OFFICE OF CRIMINAL JUSTICE PLANNING

Providing Support to Criminal Justice Agencies, Victim Service Organizations, and Crime Prevention Programs

GEORGE DEUKMEJIAN
GOVERNOR

SUPPRESSION OF DRUG ABUSE IN SCHOOLS PROGRAM

SECOND YEAR EVALUATION

Prepared by
The National Council on Crime and Delinquency

State of California
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July 1, 1987

TO: INTERESTED INDIVIDUALS AND ORGANIZATIONS

The Suppression of Drug Abuse in Schools Program (DSP) was established in the Office of Criminal Justice Planning (OCJP) in response to Governor George Deukmejian and the California Legislature's concern for the growing drug abuse problem.

DSP is a unique program by virtue of its comprehensive approach to combat drug abuse. By attacking both the supply and demand for drugs, the DSP targets the community via a three-pronged strategy: prevention, suppression and intervention. This comprehensive program is designed to provide financial and technical assistance to school districts and law enforcement agencies to reduce drug abuse and trafficking in California schools.

The State Advisory Committee for the program composed of representatives appointed by the Governor, the Department of Alcohol and Drug Programs, the Department of Education and the Department of Justice provides valuable assistance to our office in developing and implementing this local assistance program.

This report was prepared by the National Council on Crime and Delinquency through a federal Juvenile Justice and Delinquency Prevention grant. The purpose of this report is to describe the results of the process and impact evaluation during the second year of the DSP, and focuses on the intensive impact evaluation of three DSP target sites. The report also provides a basis for a more specialized third year evaluation.

A special thanks must be given to the State Advisory Group on Juvenile Justice and Delinquency Prevention for their commitment to fund this important evaluation effort.

For more information regarding this report or the DSP, please contact the Crime Prevention Branch at (916) 323-7727.

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TABLE OF CONTENTS

Chapter 1

Introduction
Suppression of Drug Abuse in Schools Program
Background and Structure

The sale and use of drugs and alcohol by juveniles and its relationship to youth crime is an extremely complex and disturbing problem. Data compiled by the California Bureau of Criminal Justice Statistics (BCS) in 1985 show that 8,977 juveniles were arrested for felony drug law violations, 15,583 for misdemeanor drug law violations, 3,802 for DUI, 6,589 for drunkenness, and 10,537 for liquor law violations. From 1984 to 1985 the rate of juvenile felony drug law violations increased 21.6 percent in California. To further complicate the issue, official arrest data only reveal a small portion of the actual amount of drug abuse occurring by children. According to recent studies by the National Institute on Drug Abuse, a large portion of the youth population has used illegal drugs, and a disturbing number of youths routinely are chronic abusers (NIDA, 1983). Furthermore, an ongoing national cohort survey by Elliott and Huizinga (1984) shows that although juvenile drug abuse may not cause delinquency, a large proportion of drug abusers also are heavily involved in serious delinquent acts.

In response to this problem, the California Legislature (Assembly Bill 1983, Chapter 952 of the Statutes of 1983; LaFollette) (see Appendix 1) passed and the Governor signed into law the Suppression of Drug Abuse in Schools Program (DSP). The DSP is funded and administered through the California Office of Criminal Justice

Planning (OCJP). This comprehensive program is designed to provide financial and technical assistance to school districts and law enforcement agencies to reduce drug trafficking and abuse in California schools. Each program is expected to provide a wide range of educational, law enforcement, and treatment services to students, faculty, parents, and community groups.

A key element in each of these programs is the close cooperation between law enforcement agencies and school districts. This cooperation has taken a variety of forms, including full time "drug suppression" officers working on school campuses; programs produced by law enforcement for elementary school children; and effective referral systems involving school, law enforcement, and community treatment agencies. Each of these cooperative efforts has resulted in increased options for handling students who are involved in substance abuse.

Project Selection

In order for a proposal to be considered for funding, it must be submitted jointly by the local law enforcement agency and the local school district, reflecting the belief that drug education and prevention programs which exclude law enforcement involvement are less effective. The Program's based on the assumption that effective solutions to alcohol and other drug problems result only when members of the drug-using community participate in developing solutions. Because the problems resulting from substance abuse which primarily affect these individuals also may have repercussions

throughout the community, the full involvement and participation of students, parents, teachers, law enforcement, and local counseling agencies was considered necessary for positive results.

Each funded site was required by the DSP to include seven key components. The components are designed to aid each site in reviewing local problems, needs, and existing resources while developing specific project activities and objectives. For each mandated program component, the sites were required to develop one or more specific objectives which would impact locally identified problems. The components are:

1. A local advisory committee
2. Drug traffic intervention programs
3. Classroom oriented programs
4. Family oriented programs
5. Training and educational resources
6. Prevention and intervention programs for elementary school teachers and students
7. A coordinated intervention system that identifies at risk users and abusers and provides referrals to treatment programs.

After a comprehensive review of proposals submitted by numerous school districts and law enforcement agencies, the following thirteen sites were selected to receive fiscal year (FY) 1983-84 grant funding through the DSP:

1. Contra Costa County Sheriff's Department
2. City of Los Angeles Police Department
3. City of Garden Grove Police Department
4. City of Antioch Police Department
5. Butte County Sheriff's Department
6. Earlimart Unified School District

7. City of Menlo Park Police Department
8. Oakland Unified School District
9. Pajaro Valley Unified School District
10. Salinas Union High School District
11. San Benito Union High School District
12. San Diego Unified School District
13. Sonoma County Sheriff's Department

As shown in Table 1-1, $1.9 million in state general funds was appropriated for the DSP for fiscal year 1985-1986. The DSP was designed so that over a five-year period, state funding declines each year as project costs are transferred to the local law enforcement agencies and school districts by increasing the amount of local funds required to match state funding. The goal is to bring all thirteen sites to a point of fiscal self-sufficiency by the end of the five-year period.

The total target population for all thirteen sites for the second year of the DSP was 347,413 youths. The majority of these were elementary students (67 percent). The funding level amounted to approximately $4.20 per targeted youth, and underscores the principle drug suppression strategy for these projects which is to more effectively utilize existing law enforcement, prevention, and intervention resources rather than launch new and more costly services.

Evaluation

OCJP recognized that an evaluation was necessary to determine which approaches to suppressing drug abuse were most successful. After a review of proposals, the National Council on Crime and Delinquency (NCCD) was selected to conduct a study of the DSP. Each of the thirteen sites are undergoing a process evaluation

Table 1-1
Breakdown of Funding Level and Target Population by Site

Site (County)	Funding Level	Target Population	Percent of Target Schools: Elementary Schools	Jr. High/ Middle Schools	High Schools	Grant Agency
Oakland (Alameda)	$152,746	8,275	61%	39%	--	School District
Butte (Butte)	55,029	7,100	61%	8%	31%	Sheriff's Dept.
Antioch (Contra Costa)	65,547	9,940	53%	25%	22%	Police Dept.
Contra Costa (Contra Costa)	181,689	11,212	53%	19%	28%	Sheriff's Dept.
Los Angeles (Los Angeles)	382,754	169,848	91%	9%	--	Police Dept.
Salinas (Monterey)	46,472	9,030	18%	29%	53%	School District
Garden Grove (Orange)	82,678	20,616	57%	20%	23%	Police Dept.
San Benito (San Benito)	37,517	4,785	51%	14%	35%	School District
San Diego (San Diego)	133,181	77,955	39%	23%	38%	School District
Menlo Park (San Mateo)	71,677	10,553	43%	20%	37%	Police Dept.
Pajaro Valley (Santa Cruz)	73,422	10,738	43%	24%	33%	School District
Sonoma (Sonoma)	220,679	6,058	58%	3%	39%	Sheriff's Dept.
Earlimart (Tulare)	24,537	1,323	62%	38%	--	School District
Totals	$1,527,978	347,413	67% (n=234,127)	16% (n=54,742)	17% (n=58,444)	

to learn which components of the DSP have been successfully implemented.

