
> A clear description of your school's procedure to ensure due process, including an appeal process, should be included in your policy.
>
> Your substance abuse policy should clearly state that a violation of the policy may be a violation of the law. Include a specific protocol to follow if a violation occurs. Each school's protocol may differ, but it is important to ensure that yours is a result of a community decision. All who are enforcing the policy should be aware of this protocol.
>
> Your school's appeal process should be clearly outlined. Students and parents need the right to appeal the school administration's decision to the School Board, while protecting the student's privacy.

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[15] Griesbach, D. et al, 2002, p.31-41; Wakefield, M. et al, 2000, p.333-337
[16] Dent et al., 2005, 355-362; Grosvenor et al., 1999, p.187-191
[17] Maine Youth Drug & Alcohol Use Survey, 2006
[18] Maine School Substance Abuse Policy Opinion Survey, June 2007

Breathalyzers and Drug Testing in Schools

Many schools have specific procedures detailed in their policy concerning the use of breathalyzers or drug testing at school or school-sponsored events. The use of breathalyzers and other drug testing in schools can be a controversial issue.

To date, there has been limited and mixed research on the effectiveness of school drug testing. A recent study of 11 high schools found that a student-athlete drug testing program was not a deterrent for student drug and alcohol use. Instead, the program was accompanied by an increase in some risk factors for future substance use (Goldberg, L., et al. 2007). Another study, which looked at 76,000 students nationwide, found no difference in drug use rates in schools with drug testing programs, compared to those without such programs (Yamaguchi, R., et al, 2003).

However, an earlier and smaller study of two schools found that students in the school with the drug and alcohol testing were four times less likely to have used drugs and alcohol than their non-tested peers (Goldberg, L., et al, 2003).

Random student drug testing is recommended by the Office of National Drug Control Policy. The ONDCP's 2004 document, *What You Need to Know About Starting a Student Drug Testing Program* is available online or as a PDF:
http://www.whitehousedrugpolicy.gov/publications/student_drug_testing/

Using student drug testing is a decision to be made at the local level with input and support from your community. We recommend that you carefully reviedw the policy with your local council to be sure you can justify drug testing, and that the justification will hold up in court. If drug and alcohol testing is used in schools, it should be just one part of a comprehensive substance abuse policy, rather than a replacement for other preventive actions.

MONITORING AND REPORTING VIOLATIONS

Recommendations for ensuring consistent implementation and enforcement by**...**

ALL STUDENTS:
- Ensure that students understand the policy and the reasoning behind its enforcement and consequences (including not just punitive measures, but also providing help for those who need it). Clearly express concern for their well-being and safety.
- Make it safe for students to report policy violations by other students without fear of repercussions.

- Consider providing lessened consequences for self-reported violations so that students are more likely to step forward and receive the help they need.

STUDENTS PARTICIPATING IN CO-CURRICULAR ACTIVITIES:
- Ensure that students and coaches/co-curricular leaders carefully review the policy and consequences before the start of each season.
- Educate coaches/co-curricular leaders regarding the importance of consistent enforcement for students to receive the help they need.
- Make sure that the policy is enforced for every student participating in co-curricular activities in the same way, and is not dependent upon a student's status.

PARENTS/FAMILIES:
- Provide education about the policy and why its enforcement is so important.
- Provide parents/guardians with support and tools to effectively communicate the policy, consequences, and expectations.
- Increase the trust of parents/guardians that the school will respond appropriately, fairly, and consistently so that they are more likely to support enforcement of the policy.
- If your policy includes reduced consequences for self-reported violations or family-reported violations, ensure that this is communicated.

SCHOOL STAFF:
- Educate school personnel regarding how consistent enforcement of the policy will ensure that students will receive the help they need.
- Find a champion who will be able to promote the policy to staff and remind them of the policy rules and regulations.
- Ensure that staff act as role models—teaching, modeling, and enforcing ethical and responsible behavior.

LAW ENFORCEMENT:
- Facilitate open discussions between students and law enforcement.
- Clearly communicate confidentiality restrictions between law enforcement and schools.
- Create a connection between the school and law enforcement.
- Share clear expectations with enforcement officials and provide them with necessary resources.

7. Intervention

KEY PRINCIPLE: *"There are provisions for interventions in the school policy"*

This section of your policy should outline intervention(s) to be used with students and staff who have violated the substance abuse policy. While a disciplinary action serves as punishment, an intervention provides education, services, or support to those in need. Currently, only a small percentage of schools in the U.S. use intervention strategies in addition to discipline.[19] However, policy enforcement should lead not only to consequences, but also to options for intervention and avenues for treatment, if necessary, to encourage changes in behavior.[20] Referring students to assessment and intervention or treatment, rather than just punishing them, has been shown to have positive results.[21] By identifying programs and services that provide support to those who are caught in violation of the policy, you also increase support for the policy and its enforcement.

In your policy, it is important to outline the types of intervention services that the school will provide. Interventions offered for students and staff may include substance abuse assessment by a school counselor or nurse, screening for further evaluation using tools such as the JASAE,[22] and Student Assistance Teams. For students who need it, there should be referral to counseling or treatment and relapse-prevention support (see Chapter 7 for treatment recommendations). However, screening and assessment will find that not all students who violate the policy will have a diagnosable substance abuse problem such as dependence or addiction. These are students who are not in need of treatment, but could benefit from an intervention to prevent them from continuing down an unhealthy path. For these students, the school can require a "brief intervention" session or "motivational interview" with a trained staff member such as school counselor or nurse, or participation in an educational program. In all interventions, consider the role of the family, requesting participation by the parent/guardian when appropriate.

As with implementing consequences, it is necessary to protect confidentiality when implementing interventions. It is also important to ensure that individuals receiving interventions are not labeled as substance abusers or troublemakers, because this kind of "labeling" can serve to encourage, rather than discourage, the problem behavior.

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[19] Evans-Whipp, T et al., 2004, p. 229.
[20] Soteriades, E. et al, 2003, p. 154-158; Hamilton, G. et al, 2003, p.507-513.
[21] Hamilton, G et al., 2003, p. 511.
[22] http://www.juveniletreatmentnetwork.org/

Sample Intervention Description

from the Maine School Management Association (MSMA):

The school unit will establish a team approach [or other approach as determined by the school unit] to intervene with students with drug/alcohol problems. Students will be assisted in addressing their drug/alcohol problems and in continuing their educational program. Students will be provided with information and referral, if necessary, to aid them in obtaining assistance from appropriate community organizations. Student records concerning such interventions shall be kept confidential as required by state and federal laws.

Maine School Management Association (MSMA). (2003) Drug and Alcohol Use By Students Sample Policy.

Interventions for Youth

What services can schools provide for youth who are not in need of treatment or counseling services, but who do need an intervention to get back on track?

Below are some recommendations based on current research. However, new research is published every day. If you have questions about a specific program, please contact the Maine Office of Substance Abuse (see Appendix A, Resources).

- For youth caught abusing substances who are *not* in need of treatment, group programs can sometimes do more harm than good. This could be due to their effect of labeling and stigmatizing youth as delinquent or troublemakers. Group programs can also encourage them to bond and identify with other youth who have been similarly labeled, which can lead to an increase in the problem behavior.[23] *(Note: This does not apply to treatment programs, which can use a group setting effectively.)*

- Consider providing one-on-one interventions for youth whenever possible. One-on-one interventions may help to minimize the harmful effects of labeling and bonding that can occur with group programs, without condoning underage drinking behavior as "normal".[24]

- Consider training school staff, such as nurses and social workers, in techniques of brief intervention and motivational interviewing. Brief intervention is an evidence-based strategy to reduce alcohol use among high-risk drinkers who are not alcohol dependent.