NCCD's evaluation is based on an overall three year design. NCCD's initial 12-month effort provided baseline impact information at one site (San Diego), and data on how programs were implemented at the other sites collected from monthly progress report forms. The impact portion of the evaluation was extended in the second year to three sites: San Diego, Salinas (from the original thirteen sites), and Benicia (selected from a group of nineteen sites funded by the DSP with fiscal year 1984/85 funds for a period of eighteen months). This allows for comparisons of drug use, attitudes, and related behaviors over time and between sites. The third year will focus on more specialized issues (e.g., drug use patterns among elementary school and Hispanic youth).

The remainder of this report describes the results of the process and impact evaluation during the second year of the DSP, provides a basis for a more specialized third year evaluation, and makes recommendations to improve the DSP at both the administrative and program levels. The process component of the evaluation was designed to gain a basic understanding of how each component operates, as well as its strengths and weaknesses. This can be described in terms of how each component was implemented at each site, the difficulties associated with each component, possible solutions to these difficulties, and recommendations for future DSP programs.

Most of this information was collected from monthly progress reports filled out by each of the thirteen sites. The results are,

therefore, limited to a large extent to what was presented in these reports (see Appendix B for a copy of the monthly report form). Additional information was collected at some DSP sites through structured interviews with local advisory committee members, law enforcement officers, school administrators, substance abuse treatment providers, and other personnel involved in the DSP. Classes, assemblies, and other presentations also were observed.

This report also presents baseline data on youth drug use and associated problems and attitudes gathered from self-report questionnaires administered at the three impact sites, and from data on drug use trends from one impact site (San Diego). This information allows comparisons between drug use patterns at these sites and national use patterns, resulting in increased understanding of drug use at different types of schools. An additional survey of parents and school staff included questions about perceptions of the magnitude of the drug problem, its relative importance compared with other problems in the community, possible solutions to substance use problems, and the extent of awareness of local DSP and other drug abuse prevention/intervention programs.

Overall, it appears the second year of the DSP has resulted in increased awareness of the nature and extent of substance abuse among high school youths in California. The level of prevention, intervention, and treatment activity has increased at each of the state-funded DSP sites. As a group, these sites have accomplished the following in the 1985-1986 grant year:

- Most sites have organized a site level advisory committee and, in general, committees are working more effectively than they were during the first year.

- According to DSP projects, the MOU between law enforcement and school districts has resulted in more interaction and cooperation between these agencies.

- There were over 5,888 juvenile arrests and 4,213 adult arrests for drug law violations in and around schools.

- Over 10,500 students received some form of classroom education as part of the DSP.

- More than 1,150 families received family counseling, and over 22,800 parents participated in DSP sponsored workshops and support groups.

- Over 7,000 students received counseling for substance abuse related problems, and a large number of these students (34 percent) were self-referred for treatment.

Chapter 2

Advisory Committee

(Component 1)

> "...the system begins and ends with 'community awareness.' An alcohol [and drug] program should be operated by and for members of the community, for it derives its strength from the application of their collective energies to the solution of aggregate problems." (NIAAA, 1981)

In many communities, the problem is not lack of drug abuse programs, but rather a lack of coordinated effort among those public and private agencies with an interest in curtailing drug abuse. Establishing a local advisory committee is central to any coordinated DSP effort. Such a committee should be able to provide information on the extent of the problem and factors blocking the delivery of effective services, and serve as an executive body for the program.

NCCD has monitored the levels of activity and involvement of the advisory committees at the original thirteen sites over a period of two grant years by using the monthly progress report forms. The forms not only request data on membership and activities of the advisory committees, but on arrest statistics, educational class activities, DSP staff training activities, family and parenting classes, and intake information of the treatment component provided for youths involved in problem drug abuse. The first grant year saw the formation of two separate, yet complementary advisory committee systems: county level and site level committees. County level committees originally were required to review the sites' grant

proposals for funding prior to submission to OCJP. Some county committees continued their involvement with DSP programs throughout the grant year with monthly or quarterly meetings (see Table 2-1). Some committees did not continue to meet and several sites felt a need for a local executive body as well. Site level committees were formed to provide coordination, direction, and other support functions for the DSP effort.

First Year Recommendations and Second Year Results

NCCD's recommendations for DSP Component One resulting from the first-year evaluation were: 1) to establish active advisory committees in all sites at the county or site level; 2) to encourage special efforts to involve students on the committees; 3) to appoint dedicated individuals to the committees to ensure stable membership throughout the grant year; 4) to adopt a clear mission statement; and 5) to make greater efforts to coordinate the various groups involved in the DSP.

Site or County Committee: The second grant year evaluation provided some encouraging results for Component One. A greater percentage of the sites have formed site level committees (see Table 2-1), and the committees are generally meeting on a more consistent basis. During the first year only three sites had formed site level committees, while in the second year eight sites reported site level committees. Of the eight sites, six reported meeting on a monthly basis; two reported bi-monthly meetings, and one site met three times. All thirteen sites have a county level advisory committee

Table 2-1
Advisory Committee Type
And Meeting Frequency By Site

Site/(County)	Type of Committee		Meeting Frequency		
	Site	County	Monthly	Bi-monthly	Annual
Oakland (Alameda)	X	X			S/C(1)
Butte (Butte)		X	C		
Antioch (Contr Costa)	X	X	S	C	
Los Angeles (Los Angeles)		X			C
Salinas(2) (Monterey)		X			C
Garden Grove (Orange)		X			C
San Benito Union (San Benito)		X			C
San Diego (San Diego)	X	X	S		C
Menlo Park (San Mateo)	X	X		S	C
Pajaro Valley (Santa Cruz)	X	X	S		C
Sonoma (Sonoma)	X	X	S		C
Earlimart (Tulare)	X	X		S/C	

(1) S=Site Committee, C=County Committee
(2) Salinas met once in Aug. and Sept. 1985, and monthly since January.

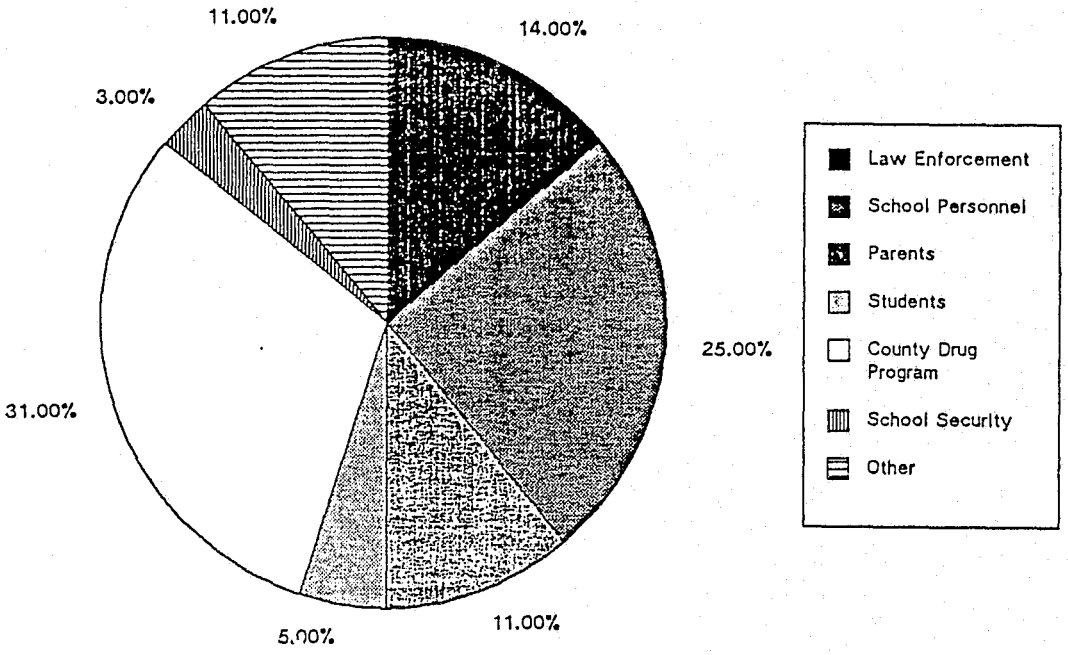
which met at least once. One site met on a fairly regular monthly basis, one met monthly since January 1986, two met on an every-other-month basis, and the remaining county committees met once or twice during the grant year.

Structure of the Advisory Committee: The second-year evaluation showed increasing similarities among the sites concerning committee structure, mandate, composition, and frequency of meetings. Three key groups of people formed 69 percent of the total attendance of the county level advisory committees: drug program personnel (31 percent), school personnel (25 percent), and law enforcement (14 percent). (see Figure 2-1) The remaining 31 percent of the membership was comprised of parents (11 percent), students (5 percent), school security (3 percent) and other interested groups (11 percent).

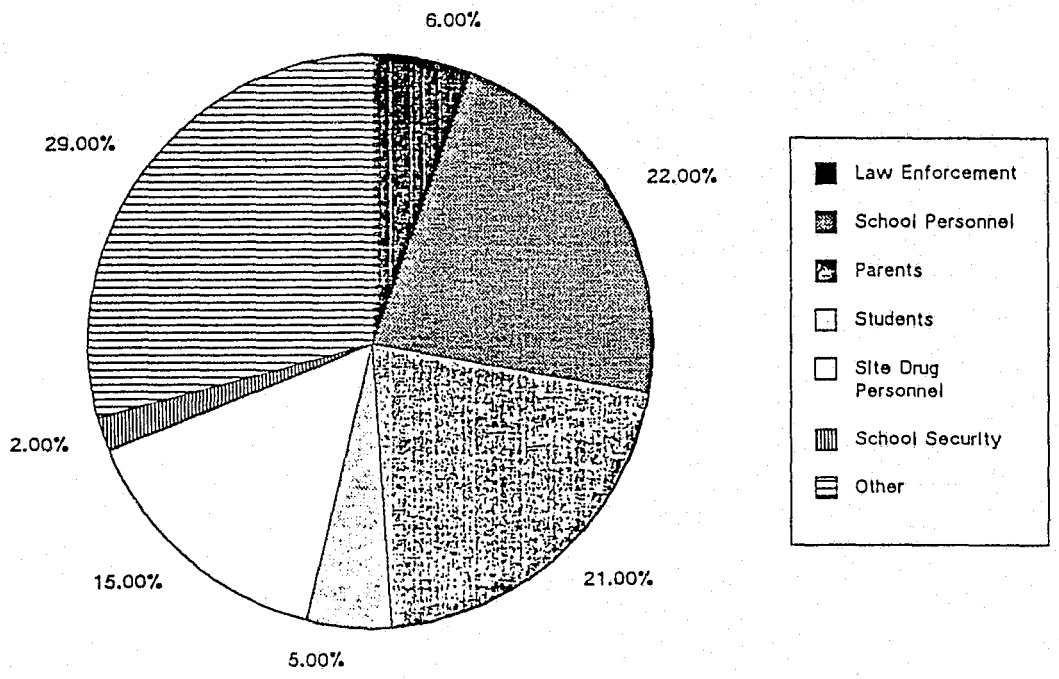
Nine of the thirteen original sites had county advisory committees that met once or twice, usually at the beginning and end and sometimes in the middle of the grant year. These committees appeared to function solely as the original RFP stipulated: to approve the proposals to be submitted for funding, and in some cases, to hear year-end progress reports. This would account for the emphasis on law enforcement, school, and drug program personnel as these were indicated as "key participants" in the original Request for Proposals from OCJP.

In contrast with the county committees, site level advisory committees had attendance records which emphasized school personnel (22 percent), parents (21 percent), drug program personnel (13 per

Figure 2-1
COUNTY COMMITTEE ATTENDANCE



SITE LEVEL COMMITTEE ATTENDANCE



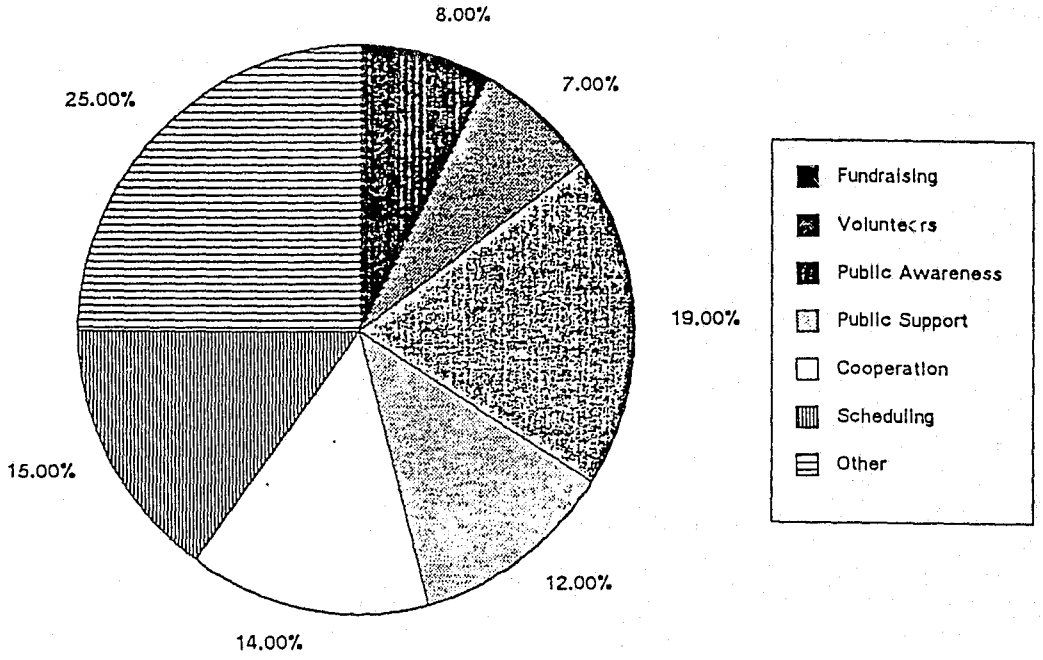
cent), and the community-at-large (29 percent). The latter group included school board members, parents, members of the clergy, medical professionals, community groups and so forth. The remaining participants were law enforcement (6 percent), students (5 percent), and school security personnel (2 percent). Site level committees, for the most part, tended to be more interactive in the day-to-day programs. Therefore, parents, school staff, drug program personnel, and other interested community members participated more on the site level committees than on those at the county level.

Committee Activities: The county and site level committees emphasized different activities. As indicated in Figure 2-2, the county advisory committees spent a fair portion of their time handling issues surrounding public awareness (19 percent), DSP scheduling (15 percent), cooperation between the various parties involved in the DSP effort (14 percent), and other business (25 percent). The latter included discussing other grant funds under the jurisdiction of the county, discussing ways to increase and maintain committee membership, and reviewing educational materials to be used by the DSP.