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[23] Lazovich, D., et al., 2001, p.1790-1791; Kammer, J. & Minor, K., 1997, p.51-56.
[24] Kammer, J. & Minor, K., 1997, p.51-56.

Among adolescent drinkers, one-on-one brief interventions, often using the technique of motivational interviewing, have found promising results in reducing alcohol consumption.[25]

- Carefully consider any educational programs that are being offered to students who are caught in violation of the school policy. To date, there are no published studies that have found educational programs alone to be effective for juvenile offenders in reducing substance abuse or recidivism rates compared to control groups.[26] However, few studies have used experimental conditions, largely due to the controversial nature of placing juvenile offenders in control groups.[27] Clearly more research is needed in this field.

However, there are some educational programs that have found promising evaluation results (as yet unpublished) when used with youth who are in trouble for substance abuse infractions. One example is the PRIME for Life program, used in Maine by AdCare's SIRP program.[28]

YEPP Recommendations [29]

- Review the drug and alcohol disciplinary process with the community identified core values and the youth recommendations in mind so that it can become more interventionist*, inclusive, impartial, consistent and educational.

- Write procedures into policy that support rather than simply punish students who are willing to accept help for drug and alcohol related problems.

- Hold awareness meetings to inform students of treatment options.

- Provide a drug counselor in the school.

- Develop or refine a system of referral so that a student can inform the appropriate people that a friend may need help without fear of persecution.

(*note: "Interventionist" refers to a procedure other than punishment)

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[25] Bailey et al., 2004, 157-167; Werch et al., 1996, p.335-338; Werch et al., 2005, 284-290

[26] Kammer & Minor, 1997, p.51-56

[27] Patrick & Marsh, 2005, p.59-73

[28] PRIME for Life, http://www.askpri.org/; SIRP, http://www.neias.org/sirp.html

[29] Youth Empowerment and Policy Project (YEPP) Summary of 2001 Findings and Recommendations: Substance Abuse Policy, http://www.neias.org/pdf/FindingsRecomm2001.pdf

8. Treatment

KEY PRINCIPLE: "*There are opportunities for treatment in the school policy*"

Schools can significantly enhance their students' ability to succeed in school by creating policies that offer avenues to assess a student's need for treatment when he or she is identified as using alcohol or other drugs. For example, many schools provide alternatives to suspension or reduced suspension time by requiring a student to have a substance abuse assessment. Students who may need treatment should be assessed and diagnosed by a licensed professional according to the DSM IV-TR (The Diagnostic and Statistical Manual of Mental Disorders (DSM-IV-TR), published by the American Psychiatric Association, is the handbook used most often in diagnosing mental disorders in the United States).

Schools can partner with the Maine Juvenile Treatment Network to assist in identifying, screening, and referring adolescents with substance abuse issues to appropriate treatment resources. [30] The Network is a collaboration of the Office of Substance Abuse, the Department of Corrections, and treatment providers statewide, and is managed by Day One. Originally developed for youth involved in the juvenile corrections system, the Juvenile Treatment Network expanded in 2002 to include adolescents referred through Network trained schools. The referral for screening is made by a Network-identified School Contact, and uses the Juvenile Automated Substance Abuse Evaluation (JASAE) tool. The JASAE screening tool is a 107 question self-report automated questionnaire that evaluates an adolescent's drug or alcohol use, attitudes and life stressors. After completion, the JASAE is scored at the Network office where it is determined, based on the results, whether or not the juvenile should be referred to one of the over 50 Network providers for further substance abuse evaluation. In addition, the Juvenile Treatment Network offers support, and facilitates collaboration statewide among the Department of Corrections, community-based organizations, school personnel and treatment providers. For more information on how schools can participate at no cost, see the Network's website at: www.juveniletreatmentnetwork.org.

There are other options for schools to be able to provide either a referral to treatment or school-based treatment services. Some schools have successfully housed counselors on site or within the school district in order to increase the availability of services. Schools can use internal funds and collaboration with local substance abuse treatment providers in order to create a system for referrals for intervention and treatment in their community. Safe and Drug Free Schools funds for referrals for intervention and to treatment can be another option. ***Note: Safe and Drug Free Schools funds cannot be used to pay for***

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[30] From www.juveniletreatmentnetwork.org

intervention and treatment services. All state licensed treatment providers accept MaineCare. Many of the treatment providers, as well as the Juvenile Treatment Network, have supplemental funds to enable them to provide treatment to students who have no insurance. Schools should refer to the Maine Office of Substance Abuse for providers in their region at the following website: http://portalx.bisoex.state.me.us/pls/osa_provider/provdev.provider_search.search_details (type in town or county).

9. Discipline

KEY PRINCIPLE: *"Consequences are clearly stated in the school policy and are reflective of community values"*

This section of your school policy should state which disciplinary sanctions will be imposed for which violations, consistent with local, state, and federal laws. Clear rules and consequences at school serve as protective factors* for substance use prevention.[31] The disciplinary section of your policy should clearly detail what consequences will result from each offense. The policy should describe the extent of school authority in the discipline and the specific steps that will be taken depending on the level of offense. These specifications may differ from school to school, and will depend on what your school and community agrees are appropriate. This is another reason it is critical to involve a diverse group of community members when writing your policy.

It is especially important that those responsible for enforcing the rules believe that the consequences are appropriate for both age and offense. Research conducted with police officers has found that they are more likely to enforce underage drinking laws if they believe the consequences will be consistent, predictable, not overly harsh, and appropriate to the offense.[32]

The policy should specifically address actions taken for the following violations:
- Suspected of using alcohol or other drugs at school, or at school-sponsored events
- Caught in possession of alcohol or other drugs at school, or at school-sponsored events
- Caught using alcohol or other drugs at school, or at school-sponsored events

An "appropriate" consequence is...
- Reflective of community values
- Based on research whenever possible
- Consistent, non-discriminatory, and reasonable
- Reviewed, known, and understood by all stakeholders

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[31] Schaps, E. & Solomon, D., 2003, p. 299-328.
[32] Schneider, A., 1988, 103-124; Wolfson, M., et al, 1995, p.428-439.

Protective factors are characteristics, variables and/or conditions present in individuals or groups that enhance resiliency, increase resistance to risk, and fortify against the development of a disorder or adverse outcome. (National Center for Children Exposed to Violence, http://www.nccev.org/resources/terms.html, accessed 10/24/2007).

- Appropriate to :
    - Level of offense
        - For example, supplying or distributing alcohol or other drugs should be given a different consequence than possession or use of alcohol or other drugs
    - Age/development of offender
    - Circumstances of the incident/substance used
        - For example, if this is a first time offense versus a third time offense, the consequences will differ
    - The school's available resources
- Enforceable
- Predictable
- Not overly harsh
- Able to separate the student from the behavior, i.e. does not result in "labeling" the student as a troublemaker or substance abuser, which can result in the student internalizing that identity.[33]

What about suspension?

While suspension and expulsion may be necessary or required in some cases, there is research that has identified out-of-school suspension and expulsion as risk factors* that can further alienate students from school.

Researchers have found that suspending and expelling students with substance use violations has the potential of "adding lack of involvement in school and school failure to the list of risk factors experienced by these students" (Evans-Whipp, T. et al, 2004, p.232).