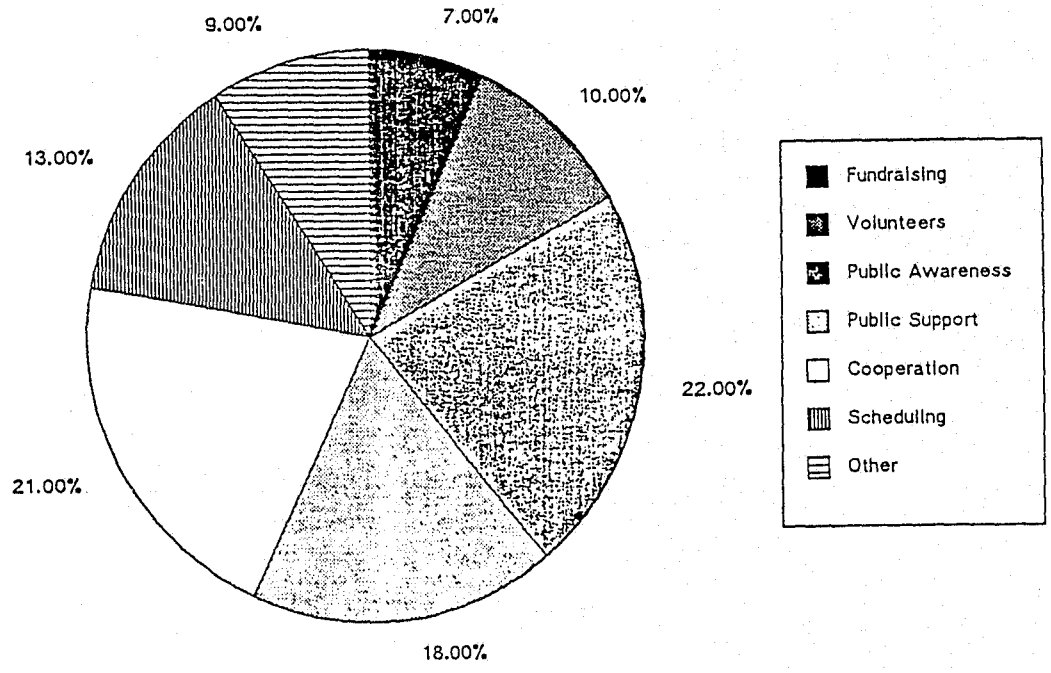
The site level committees were involved in activities to increase public awareness (22 percent), promote inter-agency cooperation (21 percent), and increase public support (18 percent). Thirteen percent of the activities were scheduling related, ten percent involved soliciting volunteers, seven percent were devoted to fundraising, and nine percent to other activities.

Figure 2-2

COUNTY COMMITTEE ACTIVITIES



SITE COMMITTEE ACTIVITIES



During the second grant year there was a greater level of systematic involvement in raising public awareness and support for the DSP effort. As a result, there was far less need for organizational trouble shooting. The first-year committees faced a variety of start-up problems typical to any new community-wide project. These problems included clear lines of communication between the various groups involved, inter-agency cooperation between groups which traditionally may not have had a reason to interact on a regular basis, and optimistically high expectations for first-year accomplishments. The second-year evaluation revealed increased regularity of meetings and regular agendas of activities on the part of the advisory committees (both county level and site level). Sites also reported that their committees had clear and concise mission statements which also may alleviate some of the problems experienced in the first year of the DSP.

Recommendations:

- Increase fundraising efforts so DSP sites will be self-sustaining when state funding is no longer available.
- Continue site level committee involvement. Sites without site level committees should establish such committees.

Chapter 3

Law Enforcement and Drug Traffic Intervention (Component 2)

The need for law enforcement as part of a drug suppression program is based on the documented relationship between drug use and various types of crime. Drug-related crime, such as the use and sale of illegal substances, is an obvious focus for law enforcement. In addition, there is evidence that drug use is significantly related to other types of crime, particularly property crime. In a recently completed NCCD study for the Utah Department of Youth Services, 53 percent of youths who were under the jurisdiction of Youth Corrections at the time of the study had drugs or alcohol associated with their current arrest. Sixty-four percent of the youths who were on probation and 76 percent of those who were under informal probation had drugs or alcohol associated with their current offense (NCCD, 1986). The results of another NCCD study reveal that in the state of Colorado 50 percent of youths who were in secure custody were enrolled in a drug or alcohol abuse program (NCCD, 1985). Additionally, another study showed juveniles who are delinquent drink more than those who are not (McGlothlin, 1978). Although there is no evidence that substance use necessarily "causes" crime or increases criminal activity, the documented relationship between drug use and crime may help identify adolescents "at risk" for both of these behaviors.

Drug Intervention Activities

In the second year of the DSP there was increased participation by law enforcement departments in the classroom education and public relations efforts. The latter activity took the form of parent informational meetings, presentations to various community groups, the Campaign for Sober Youth (San Diego), and the formation of Students Against Drunk Driving (SADD) chapters. Many of these public relations activities served several purposes such as increasing public knowledge, approval, participation, and education; and in the case of SADD chapters and similar programs, promoting an ongoing prevention activity.

Some examples of goals and resulting activities were:

GOAL	ACTIVITY
Increase arrests for possession and use among youths	Full-time officers assigned to the target schools
Increase cooperation with schools and providers	Periodic meetings with school staff and with providers
Cut down on repeat drug law violations	Use of diversion of arrested youth into counseling programs
Increase awareness and prevent drug use	Officers providing classroom education and workshops
Reduce behavior correlated with drug use and other delinquent behavior	Identification of of truants and getting them back in schools

The inclusion of law enforcement referrals to counseling for youths arrested on drug and alcohol related offenses as a goal of

the DSP law enforcement component has resulted in greater cooperation between law enforcement personnel and counseling agencies. The sheriff's department at one site trained the school staff to more effectively refer students to outside agencies for counseling help. This site also maintained a referral system which assured participation in the drug abuse diversion program through the use of systematic updates from probation personnel. Another site provided counseling for families of youths with drug or alcohol problems.

The variety of drug intervention activities increased during the second grant year of the DSP. During the first year, the thirteen sites participated primarily in three law enforcement activities: 1) increasing official law enforcement presence on or near campus, 2) official law enforcement presentations to students and faculty on the effects and consequences of drug use, and 3) improving relationships between law enforcement and school administrators. During the second year many sites increased educational activities, public relations, counseling referrals, and tried to crack down on youth drug use by cutting down on activities associated with drug use and delinquency.

DSP Arrest Rates

Based on 1985 Bureau of Criminal Statistics (BCS) figures for California, juvenile arrests for drug, inhalants, and liquor law violations have steadily increased since 1983, the year before the DSP was implemented. This pattern is true for California as a whole as well as for the twelve DSP sites represented in Table 3-1. This table also includes the rate of arrest for felony drug offenses per

100,000 youths in the state and in each county. This statistic is actually a more significant measure of law enforcement policy as it focuses only on the more serious drug offenses and takes into account California's moderating youth population.

Two important findings are worth noting. First, there was considerable variation among the counties in their respective arrest rates. The large urban counties of Los Angeles (58.7 per 100,000 youths) and Alameda (57.6 per 100,000 youths) have substantially higher felony drug arrest rates compared to the state average and the other counties (6.7 - 27.4 per 100,000 youths). Second, all but Monterey and San Mateo counties show substantial increases in juvenile felony arrest rates. Although these 1984 and 1985 increases cannot be directly tied to the DSP since overall state rates have increased 40 percent, they do show a greater effort to arrest juveniles for drug offenses.

DSP Arrests and School Incidents

The monthly report form required each project to document both the number of target site arrests and school incidents by adult and juvenile arrests. Data were reported by schools for incidents involving possession or sale of drugs on school grounds which may or may not have resulted in an arrest. Table 3-2 and Table 3-3 summarize the totals reported by each site and are discussed below.