School bonding can be a powerful protective factor for preventing youth substance abuse. Using alternative consequences to keep students in school and accommodate opportunities for students to work with adults in a positive way can be more effective than suspension (Black, S., 2004; Hallam, S. et al, 2001; Maxwell, L., 2007; Morris, R., 2003).

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[33] Lemert, 1951, 1971, cited in Osgood 1984 and Patrick et al, 2005; Becker, 1963, cited in Patrick et al, 2005.

*Risk factors are characteristics, variables and/or conditions present in individuals or groups that increase the likelihood of that individual or group developing a disorder or adverse outcome. (National Center for Children Exposed to Violence, http://www.nccev.org/resources/terms.html, accessed 10/24/2007).

Suggestions for Appropriate Consequences

Community members may view disciplining differently. This makes it critical to gather input from as diverse a group as possible when writing a comprehensive school substance abuse policy.

- Involve parents/guardians and the student when choosing the consequence or intervention
- Whenever possible and appropriate, use loss of privileges that do not restrict educational opportunities
- Use out-of-school suspension and expulsion only when necessary
- Offer community service as a consequence
- Ask the student to write a personal goal statement, including how substance abuse might interfere with those goals
- Partner with law enforcement when determining consequences
- Provide referrals for evaluation, counseling, and/or treatment *(See Section 7, Treatment)*

It should be communicated that substance abuse is a serious problem. Offering support should be part of the comprehensive approach to substance abuse in schools.

Special considerations for co-curricular activities:

- In athletic or co-curricular settings, consider using loss of privileges that do not result in complete expulsion from the group or team. For example, allow the student to continue to practice, but not play X number of games (see Appendix D for additional considerations regarding co-curriculars).

What Consequences Do Schools Already Use?

Data shows that there are a wide range of consequences used by schools nationwide. With regard to alcohol use violations by schools, the actions schools "almost always or always" take are:

Notification:

> **99.2%** Notify parent/guardian

Referrals:

> **95.7%** Refer student to school administrator

> **64.0%** Refer student to school counselor

> **35.9%** Refer student to legal authorities

Consequences:

> **64.6%** Suspend student from school

> **17.9%** Give student in-school suspension

> **12.6%** Place student in detention

> **4.0%** Reassign student to an alternative school

> **2.0%** Expel student from school

Assistance Programs:

> **54.1%** Encourage student to participate in an assistance program

> **39.5%** Require student to participate in an assistance program

From: Small, M. 2001. School policy and environment: Results from the School Health Policies and Programs Study. *Journal of School Health.*

10. Review/Revision

KEY PRINCIPLE: *"There are provisions for periodically reviewing and revising the policy"*

This section of your policy describes your school's procedures to periodically review and revise the substance abuse policy. The School District's Policy Committee should be convened at least every two years to evaluate the policy.[34] By reviewing the school policy at regular intervals, any issues that have arisen can be addressed. Also, sections that have not been effective can be modified. A regularly scheduled review process also helps to remind the public about the policy and why it's important.

Reviewing the policy should coincide with evaluating its results. Consider what data you will need to collect regarding the effectiveness of the policy, so that this can help shape your revisions. Remember to include a diverse group of stakeholders in the review and revision process (*see Section 2, Community Involvement*).

The school substance abuse policy should:
- Outline a realistic timetable for periodic review and revision of the policy.
- Describe the procedure to be followed by the policy committee.
- Include the process of reviewing, evaluating, and revising the policy.
- Outline who should be at the table.

To effectively review and revise the policy:
- Include key stakeholders in the review/revision process.
- Evaluate how the policy is working (or isn't working). Ask students, parents, teachers, and staff for feedback and anecdotal information regarding the policy, its enforcement, and its impact. Ask law enforcement representatives for their feedback and suggestions to improve the policy. Compare pre- and post-data regarding substance abuse rates as measured by student survey data. Convene focus groups to explore any issues that are raised.
- Examine any technological advances or new research that has come up since the policy was last reviewed.
- Review the policy with help from legal advisors.

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[34] *Policy Review Checklist* of Maine Safe and Drug-Free Schools and Communities Program

Suggestions from *Creating and Maintaining a Tobacco-Free School Policy*[35]

Study all aspects of the policy, from the effects on students, to number of violations, to how many people have been referred for substance abuse counseling. As data is collected, ensure that the community is aware of the school's successes. Send home letters to parents or have articles printed in school and local newspapers. Maintaining interest in the policy, while also publicizing its effectiveness, will gather additional support and make it easier to enforce.

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[35] *Creating and Maintaining a Tobacco-Free School Policy,* Partnership For A Tobacco-Free Maine, 1999, p.14

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APPENDICES

Appendix A: *Resources*

Appendix B: *Workgroup Members*

Appendix C: *Public Opinion Survey*

Appendix D: *Literature Reviews*

Appendix E: *Youth Policy and Empowerment Project (YEPP): Findings and Recommendations*

Appendix F: *Maine Legislative Youth Advisory Council*

Appendix G: *Maine School Management Association: Sample Policy*

Appendix H: *A Note About "Scare Tactics"*

Appendix I: *Positive School Climate: Additional Information*

Appendix A: Resources

Some websites, books, programs, and organizations you may find useful include:

PREVENTION:

❑ Maine Safe and Drug-Free Schools and Communities Program:
http://www.mainesdfsca.org/

❑ Maine's Environmental Substance Abuse Prevention Center:
http://www.mcd.org/mesap.asp

❑ Maine Youth Voices: http://www.neias.org/MYV/

❑ Youth Empowerment and Policy Project (YEPP) Summary of 2001 Findings and
Recommendations: Substance Abuse Policy,
http://www.neias.org/pdf/FindingsRecomm2001.pdf

❑ Maine Legislative Youth Advisory Council (LYAC):
http://www.maine.gov/legis/opla/legyouth.htm

❑ Creating and Maintaining a Tobacco-Free School Policy:
http://www.tobaccofreemaine.org/dangersspi.html by the Partnership for a Tobacco-
Free Maine: www.tobaccofreemaine.org

❑ Maine's Best Practices in Bullying and Harassment Prevention: Maine Governor's
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Prevention: A Guide for Schools and Communities.
http://www.maine.gov/education/bullyingprevention/

❑ SAMHSA's National Registry of Evidence-Based Programs and Practices:
http://nrepp.samhsa.gov/

❑ Center for Substance Abuse Prevention (CSAP): http://prevention.samhsa.gov/

INTERVENTION:

❑ AdCare's Student Intervention and Reintegration Program:
http://www.neias.org/sirp.html

❑ PRIME for Life: http://www.askpri.org

TREATMENT:

- SAMHSA's Substance Abuse Treatment Facility Locator: http://dasis3.samhsa.gov/

- Juvenile Treatment Network: http://www.juveniletreatmentnetwork.org

- OSA's online searchable directory of licensed alcohol and drug abuse treatment agencies and prevention programs operating in the State of Maine: http://www.maine.gov/dhhs/osa/help/directory.htm

- Addiction Technology Training Center-New England: http://www.attc-ne.org/

- Ingraham Resource Link: This searchable database, operated by Ingraham, contains information on over 1,500 social services in Southern Maine: http://www.ingraham.info/

RECOVERY:

- OSA's listing of support group meetings in Maine: http://www.maine.gov/dhhs/osa/help/selfhelp.htm

- Maine Association of Addiction Recovery (MAAR): http://www.masap.org/site/recovery.asp

GENERAL:

- Maine's Office of Substance Abuse: http://www.maineosa.org

- AdCare Educational Institute of Maine: http://www.neias.org/SATadcareME.html

- Join Together—Advancing effective alcohol and drug policy, prevention, and treatment: http://www.jointogether.org/

- Office of National Drug Control Policy (ONDCP): http://www.whitehousedrugpolicy.gov

Appendix B: Workgroup members

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Maine School Management Association

Maine Principal's Association

Legislative Youth Advisory Council (LYAC)

Appendix C: Public Opinion Survey

In May of 2006 an online survey was distributed across the state to gauge current attitudes among community members around school substance abuse policies. The following are the survey questions and results. A total of 141 people completed the survey.

	Response Percent % (Response Count)
1. What is your role in the school or community?	
High school student	**4.1% (7)**
College student	**4.1% (7)**
Parent	**19.8% (34)**
Teacher	**4.7% (8)**
School Administrator	**26.7% (46)**
School Counselor	**16.3% (28)**
Athletic Director	**0.6% (1)**
Coach	**0.0% (0)**
Prevention professional	**23.8% (41)**
Local coalition member	**13.4% (23)**
Law enforcement	**6.4% (11)**
Business owner	**1.2% (2)**
Health care professional	**19.2% (33)**
Treatment professional	**5.2% (9)**
Youth-serving organization	**9.3% (16)**
Local government	**1.7% (3)**
Faith organization	**1.7% (3)**
Other	**19.2% (33)**
2. Think of a school whose policy you are most familiar with, in order to answer the next section of the survey with a specific school in mind. What level is this school?	
Elementary school	**9.3% (17)**

Junior High/Middle school	**9.9% (18)**
High school	**59.9% (109)**
K-8	**3.3% (6)**
K-12	**17.6% (32)**

3. Estimate of the number of students in the school:

0-200	**12.6% (23)**
201-400	**22.0% (40)**
401-600	**19.2% (35)**
601 and above	**44.0% (80)**
Don't know	**2.2% (4)**

4. To your knowledge, does the school have a substance abuse policy in effect?

Yes	**92.2% (166)**
No	**2.8% (5)**
Don't know	**5.0% (9)**

5. Which of the following components are included in your school's substance abuse policy?

A zero tolerance discipline policy	**55.3% (68)**
A written compliance form, contract, or honor code for all students and parents to sign	**17.1% (21)**
A written compliance form, contract, or honor code for all students involved in extra-curricular activities and their parents to sing	**34.1% (42)**
A written compliance form, contract, or honor code for all students involved in athletics and their parents to sign	**40.7% (50)**
Announced testing for substance use	**2.4% (3)**
Random testing for substance use	**3.3% (4)**
Consequences for substance use off school premises	**53.7% (66)**
Consequences for attendance, regardless of use, at event where drugs/alcohol were present	**48.8% (60)**
Consequences for indications of substance use on social networking websites, such as	**13.0% (16)**

MySpace or Facebook	
Consequences for wearing clothing at school that promotes tobacco, alcohol, or drugs	**69.1% (85)**
In-school suspension for policy violations	**41.5% (51)**
Out-of-school suspension for policy violations	**84.6% (104)**
Expulsion for policy violations	**59.3% (73)**
Referral to law enforcement authorities for investigation/prosecution	**72.4% (89)**
In-school counseling services	**73.2% (90)**
Outside referral services if the school does not have a counselor on staff	**50.4% (62)**
Guidelines regarding substance use, other than tobacco, by teachers, staff, and other adults on school grounds	**61.0% (75)**
Other	**4.0% (5)**

6. What action does the school administration take if a student is:

	Nothing	Detention	Suspension from School	Police are Called	Parents are Called	Student is referred to cessation services
Suspected of using tobacco at school	**22.7% (22)**	**20.6% (20)**	**26.8% (26)**	**16.5% (16)**	**62.9% (61)**	**42.3% (41)**
Caught in possession of tobacco at school	**2.9% (3)**	**23.5% (24)**	**66.7% (68)**	**41.2% (42)**	**81.4% (83)**	**59.8% (61)**
Caught using tobacco at school	**0%(0)**	**19.6% (20)**	**76.5% (78)**	**47.1% (48)**	**81.4% (83)**	**62.7% (64)**

7.What action does the school administration take if a student is:						
	Nothing	**Detention**	**Suspension from School**	**Police are Called**	**Parents are Called**	**Student is referred to substance abuse treatment**
Suspected of using alcohol at school	10.0% (10)	4.0% (4)	42.0% (42)	40.0% (40)	82.0% (82)	52.0% (52)
Caught in possession of alcohol at school	0% (0)	7.6% (8)	93.3% (98)	72.4% (76)	93.3% (98)	70.5% (74)
Caught using alcohol at school	0% (0)	6.6% (7)	93.4% (99)	68.9% (73)	95.3% (101)	75.5% (80)
Suspected of using other drugs at school	8.2% (8)	4.1% (4)	62.2% (61)	53.1% (52)	85.7% (84)	59.2% (58)
Caught in possession of other drugs at school	0% (0)	4.8% (5)	94.3% (99)	86.7% (91)	96.2% (101)	73.3% (77)
Caught using other drugs at school	1.0% (1)	4.8% (5)	93.3% (98)	81.0% (85)	96.2% (101)	75.2% (79)

8. How is the policy communicated to students and parents?	**Response Percent**
School newsletters or bulletins are sent home	**42.2% (43)**
There is a mandatory school orientation/parent night at the beginning of each school year addressing drug and alcohol use	**17.6% (18)**
A parent handbook is given to parents	**37.3% (38)**
A letter is sent home to parents	**10.8% (11)**
A student handbook is shared with parents	**90.2% (92)**

There are parent/teacher conferences early in the school year and the policy is addressed	**16.7% (17)**
Children inform their parents of the school's policy	**23.5% (24)**
Don't know	**2.9% (3)**
Other	**19.6% (20)**
9. How effective do you think the school's communication of the policy is, i.e. Do people know what the policy is?	
Very effective	**21.2% (22)**
Somewhat effective	**57.7% (60)**
Not very effective	**21.2% (22)**
10. In your opinion, are the consequences for violations in the school policy supported by parents and the community?	
Yes	**68.9% (71)**
No	**20.4% (21)**
Don't know	**10.7% (11)**
10a. If yes, in your opinion, are parents supportive if it is their child who is receiving the consequences?	
Yes	**59.5% (50)**
No	**27.4% (23)**
Don't know	**13.1% (11)**
11. In your opinion, how effective is the school's substance use/abuse policy in curtailing alcohol and other drug use among students?	
Very effective	**5.8% (6)**
Moderately effective	**69.2% (72)**
Not effective	**21.2% (22)**
Don't know	**3.8% (4)**

12. Does the school have a specific policy regarding substance abuse and athletic/extra-curricular participation?	
No	**7.9% (8)**
Yes, applies to athletes only	**28.7% (29)**
Yes, applied to extra-curricular activities in general	**64.4% (65)**

13. In your opinion, how effective is the athletic/extra-curricular substance abuse policy in curtailing alcohol and other drug use among students?	
Very effective	**8.5% (8)**
Moderately effective	**66.0% (62)**
Not effective	**24.5% (23)**
Don't know	**2.1% (2)**

14. What action does the school administration take the first time a student violates the athletic/extracurricular substance abuse policy?	
Suspension from the team/activity	**94.3% (83)**
Referral to counseling	**69.3% (61)**
Don't know	**3.4% (3)**

15. What action does the school administration take for repeat violations of the athletic/extra-curricular policy?	
Suspension for the team/activity	**94.5% (86)**
Referral to counseling	**70.3% (64)**
Don't know	**6.6% (6)**

Appendix D: Literature Reviews

Key Elements for a School Substance Use/Abuse Policy to Be Effective

1) **Positive School Environment**
   Tobacco, alcohol, and drug use/abuse is decreased and student achievement is increased in a positive school environment where students feel connected and can interact with positive adult role models (Henry, K. et al, 2007; Schaps, E. et al, 2003; Maddox, S. et al, 2003; McBride, C. et al, 1995).