During the first grant year of the DSP over 3,780 arrests were reported as part of DSP activities by sites. During the second grant year, the number of reported arrests increased to 28,076:

Table 3-1
Trends In Arrests and Felony Arrest Rates
For Juvenile Drug Law Violations
By County

County/Site	1976	1977	1978	1979	1980	1981	1982	1983	1984	1985	% Change 1983-1985
Alameda	41.6%*	27.7%	32.7%	39.1%	39.8%	38.5%	41.6%	39.8%	43.0%	57.6%	44.7%
(Oakland)	(2,333)**	(1,901)	(1,713)	(2,196)	(2,364)	(2,292)	(2,131)	(1,807)	(1,774)	(1881)	
Butte	5.6%	6.1%	8.9%	7.2%	6.9%	7.4%	7.2%	5.1%	5.7%	6.7%	31.3%
(Butte)	(79)	(98)	(107)	(89)	(119)	(104)	(112)	(93)	(128)	(130)	
Contra Costa	22.8%	22.6%	25.0%	25.9%	21.8%	27.5%	22.6%	18.2%	18.9%	26.3%	44.5%
(Antioch, Contra Costa)	(1,468)	(1,660)	(1,588)	(1,356)	(1,372)	(1,425)	(1,382)	(1,075)	(816)	(928)	
Los Angeles	69.1%	55.3%	62.9%	58.3%	47.6%	36.0%	34.2%	36.2%	46.4%	58.7%	62.2%
(Los Angeles)	(21,825)	(21,577)	(19,182)	(18,063)	(15,903)	(14,299)	(13,207)	(13,358)	(14,437)	(14,486)	
Monterey	19.9%	16.8%	16.7%	15.7%	22.7%	22.9%	11.1%	16.6%	14.1%	15.2%	-8.4%
(Salinas)	(604)	(538)	(529)	(573)	(795)	(776)	(620)	(533)	(496)	(462)	
Orange	59.8%	46.2%	45.7%	42.7%	28.5%	26.3%	19.5%	18.5%	15.3%	21.7%	17.3%
(Garden Grove)	(6,457)	(6,430)	(6,461)	(6,027)	(5,561)	(5,046)	(4,722)	(4,896)	(4,609)	(4,727)	
San Benito											n/a
(San Benito Union)	(58)	(19)	(59)	(96)	(111)	(98)	(93)	(64)	(66)	(72)	
San Diego	30.6%	20.3%	22.7%	25.9%	23.9%	26.0%	18.3%	13.0%	23.5%	22.5%	73.1%
(San Diego)	(5,602)	(4,660)	(4,868)	(5,398)	(5,045)	(5,496)	(4,316)	(3,591)	(3,993)	(3,754)	
San Mateo	25.2%	21.1%	17.8%	17.1%	17.2%	17.7%	20.4%	18.8%	17.8%	20.1%	6.9%
(Menlo Park)	(737)	(665)	(676)	(645)	(708)	(756)	(749)	(605)	(568)	(485)	
Santa Cruz	19.3%	14.4%	24.0%	40.3%	24.9%	29.2%	25.2%	16.9%	19.0%	20.1%	18.9%
(Pajaro Valley)	(470)	(636)	(585)	(679)	(574)	(503)	(426)	(476)	(603)	(537)	
Sonoma	14.8%	23.9%	18.7%	23.6%	18.6%	19.4%	22.2%	22.5%	19.7%	27.4%	21.8%
(Sonoma)	(494)	(792)	(511)	(704)	(650)	(629)	(660)	(594)	(601)	(756)	
Tulare	34.9%	16.3%	14.5%	12.9%	14.6%	8.2%	6.9%	14.3%	32.0%	17.1%	19.6%
(Earlimart)	(573)	(728)	(655)	(712)	(623)	(571)	(499)	(404)	(515)	(359)	
Statewide	45.1%	36.3%	36.7%	35.9%	31.2%	27.4%	24.9%	24.2%	29.0%	34.0%	40.5%
	(59,667)	(59,548)	(56,367)	(57,584)	(55,833)	(52,480)	(46,754)	(43,509)	(45,150)	(46,524)	

* All percentages represent arrest rates for felony drug offense per 100,000 youth population.

** All figures represent total arrests for misdemeanor and felony level narcotics, marijuana, dangerous drugs, other drug violation, driving under influence, public drunkenness, liquor law violations, glue sniffing.

Table 3-2

Juvenile and Adult Drug and Alcohol Related Arrests
By Site

Site	Alcohol Use		Marijuana Possession/Use		Sales		Other Drugs		Total Arrests	
	Juvenile	Adult	Juvenile	Adult	Juvenile	Adult	Juvenile	Adult	Juvenile	Adult
Antioch	60	0*	50	0	5	0	8	1	127	1
Butte	10	0	6	0	0	0	1	0	17	0
Contra Costa	39	23	12	5	14	4	6	7	71	39
Earlimart	0	0	0	0	7	38	32	46	39	84
Garden Grove	321	1050**	95	73	55	65	166	355	637	1543
Los Angeles	167	2	1,862	505	1,416	252	1,616	173	5,061	932
Menlo Park	171	1179**	14	51	2	14	52	287	239	1531
Oakland	8	544**	23	48	99	275	62	558	192	1425
Pajaro Valley	32	0	6	0	8	0	15	0	61	0
Salinas	28	261	8	19	4	11	3	14	43	305
San Benito Union	6	0	3	0	2	0	2	0	13	0
San Diego	325	12916	101	724	21	1289	93	128	540	15057
Sonoma	33	0	70	0	2	0	14	0	119	0

* There are several sites which did not include the apprehension of adults in their DSP. This does not mean that these cities and towns did not arrest adults for drug law and liquor law violations.

** The disproportionatly high adult arrest figures primarily reflect DUI arrests. In contrast, the juvenile alcohol arrests were primarily for possession and public drunkeness, not for DUI.

Table 3-3
Drug and Alcohol Related School Incidents
and Type of Incident
By Site

Site	Alcohol Use	Marijuana Possession/Use	Sales	Other Drugs
Antioch	8	32	2	0
Butte	44	38	3	2
Contra Costa	23	5	0	0
Earlimart	0	0	0	2
Garden Grove	0	0	0	0
Los Angeles	0	23	0	0
Menlo Park	12	7	1	16
Oakland	5	12	2	1
Pajaro Valley	50	72	7	8
Salinas	4	7	0	2
San Benito Union	0	3	1	0
San Diego	108	180	61	28
Sonoma	40	58	9	18

7,159 juvenile arrests and 20,917 adult arrests. As would be expected, arrest data differ between sites. The sites with the highest numbers of arrests are the large metropolitan centers such as Los Angeles, Oakland, Menlo Park, and Garden Grove. Also, at three of these sites--Los Angeles, Garden Grove, and Menlo Park--the grants are administered through law enforcement agencies.

Figures 3-1 and 3-2 indicate the proportion of alcohol, marijuana, other drugs, and drug sales to the total reported juvenile and adult drug and alcohol arrests for the thirteen DSP sites. A fairly large proportion (76 percent) of adult arrests were for alcohol related offenses - primarily DUI. Arrests for possession and use of marijuana (7 percent), sale of drugs (9 percent), and other drugs (8 percent)--which includes drugs such as cocaine, heroin, barbiturates, amphetamines, etc.--made up the remaining drug related arrests. The seventeen percent of arrests attributed to alcohol related offenses for juveniles consisted primarily of alcohol possession or use and public drunkenness, not DUI. In a surprising comparison to the adult arrest data, well over a quarter of the juvenile arrests were for possession or use of marijuana (32 percent) and possession or use of drugs other than marijuana (29 percent). Drug sales made up slightly over one fourth of arrests (27 percent).