2) **Positive Interventions to Promote School Bonding**
   It is possible to prevent future substance use/abuse with positive interventions. Studies show that students who learn pro-social skills and experience school bonding display less substance use and at-risk behavior later in adolescence (Catalano, R. et al, 2004; O'Donnell, J. et al, 1995; Patton, G. et al, 2006; Coker, J. et al, 2001; Maddox, S. et al, 2003).

3) **Prevention Through Evidence-based Curricula**
   Evidence-based curriculum is an important element of a school's substance prevention program (Flay, B., 2000; Leatherdale, S. et al, 2005; O'Donnell, J. et al, 1995).

4) **Clear Rules and Consequences**
   Clear rules and consequences at school serve as protective factors for substance use prevention (Schaps, E. et al, 2003).

5) **Consistent Enforcement**
   School policies regarding substance use need to be enforced to be effective (Griesbach, D. et al, 2002; Wakefield, M. et al, 2000).

6) **Intervention in Addition to Consequences**
   Policy enforcement should lead not only to consequences but also to options for intervention and treatment to encourage changes in student behavior (Soteriades, E. et al, 2003; Hamilton, G. et al, 2003).

7) **Alternatives to Out-of-School Suspension and Expulsion**
   Out-of-school suspension and expulsion are risk factors that can further alienate students from school (Evans-Whipp, T. et al, 2004; Skiba, R. et al, 1999). The ultimate goal is for students to feel connected to school. There are alternative consequences that keep students in school and accommodate opportunities for students to work with adults in a positive way (Black, S., 2004; Hallam, S. et al, 2001; Maxwell, L., 2007; Morris, R., 2003).

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Interventions for youth: What the research says

While there have been few studies to date to design and evaluate interventions for youth caught for substance abuse who do *not* need treatment, several conclusions can be drawn from existing research on prevention, intervention, deterrence, and court diversion:

- **Increasing youth certainty of being caught is more important than the nature of the punishment itself** in having a deterrent effect on the general youth population. According to underage drinking research, when youth believe they are going to get caught, they are less likely to drink. However, the level of severity of the punishment they believe they'd receive does not impact underage drinking (Dent et al., 2005; Grosvenor et al., 1999).

    o **However, the type of punishment is important to the enforcers:** For example, officers are more likely to enforce underage drinking laws if they believe that consequences will be consistent, predictable, not overly harsh, and appropriate to the offense (Schneider 1988; Wolfson et al, 1995). Officers are more likely to enforce underage drinking laws if they believe that consequences include a community service component (Wolfson et al, 1995).

- **Efforts should be made to avoid the effect of "labeling" young people as delinquent, deviant, or troublemakers.** The young person internalizes these labels, adopts the "delinquent" identity, and acts accordingly by increasing his delinquent behavior (Lemert, 1951, 1971, cited in Osgood 1984 and Patrick et al, 2005; Becker, 1963, cited in Patrick et al, 2005). Adding to the labeling effect is the process of *differential association*, in which the youth bond with other deviant-labeled youth in the system and further internalize their identity as members of a delinquent group (Patrick et al, 2005).

- **Group programs can sometimes do more harm than good,** perhaps due to their effect of labeling and stigmatizing youth as delinquent or troublemakers, and encouraging them to bond and identify with other youth who have been similarly labeled.
    o Many studies have found no significant difference in the effectiveness of diversion programs as compared to traditional options such as court and fines, while others have found that diversion programs are relatively less effective (for example, Lazovich et al, 2001).
    o Even some of the most thoughtfully designed and intensive programs have not had positive results. For example, in a study of first-time, low-level juvenile offenders in Lexington, Kentucky, researchers found that youth who completed the program were only slightly less likely to recidivate than those who were kicked out of the program for disruptive behavior (Kammer and Minor, 1997). The program, which was led by highly qualified staff (all had degrees in education, social work, or corrections and extensive experience working with youth), included a combination of one-on-one counseling and hands-on group learning activities with a focus on self-esteem and self-control, decision-making, substance abuse prevention, teambuilding, and cooperation.

- o **One-on-one interventions may help** to minimize the effects of labeling and differential association that can occur with group programs, without condoning underage drinking behavior as "normal."

- ▪ **To date, experimental research has not found educational diversion programs to be effective in reducing substance abuse or recidivism rates compared to control groups.**
  - o Overall, research findings regarding the effectiveness of court diversion programs in reducing recidivism have been mixed (Kammer and Minor, 1997). In addition, few studies have used experimental conditions, largely due to the controversial nature of placing juvenile offenders in control groups (Patrick and Marsh, 2005).
  - o One of the most thorough experimental studies of juvenile diversion programs was conducted in the city of Boise, Idaho (Patrick and Marsh, 2005; Patrick et al, 2003). Working in partnership with the city, researchers randomly assigned juvenile first-time offenders of possession of tobacco or alcohol to four different groups—Juvenile Accountability Program, Youth Court, Magistrate Court, and Control Group—and tracked their recidivism over three years. No significant difference in recidivism rates was found among the four groups.

- ▪ **Brief intervention is an evidence-based strategy to reduce alcohol use among high-risk drinkers who are not alcohol dependent.**
  - o Among high-risk adult drinkers, extensive experimental research has found the brief intervention model (a focused, 5-10 minute, one-on-one meeting using motivational interviewing and social influence strategies) to be *just as or more effective* than longer, more comprehensive interventions such as longer interviews, multi-session educational programs, or multiple counseling sessions (Babor 1996; meta-analyses include Wilk et al 1997, Watson 1999, Bien 1993, Moyer et al 2002, cited in Roche 2004).
  - o Among adolescent drinkers, brief interventions (often using the technique of motivational interviewing) have also found promising results in reducing alcohol consumption (Bailey et al, 2004, Werch et al 1996, Werch et al 2005).

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Participation in extracurricular activities and underage drinking: What the research says

The relationship between extracurricular activities and underage drinking has important implications for the consequences youth receive within the school system. Presently, it is not uncommon for those caught using alcohol or other substances to be barred from participating in sports teams, clubs, and other school-based activities, yet the question arises: Is suspending misbehaving students from extracurricular activities sound policy, or does it actually foster increased opportunities for these students to engage in further illicit behaviors? To date, there are no published studies evaluating the effects of suspending students from extracurricular activities. However, multiple studies have examined the relationship between extracurricular activities and underage drinking. The results of these studies suggest the following:

- Extracurricular activities <u>as a whole</u> have little to no effect on underage drinking behavior, although they are associated with lower levels of other substance abuse such as tobacco and marijuana (based on studies completed in 1992 and 1990 by Cooley et al., 1995; Darling, 2005 & Darling et al., 2005).
- When sports are removed from the analysis, participation in extracurricular activities is generally associated with lower levels of youth alcohol use (based on studies completed in 2001, 1992, and 1987 by Harrison & Narayan, 2003; Hoffman, 2006 & Richardson et al., 1989).
- Sports have a unique association with underage drinking, such that athletic involvement is generally associated with higher levels of alcohol abuse (based on studies completed in 1990, 1997, and 1992 by Darling et al., 2005, Eccles & Barber, 1999; & Hoffman, 2006).
- When students are not participating in extracurricular activities, the way they spend their time makes a difference. For example, family time is a significant protective factor against a wide range of problem behaviors (i.e., alcohol use, cigarette smoking, illicit drug use, delinquency, sexual activity), while time spent with peers or taking care of oneself after school are significant risk factors for these same behaviors (based on studies completed in 1996 and 1990 by Barnes et al., 2007 & Shilts, 1991).