Figure 3-3 indicates the proportions of school incidents by offense category. Just under one half of all drug or alcohol related incidents reported by schools involved marijuana (48 percent),

Figure 3-1

PERCENTAGE OF JUVENILE ARRESTS BY OFFENSE

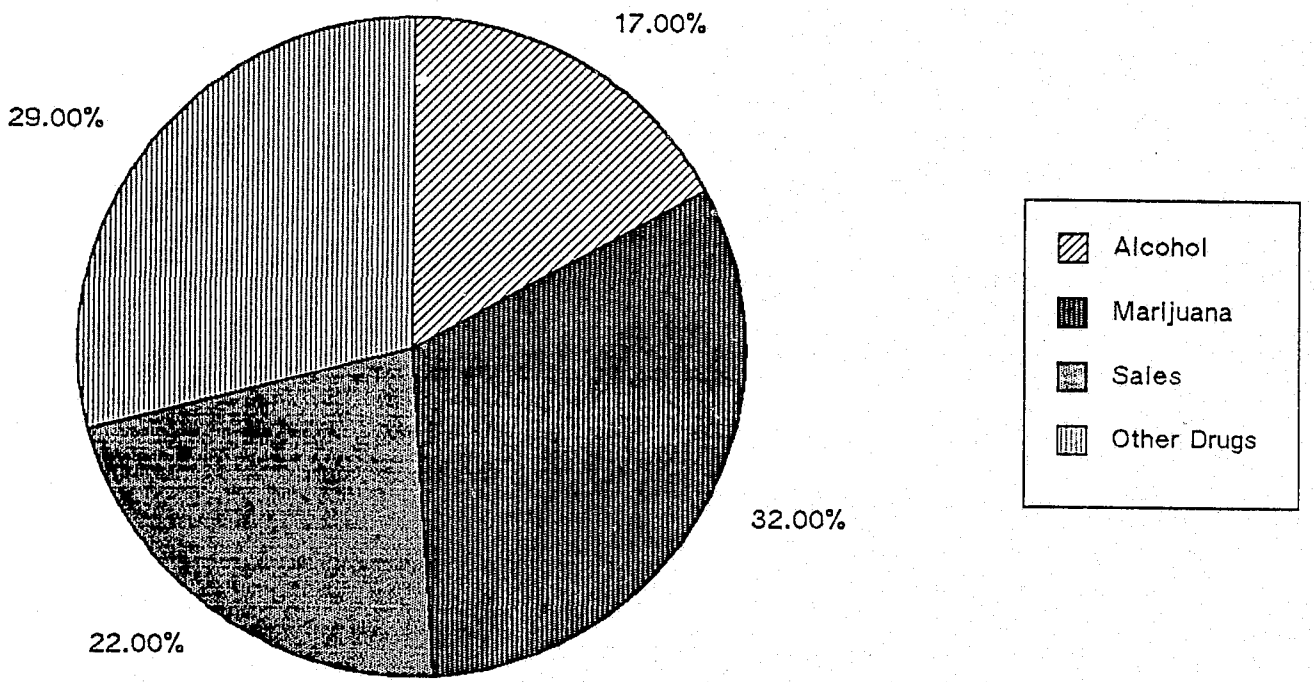


Figure 3-2

PERCENTAGE OF ADULT ARRESTS BY OFFENSE

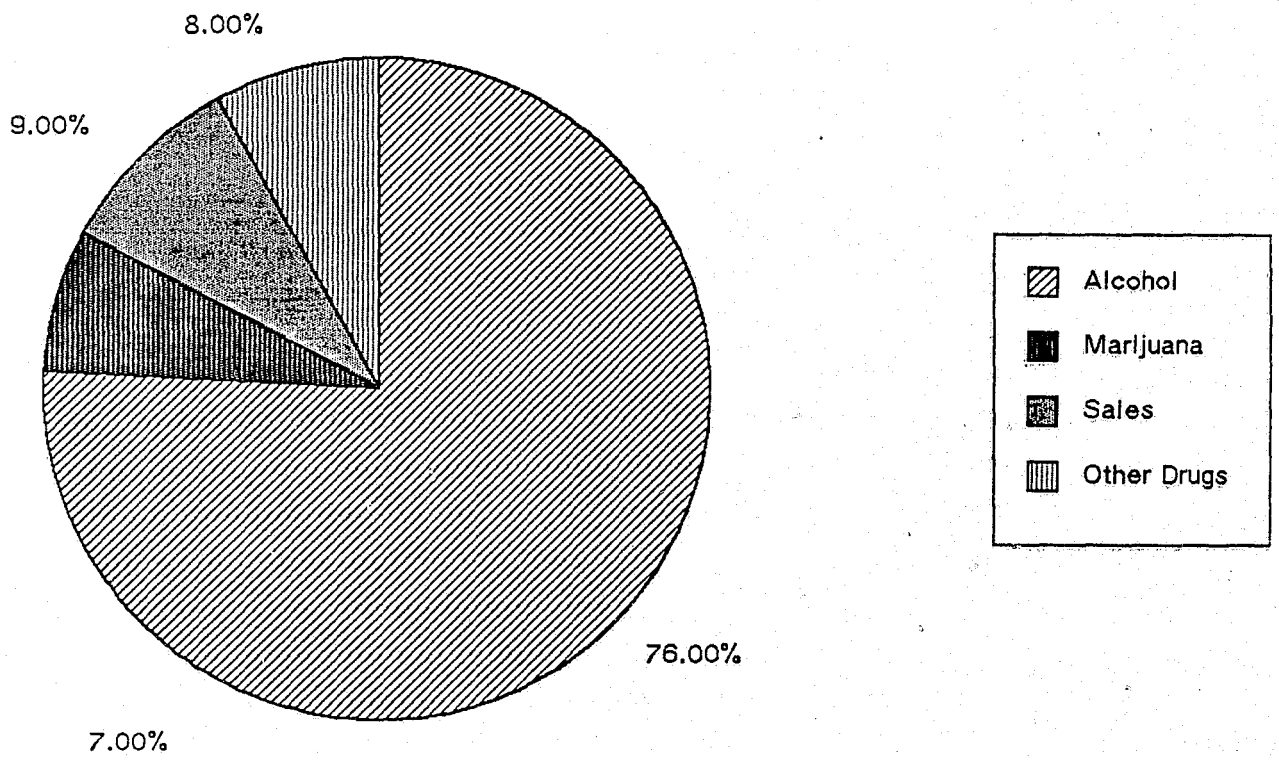
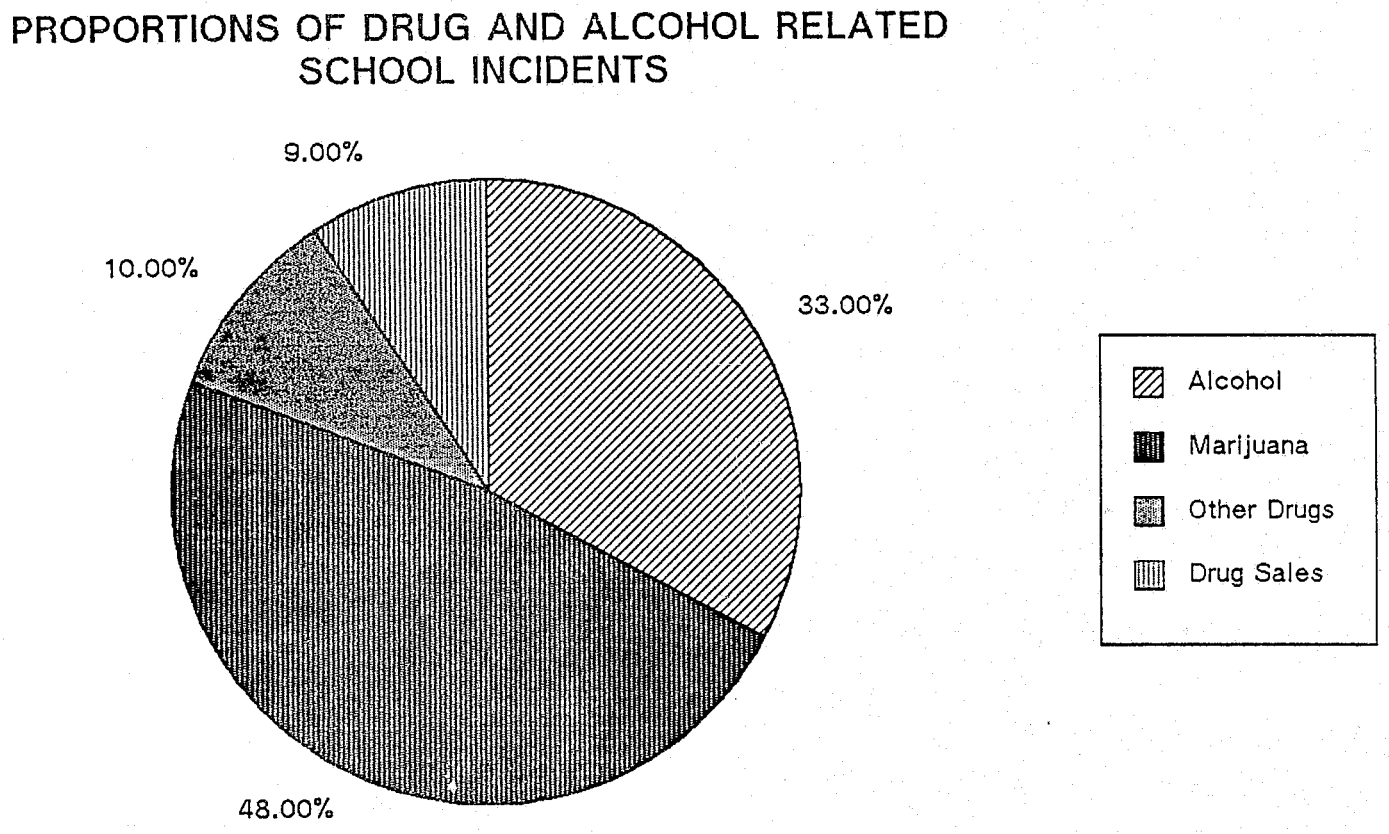