Why would youth participation in sports be associated with higher rates of underage drinking, while participation in non-sports extracurricular activities is associated with lower rates? This question has not yet been addressed by the research. It could be that a culture of teen drinking has traditionally been promoted and encouraged as a part of the athletic team experience. If this is the case, then it is all the more important for athletic coaches to establish, communicate , and enforce clear no-use expectations for their team members (see p. 11, Special Considerations for Co-Curricular Policy).

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Appendix E: Youth Policy and Empowerment Project (YEPP): *Findings and Recommendations*
Summary of 2001 Findings and Recommendations:
SCHOOL SUBSTANCE ABUSE POLICY

For the full document, visit http://www.neias.org/pdf/FindingsRecomm2001.pdf

Hallmark A: **Collectively Identified Core Values are the cornerstone of all school and community efforts to create and sustain an ethical and responsible school culture.**
- □ Gather representative community members and come to agreement on core values regarding underage alcohol use.
- □ Use a facilitator, moderator or and/or counselor to guide the process of determining core values.
- □ Plan the annual event in combination with another draw. For example: pot luck dinner, open house, conference night, etc.

Hallmark B: **Entire community is welcomed and meaningfully involved in the process of value identification, standard setting and the enforcement of standards.**
- □ Facilitate a discussion within the community about value identification, and its relation to drug and alcohol policy that is inclusive of diverse views**.**
- □ Use a trained facilitator, moderator or school counselor to aid in discussion.
- □ Community members involved should be diverse in age and background.
- □ Discussion should include acknowledgment of the four identified populations: users, nonusers, undecided and affected persons.

Hallmark C: **Students are welcomed and involved in the process of value identification, standard setting and the enforcement of standards.**
- □ Youth need a legitimate voice in the process of creating drug and alcohol policy.
- □ Enforcement of policy should not only lead to punishments or negative sanctions, but also to options for treatment.
- □ Create an ongoing group of youth that will stay informed of drug and alcohol issues.
- □ Use this group each year to help educate other students about the steps involved in creating and implementing drug and alcohol policies.
- □ Allow the group, on a continual basis, to act as a liaison between students and administration regarding drug and alcohol policy.

Hallmark D: **There is an active partnership between schools and parents.**
- □ Each year, parents need to be welcomed and included in the discussion of drug and alcohol issues and their relation to school policy.
- □ Use public events such as open house, parent nights, and assemblies as forums for students to plan and participate in discussions about core values, community substance abuse norms, and conflicting messages about alcohol use and non-use with other students and parents on yearly basis.
- □ The student population and the parent population should have time to discuss drug and alcohol issues separately and then come together to listen to both perspectives.

Hallmark E: **All adults who interact with students, in and out of school, strive to model and reinforce ethical and responsible behavior.**
- □ If all community members are involved in the conversation about core values using the previous recommendations and suggestions, the outcome will be more ethical adult behavior.

Hallmark F: **Teachers are authorized and expected to teach, model and enforce ethical and responsible behavior.**
- □ Youth need to have a legitimate voice in the discussion of the ethical behavior of teachers and in standard setting for teacher behavior.

- ☐ Include students in a discussion of the identification of ethical behavior of teachers and in the development of a teacher Code of Conduct.
- ☐ Provide a yearly forum for teacher discussion or feedback regarding the conflict that they may feel as "role models" and their use of alcohol or other substances.
- ☐ Provide training for teachers so that they know the warning signs for alcohol and drug abuse and the appropriate steps to follow in reporting such abuse.

Hallmark G: **Efforts to promote ethical and responsible behavior are an integrated part of the school's curriculum and culture and are not viewed as "extra."**
- ☐ Implement drug and alcohol curriculum that is more consistent throughout the year and includes discussion of policy making from core value identification through enforcement of policies and laws.
- ☐ Collaborate yearly with local law enforcement to improve the understanding of drug and alcohol laws within the school and community.
- ☐ Drug and alcohol related educational presentations need to be included in school life regularly for all ages.
- ☐ Use substance abuse counselors, peers, and recovering youth to educate the school community about drugs and alcohol.

Hallmark H: **Ethical and responsible student behavior is actively promoted and recognized.**
- ☐ Provide reward system for students who demonstrate ethical behavior.
- ☐ Publicly present awards that recognize ethical and responsible behavior in school and in the community.
- ☐ Create a system that allows students to nominate and present awards to their peers in recognition of ethical behavior.

Hallmark I: **Teaching and learning ethical and responsible behavior in relation to drugs and alcohol begins in early childhood.**
- ☐ Use an ongoing reward system for ethical behaviors for grade school children.
- ☐ Use identified high school student leaders to help educate junior high and elementary students on ethics and drug and alcohol related topics.
- ☐ Publicly present awards for ethical behavior in school or in the community to junior high and elementary students.

Hallmark J: **Ethical behavior is exhibited in the classroom and beyond the classroom.**
- ☐ Ethical behavior will be an outcome of the previously listed recommendations.

Hallmark K: **The drug and alcohol policy disciplinary process is interventionist*, inclusive, impartial, consistent and educational**.
- ☐ Review the drug and alcohol policy disciplinary process with the community identified core values and the youth recommendations in mind so that it can become more interventionist, inclusive, impartial, consistent and educational.
- ☐ Write procedures into policy that support rather than simply punish students who are willing to accept help for drug and alcohol related problems.
- ☐ Hold awareness meetings to inform students of treatment options.
- ☐ Provide a drug counselor in the school.
- ☐ Develop or refine a system of referral so that a student can inform the appropriate people that a friend may need help without fear of persecution.

* Interventionist refers to a procedure other than punishment.

Hallmark L: **Outcomes of the drug and alcohol policy are well-defined and assessed regularly.**
- ☐ Create and utilize a system that legitimately involves students in the regular assessment of drug and alcohol policy.
- ☐ Monitor students who have sought out help for a drug or alcohol problem and are in recovery or in transition.
- ☐ Involve the student drug and alcohol advisory committee** yearly in collecting and analyzing feedback from youth population regarding the success of the drug and alcohol policy.

**Same as the group of youth discussed in Hallmark C.

Youth Policy and Empowerment Project (YEPP)
Summary of 2002 Findings and Recommendations: ATHLETIC POLICY
For the full document, visit http://www.neias.org/pdf/FindingsRecomm2002.pdf

Hallmark A: **Policy is clear and concise, and an active part of the coaching and administrative process.**
□ Any pledge document should simply state the drug free expectations and consequences for infractions.
□ Before signing, the coach and athletes should read and discuss the document.
□ There should be regularly scheduled reviews of the policy by the coach and team throughout the season, including before the season and before away games, with time for questions and answers.
□ Have coaches and administrative staff review policy prior to the school year to insure clarity and that everyone has the same understanding of the policy.

Hallmark B: **Teachers/coaches have appropriate ways of responding to stories/information of drug use.**
□ Coaches/teachers need to be more aware of the policy and respond in a fair and impartial way. Look into a situation regardless of who the athlete is/status.
□ Have a system in place for reporting concerns about student/athlete drug use/stories.
□ Have a mandatory meeting between coach and athlete to clarify circumstances to determine if further action is needed.
□ Place suggestion box for anonymous reporting.
□ Make sure teachers, parents, and students understand the policy and have access to the coaches or reporting system.

Hallmark C: **Schools enforce policy in a fair and reasonable manner. (Consistent interpretation and enforcement)**
□ Consequences should be fairly enforced and not be based on status/ability.
□ Coaches need to agree and maintain certain consequences for certain action prior to school year.
□ Sanctions for violations should be graduated and offer help as well as punishment.
□ School should obtain additional resources for assessment/intervention.
□ An impartial person or group should review sanctions.
□ Athletes who self report should receive lesser punishment and offered treatment interventions. Devise a plan for self reporting with a range of sanctions with educational/treatment options.

Hallmark D: **Schools, coaches, parents and community encourage drug free athletes all year long.**
□ Community (everyone) continues to remind and encourage sobriety throughout the year regardless of contract.
□ Provide alternative drug free activities during the season and the rest of the school year as alternatives to "parties" for teams. Coaches should sponsor "team night" activities.
□ Find supportive community members.
□ Provide education/awareness to adults at open houses, pre-season meetings, etc.
□ Teachers/coaches/staff need to refrain from war stories or making light of alcohol use.

Appendix F: Maine Legislative Youth Advisory Council

The Legislative Youth Advisory Council ("LYAC" or the "Council") was created in 2002 by the 120th Legislature through the enactment of Public Law 2001, Chapter 439, Part PPPP. The Maine Legislative Youth Advisory Council was the first state-level legislative youth council to be established in the nation, and has since become a model for other states and municipalities seeking ways to incorporate youth input into the state and local legislative process. LYAC is a 20-member Council consisting of two members of the House of Representatives, two members of the Senate, and 16 youth members.

During 2007, LYAC focused on six important issues affecting youth. The one that pertains to school policy is **ISSUE 2. School codes of conduct and co-curricular contracts.** These separate but related issues were chosen to be addressed after receiving a letter from the Joint Standing Committee on Educational and Cultural Affairs requesting that these issues be examined in the context of LD 1254, *An Act to Modify the Student Code of Conduct*. Even though the Education and Cultural Affairs Committee ultimately voted unanimous "Ought-not-to-pass" on this bill during the First Regular Session of the 123rd Legislature, they requested the Council review the issue and include recommendations in the 2007 report.

In addition, LYAC created an issue brief (see below) for use at two public forums held in the fall of 2006. The purpose of this document was to stimulate discussion among LYAC's members and their youth constituents on school substance abuse policy enforcement - a policy issue LYAC had previously identified as a priority among Maine youth.

Maine Legislative Youth Advisory Council

ISSUE BRIEF: ENFORCING SCHOOL ALCOHOL

AND DRUG POLICIES

"25.9% of underage drinkers are alcoholics and they

consume 47.3% of the alcohol drunk by underage drinkers"

– National Center on Addiction and Substance Abuse

INTRODUCTION

The illegal use of alcohol, tobacco and other drugs is an issue all schools must confront; and Maine schools are no exception. While lawmakers have attempted to find the appropriate balance between policies that support prevention, intervention and treatment programs and policies that impose penalties for the illegal use of prohibited substances, this issue brief focuses on the enforcement of alcohol and drug policies in our schools. Although reported alcohol and drug use rates among high

school students have continued to decline[36], incidents of alcohol and drug-related violations in Maine schools remain high. Incident report data from 2004-05 included the following:

- 2,512 drug-related incidents were reported by Maine schools, representing 20% of the total incidents reported in all schools and 27% of the incidents in high schools.[37]
- 34% of all student expulsions were a result of drug-related violations – an increase from 26% in 2000-01.
- 14% of 6th through 12th grade students in Maine schools were reported to have been "drunk" or "high" at school and 7% were reported to have sold illegal drugs.[38]

These statistics indicate that Maine schools are, in fact, enforcing alcohol and drug policies – though, to what extent, remains unknown. Given the serious consequences – including punishment and health and safety risks – one might wonder why the illegal use of alcohol and drugs at school continues to be so prevalent. All of which begs the question: how effective are school substance abuse policies?

FEDERAL AND STATE LEGISLATION

While legislation addressing illegal alcohol and drug use has focused on requiring schools to implement a "code of conduct" and providing substance abuse prevention as part of health education programs in schools, little guidance is provided to local school officials with respect to the enforcement of alcohol and drug policies.

- The federal Safe and Drug-Free Schools and Communities Act requires schools to have a code of conduct in place prohibiting the possession and use of alcohol, tobacco and other drugs in order to qualify for federal funding they need to implement or strengthen school programs that prevent the illegal use of alcohol, tobacco and other drugs [39] (20 U.S.C. § 7101).
- Maine law requires all school boards to adopt a student code of conduct, including a definition of unacceptable student behavior, "with input from educators, administrators, parents, students, and community members," (20A §1001, sub-§15).
- Maine law also directs the Department of Education to help schools establish school-based substance abuse programs and health education curricula (20A §6604); however, only elementary schools are required by law to include information on the adverse health effects of substance abuse in their course of study (20A §4711).

A PROMISING APPROACH

The Youth Empowerment and Policy Project (YEPP) was established in 2001 with the primary goal of involving Maine's youth in the effort to decrease underage drinking by working to change factors in the social, legal, economic and political environment that encourage, enable or support underage drinking. Trained in public speaking, facilitation and policy issues, YEPP members incorporate

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[36] Maine Youth Risk Behavior Survey Results, 2005

[37] Maine Safe and Drug-Free Schools and Communities Act Program: Report on Incidence of Prohibited Behavior and Drug and Violence Prevention 2004-2005. "Drug-related incidents" include incidents involving the illegal use of alcohol, tobacco and prohibited drugs. Available at http://www.mainesdfsca.org/pdf/lobster0405.pdf

[38] Summary of Maine Youth Drug and Alcohol Use Survey 2006 Results for State of, Maine Center for Disease Control and Prevention and the Office of Substance Abuse, Maine Department of Health and Human Services.

[39] Maine Safe and Drug-Free Schools and Communities Act. Synopsis available at http://www.mainesdfsca.org/about.html

their perspectives and experiences in the development and implementation of findings and recommendations to improve the effectiveness of drug and alcohol policies. In a review of the Maine Department of Education's Standards for Ethical and Responsible Behavior in Maine Schools (2001), YEPP made some notable findings and recommendations regarding school drug and alcohol policies:

Findings	Recommendations
Youth receive "mixed messages" from TV, radio, advertisements, peers and adults regarding alcohol use	Gather representative community members and come to an agreement on core values regarding underage alcohol use
Drug and alcohol education is not consistently incorporated in our school curricula; and curricular efforts are insufficient to counteract the constant stream of marketing, media and other influences	Implement drug and alcohol curriculum that is more consistent throughout the year and include discussion of policy making from core value identification through enforcement of policies and laws
One or more of four major populations – regular users, nonusers, those considering use, and those affected through family or friends – are often excluded from drug and alcohol policy deliberations	Youth need a legitimate voice in the process of creating drug and alcohol policy; policy enforcement should not only lead to punishment, but also to options for treatment
Discussion between parents and educators is often limited to certain extracurricular activities or to punishment situations	Each year, parents need to be welcomed and included in discussions of drug and alcohol issues and their relationship to school policy
Emphasis is concentrated on athletic and academic achievements and rarely includes recognition of ethical behavior	Students should learn to recognize ethical behavior in the primary grades since it is more difficult for high school students, who may have developed unhealthy behaviors, to change their behavior
Students do not have a voice in assessment of policy outcomes	Create and utilize a system that legitimately involves students in the regular assessment of drug and alcohol policy

POLICY QUESTIONS

Building upon the YEPP findings and recommendations above, consider the following policy questions:

- Advertising – What role can advertising play in preventing underage drinking and substance abuse in schools? What role can the alcohol and tobacco industries play?
- Policy – To what extent should students and parents be involved in the development and enforcement of school drug and alcohol policies? What can students contribute that others can't?