Figure 3-3


PROPORTIONS OF DRUG AND ALCOHOL RELATED SCHOOL INCIDENTS
9.00%
10.00%
33.00%
48.00%
Alcohol
Marijuana
Other Drugs
Drug Sales

over a quarter were alcohol related (33 percent), ten percent were the possession or use of drugs other than marijuana, and nine percent were drug sales.

Table 3-2 depicts each site's reported school incidents by offense. Marijuana use or possession was the most common incident at seven sites. Alcohol related incidents were reported more often than marijuana incidents at three sites.

Working Relationship Between Schools and Law Enforcement

The ability of law enforcement officers to work effectively on or near school campuses depends to a large extent on the working relationship between the school district and law enforcement administration. For sites with such a relationship, the DSP appears to have led to increased coordination and cooperation.

In general, law enforcement reported support from teachers, other school staff, parents, and students. Student reactions were still mixed after the second year of the DSP effort. They overwhelmingly supported greater efforts to identify drug dealers and users, but were less supportive of having law enforcement on or near campuses.

There were many problems raised at the general meeting of DSP project staff in Orange County in February of 1986. Highlighted was the lack of communication between the various groups involved in the projects which plagued sites in the first year. It became evident that lack of communication was still a problem at several sites. Through a group discussion, possible solutions were posed. Suggestions included notifying the school when the contact officer

for the law enforcement component was re-assigned, weekly or monthly meetings to keep each other up-to-date on the project's progress or to trouble-shoot, and even going the extra step in developing a new joint procedure for drug and alcohol related school incidents which involves both the school and law enforcement.

As was true in the first year, the Memorandum of Understanding (MOU) was key to maintaining a working relationship between the law enforcement, school, and community service groups in the second year of the DSP. The MOU, required by OCJP, is a contract establishing the paths of interaction between two groups (school and law enforcement) which have not traditionally worked together in most sites. Groundwork for the communication network was laid in the first year for most sites. During the second grant year, an increased number of sites classroom education by law enforcement officers. According to several sites, this was a result of opening communications and sharing ideas for education programs so that personnel are now cooperating and working as a team in the DSP.

Recommendations

- Personnel changes cannot always be predicted or avoided. Should key project personnel be replaced during the grant year, the DSP project director or agency head should notify school, law enforcement, or counseling agency administrators as soon as the change is in effect.
- Lines of communication between school or counseling personnel and the law enforcement agency should be established early in the grant year and adhered to.
- The above recommendations should be included in a clear and concise MOU established and agreed to by both the school and the law enforcement agency.

Chapter 4

Prevention Through Classroom Education (Components 3, 5 and 6)

Nationwide, there has been an increased emphasis on the inclusion of substance abuse prevention for adolescents as part of the regular education curricula since the late 1970s. The DSP has included this emphasis on educational programs by requiring classroom education as part of Components 3, 5, and 6.

The effectiveness of classroom education is influenced by several important variables, including the availability, quality, and type of instruction, and the quality of the curriculum received by the students. The most effective substance abuse prevention-oriented educational programs provide students with drug-specific information and the skills to more effectively make life choices, and help them to develop personal values which enable them to change the drug use patterns of themselves and their friends. The most useful and effective curriculum should combine information with values clarification activities in the classroom or counseling group.

In-service Training for Teachers

A comprehensive educational effort involves not only the education of students through the use of drug prevention materials, but also the training of teachers, administrators, law enforcement, and counseling staff. An essential part of the DSP educational effort is in-service training for all personnel involved with providing drug education for students. This ensures that all of the

project drug prevention education staff are knowledgeable and effective.

During the first year, in-service training programs were established for various DSP professionals, with a focus on training teachers. This was in response to statements from many teachers and other school staff that they felt inadequately prepared to identify students who might use drugs, or to teach about the social, psychological, and legal consequences of drug use. All of the DSP sites, therefore, engaged in some form of in-service training. Over 5,000 persons received such training during the first grant year. The nature and extent of the training varied from site to site, depending on the needs and priorities of the particular DSP project.

During the second year of the DSP, the in-service portion of this component was expanded. By the end of the second grant year over 9,000 DSP personnel had received some training and over 1,760 in-service training hours had been logged. Again, most of the training was focused on teachers (see Table 4-1). DSP sites reported training a total of 4,383 teachers; 2,681 school administrators and other school staff; 1,125 law enforcement personnel; and 1,570 other individuals, including some DSP staff and various community members. Community members included parents, students, drug counselors, doctors, and members of community service groups. The amount of training devoted to different staff members varied by site. While all sites provided training for school personnel, only ten sites provided any training for law enforcement staff.

Table 4-1

In-Service Hours by Staff and Site

Site	Teachers		School Administrators and Other School Staff		Law Enforcement		Others	
	# staff	ave. hrs.	#staff	ave. hrs	#staff	ave.# hrs.	#staff	ave.# hrs.
Antioch	96	2	95	4	293	8	233	4
Butte	117	1	52	2	2	28	0	0
Contra Costa	125	1	46	2	16	2	410	4
Earlimart	20	7	3	4	0	0	0	0
Garden Grove	83	2	30	2	0	0	0	0
Los Angeles	1,279	1	1168	2	535	1	35	1
Menlo Park	149	3	9	2	53	2	489	2
Oakland	204	3	17	2	0	0	80	2
Pajaro Valley	332	3	335	3	67	2	111	2
Salinas	371	2	35	5	14	5	35	2
San Benito Union	137	3	22	18	5	100	45	26
San Diego	1,378	2	704	5	110	2	130	8
Sonoma	98	3	165	3	30	1	2	2
Total	4,383		2,681		1,125		1,570	

The number of training hours varied depending on the subject matter, type of personnel, and intent of the training. Training programs ranged from briefing staff or advisory committee members on the scope and progress of the DSP to a series of lectures on drug use and the consequences of use.