- Punishment – What types of punishment are appropriate for violating school drug and alcohol policies?
- Incentives – How can schools provide incentives for students with substance abuse problems to seek help?
- Access – How can student access to substance abuse services be improved? What types of services should be made available at school?
- Education – Should schools be required to include substance abuse education in the curriculum? At what grade levels?

ADDITIONAL RESOURCES

Youth Empowerment and Policy Project: http://www.neias.org/YEP/

Maine Office of Substance Abuse: http://www.maineosa.org

Maine Department of Education: http://www.maine.gov/education/

Maine Safe and Drug-Free Schools and Communities Act: http://www.mainesdfsca.org/

Maine School Management Association: http://www.msmaweb.com/

Appendix G: Maine School Management Association Sample Policy

MSMA SAMPLE POLICY   NEPN/NSBA Code: JICH

DRUG AND ALCOHOL USE BY STUDENTS

The School Board and staff of the school unit support a safe and healthy learning environment for students which is free of the detrimental effects of drugs and alcohol. Accomplishing this goal requires a cooperative effort among school staff, students, parents, law enforcement and organizations concerned with the use of drugs and alcohol by school-aged youth.

In order to promote the safety, health and well being of students, the School Board endorses a three-pronged approach to address the issue of drug and alcohol use; prevention/education; intervention and discipline.   The Superintendent is responsible for developing appropriate administrative procedures, curricula and programs to implement this policy.

A.   Prohibited Conduct

No student shall distribute, dispense, possess, use or be under the influence of any alcoholic beverage, malt beverage, fortified wine or other intoxicating liquor. Nor shall a student manufacture, distribute, dispense, possess, use or be under the influence of any narcotic drug, hallucinogenic drug, amphetamine, barbiturate, marijuana, anabolic steroid, any other controlled substance defined in federal and state laws/regulations, any look-alike substance, or any substance that is represented to be a controlled substance.

These prohibitions apply to any student who is on school property, who is in attendance at school or at any school-sponsored activity, or whose conduct at any time or place directly interferes with the operations, discipline or general welfare of the school.

B.   Disciplinary Action

Principals may suspend and/or recommend expulsion of students who violate this policy, based upon the facts of each case and in accordance with established disciplinary procedures. Students may also be referred to law enforcement authorities for investigation and/or prosecution.

C.   Prevention/Education

The school unit will provide students with appropriate information and activities focused on educating students about drugs and alcohol and preventing their use. Programs shall teach students that the use of drugs and alcohol is wrong and harmful; how to resist peer pressure; and address the legal, social and health consequences of drug and alcohol abuse.

D.   Intervention

The school unit will establish a team approach **[or other approach as determined by the school unit]** to intervene with students with drug/alcohol problems. Students will be assisted in addressing their drug/alcohol problems and in continuing their educational program. Students will be provided with information and referral, if necessary, to aid them in obtaining assistance from appropriate community organizations. Student records concerning such interventions shall be kept confidential as required by state and federal laws.

E.   Policy Communication
        The school unit shall distribute this policy and appropriate related information to staff, students and parents on an annual basis through handbooks and/or other means selected by the Superintendent and building administrators.

Legal Reference: 21 USC § 812 (Controlled Substances Act)
                       21 CFR Part 1300.11-15
                       Pub.L.No. 101-226 (Drug-Free Schools and Communities Act Amendments of
                               1989)
                       17-A MRSA § 1101
                       42 USC § 290dd-2
                       42 CFR § 2.1 et seq.
                       20-A MRSA §§ 1001(9); 4008

Cross Reference: GBEC – Drug-Free Workplace
                       JICIA – Weapons, Violence and School Safety
                       JKD – Suspension of Students
                       JKE – Expulsion of Students
                       JLCD – Administering Medication to Students
                       JRA – Student Records
Adopted: _____
This is a required policy.   Reviewed 12/03

MAINE SCHOOL MANAGEMENT ASSOCIATION

Appendix H: A Note About "Scare Tactics"

Scare tactics (such as mock car crashes, gory ads, and inviting guest speakers to share personal stories of tragedy and horror) are popular, well-meaning, interventions that often get a lot of attention from communities and media and may make a strong impression with youth. However, research has shown that this initial impression does not lead to behavior change, and in some cases scare tactics have been shown to increase the harmful behaviors they are trying to prevent.

Why don't scare tactics work? In some cases, the scare tactics are so extreme that the audience sees the message as unrealistic. In other cases, even though we might understand the message that something is dangerous or harmful, we still have a tendency to think, "That would never happen to me." Sometimes, scare tactics may actually desensitize us and create an impression in our minds that these dangers and tragedies are "normal." And for people that are thrill-seekers and like to live on the edge, scare tactics can actually make a behavior more appealing.

The following are some web links to recent articles and summaries about scare tactics research:

"Scared Straight: Why to Avoid Scare Tactics," from Prevention Forum, Summer, Vol. 26, No. 3, 2006:
www.prevention.org/ForumMagazine/documents/ScaredStraight.pdf

"Research – Fear Appeals," from the National Social Norms Research Center:
www.socialnorm.org/Research/FearAppeals.php

 "Beyond the Mock Car Crash," from Students Against Destructive Decisions:
www.sadd.org/newsletter/07News_winter_mockcrash.pdf

 "Don't Do It! Ineffective Prevention Strategies," from the Colorado Department of Education:
www.cde.state.co.us/cdeprevention/download/pdf/Ineffective_Damaging_Strategies.pdf

Appendix I: Additional information about positive school climate

Elements of positive school climate:
- ✓ Up-to-date mission and vision statements supported by the community
- ✓ Zero institutional tolerance for harassment of students by adults, or by other students
- ✓ Improved communication among students, staff, parents, and other community members
- ✓ Fair and equitable application of the substance abuse policy
- ✓ Rules consistently enforced in a non-punitive, non-shaming manner
- ✓ Expectations for student and adult behavior clearly stated
- ✓ Administrators and teachers focused on the intellectual, social, emotional, moral, and physical developmental needs of students
- ✓ Adults delivering consistent messages regarding substance abuse and act as positive role models
- ✓ Adults accepting responsibility for their own behavior
- ✓ Students empowered; setting goals and objectives
- ✓ Chemical-free activities offered after school and on weekends

Who/What Impacts School Climate[40]?
- Relationships (staff to staff, staff to student, and student to student)
  - o If these relationships are dysfunctional or negative, the impact can affect the entire culture of the school
- Community values and norms
  - o If community values and norms differ from adults in schools, the dynamics can make it more difficult to cultivate a positive school climate

Studies have shown...that it is possible to prevent future substance use/abuse with

positive programming. Students who learn pro-social skills and experience school bonding display less substance use and at-risk behavior later in adolescence (Catalano, R. et al., 2004, p.252-261; O'Donnell, J. et al, 1995; Patton, G. et al, 2006; Coker, J. et al, 2001; Maddox, S. et al, 2003).

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[40] Maine Governor's Children's Cabinet. (2006). Maine's Best Practices in Bullying and Harassment Prevention: A Guide for Schools and Communities, p.2

Department of Health
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