Subjects covered by in-service training did not vary greatly over the two grant years. Topics included instruction on the effects of chemical dependency, review and selection of the curriculum to be used in the classrooms, discussions of effective teaching techniques, workshops on crisis intervention, lectures for parents, and instruction on the personal and legal rights of school staff and students with respect to substance use.

Classroom Education

Over 7,500 educational sessions were conducted during the second year of the DSP. These involved over 119,948 students (see Table 4-2). Nationally and in California, substance abuse education has expanded and there is a trend toward including drug prevention courses in the general education curriculum (as opposed to the use of "one shot" educational programs such as single assemblies). For example, one site is in the process of developing a classroom curriculum which integrates drug education into all compulsory subjects. Some of the standard curricula, such as Stanford Decide, also suggest ways to incorporate substance abuse education into regular classroom activities.

Table 4-2

Educational Classes
By Site

Site	Number of Sessions	Number of Students
Antioch	2,528	9,057
Butte	156	7,597
Contra Costa	491	6,844
Earlimart	215	1,568
Garden Grove	217	1,612
Los Angeles	1,997	62,294
Menlo Park	511	4,938
Oakland	340	5,102
Pajaro Valley	295	5,538
Salinas	240	7,377
San Benito Union	143	801
San Diego	293	4,696
Sonoma	236	2,524
Total	7,662	119,948

In general, there have been two approaches to substance abuse prevention and education: 1) general drug education and 2) specific programs directed at high risk youths or other specific target groups. The former includes drug curricula which are aimed at the general adolescent population. The goal of such prevention efforts is to provide information to students (and sometimes parents) concerning the effects of drugs, the consequences of abuse, and specific issues such as drunk driving, treatment resources in the community, and answers to specific drug-related questions. Such general programs have been widely used in the DSP as well as in other drug prevention programs. However, many teachers and treatment providers found that general information alone was limited in its effectiveness. DSP staff found that a "personal skills" or "decision-making" approach had more impact on students. Such an approach is based on the belief that "personal development is an intermediary goal which will lead to responsible...use or non-use without the need for specific consideration of drinking [and drug use]." (Hewitt, 1982:252) Thus, drug education programs started to focus on personal development, values clarification, assertiveness training (to learn to "say no"), and providing alternatives to drug and alcohol use.

The more specific educational approach involves curricula and other educational activities directed at specific target groups. These can be groups of "high risk" students, such as potential high school dropouts, students who are frequently truant, students involved in delinquent activities, or students who have lived through

disruptive family experiences such as death, divorce, abuse, and frequent moves.

Target groups also can include specific ethnic and cultural groups, whether or not these groups are considered "high risk." There is a need for educational materials for students who do not speak English, and for materials oriented toward students in Hispanic, Black, Native American, or other racial, ethnic, and cultural groups.

Few sites, at this stage of the DSP, have been able to effectively focus educational materials and activities at minority target groups. This is partly due to a generally inadequate knowledge of the needs of minority groups, the relatively small amount of funds and other resources available to develop the necessary programs, a lack of community awareness of the need for such programs, and a lack of personnel trained in the issues relevant to these populations. A few sites have made an effort to adapt or develop curricula oriented toward Hispanic youths while others continue to use the "generic" curricula that are commercially available.

Elementary Education: Prevention efforts have increasingly focused on younger students, and recently many programs have expanded their educational efforts to students in elementary schools. The DSP responded to this shift in the age of targeted students by requiring an elementary education component in the education portion of the programs. This is an especially relevant directive, since a majority of the schools at all but one site are

elementary schools, and 80 percent of all schools program-wide are elementary level (see Table 1-1).

Implementation of the elementary education component varied by site, and included both "personal skills" and information approaches. In grades K-4 the primary focus was on classroom presentations designed to increase self-esteem, teach assertiveness ("saying no"), facilitate peer relationships, and promote an image of law enforcement officers as "friends."

Some sites also presented drug-specific information. There is debate concerning the appropriateness of providing such information to younger students. Research has indicated that drug-specific information presented to students who have not yet heard of drugs may result in these students using drugs at an earlier age. (Berberian et al., 1976). However, there is also evidence that drug use is starting at increasingly earlier ages. Several DSP sites reported finding elementary school students using drugs and, thus, argued that drug-specific information should be taught in grades four through six. Consistent with this point of view, some of the most commonly used curricula (such as Stanford Decide) begin to integrate drug-specific information into their educational materials at grade four.

Curriculum and Teaching Materials

The quality of available educational materials on a national level has been improving. According to a review by Milgram (198?), about two-thirds of the materials designed for elementary and high

schools were rated "good" or better, and this proportion is increasing. This also is true of the materials used at the DSP sites.

Many of the sites have continued to use or adapt standard drug program curricula. The most popular of these were "Stanford Decide" and "Here's Looking at You, Two." About half the sites also developed their own curricula related to drug use and decision-making skills (see Table 4-3). Videos were the most popular form of created materials. Three sites developed their own educational videos. The videos focused on in-service training for teachers and school staff, decision-making skills for students and demonstrating the effectiveness of a pilot drug intervention program designed to be shown at school board meetings.

Recommendations

- Teachers and other school staff should in most cases be used to implement educational curricula. This allows drug education to be more easily integrated into the regular school curriculum.
- All sites should coordinate law enforcement and school personnel in as many parts of the staff training as possible.

Table 4-3
Materials Developed by DSP Projects
1985-1986

Antioch

"What Tadoo," a video for grades 2-6
"Targets," a video for grades 7-12

Garden Grove

A general test of knowledge about drugs, developed for grades 4-6 by the Garden Grove Police Department. The exam also tests the students' progress in the drug education program.

Pajaro Valley

"Intervention Makes A Difference," a video which demonstrates the effectiveness of pilot intervention programs.

"Drugs in the Workplace," a video for students and teachers produced by early intervention specialists.

San Diego

"Your Choice," a video designed to help 7th grade students become aware that their decisions, particularly about substance use, can have a life long-effect.

"Educating Mrs. Griffin," a video developed as in-service training for teachers and other school staff.

Chapter 5
Family Education and Counseling
(Component 4)

This component is designed to provide prevention and early intervention programs for the families of students who may be involved in substance abuse. The family has increasingly become an important focus of drug abuse intervention programs because society tends to view parents as responsible for and able to influence their children's behavior. Friedman, et al., (1980) reported that about half of the adolescents who entered treatment programs did so because of "family problems." Family problems include "family crises in the areas of health, mental health, death...lack of family interest and support in schoolwork; chronic family disruptions; and runaways" (see Daroff et al., 1984).

Most studies find that parent attitudes toward drug use and parent-child relationships are an important influence on adolescent drug use. One study (Kandel, 1980) found that 59 percent of students with at least one parent who drank were also moderate or heavy drinkers, while only 19 percent of those whose parents were abstainers drank. Parents, as well as older brothers and sisters, appear to "set an example" for younger family members, and thus influence their decisions to use or abstain from drugs. Therefore, parental drug use is often a predictor of their children's use. A poor relationship with parents is also a strong predictor of drug involvements. Serious drug involvement is also related to factors such as family hardship, religious background, and parents' educational level (Daroff et al., 1984).

Parents often feel powerless to cope with the behavior of their teenagers, and their own reactions to their child's drug abuse. Parents may feel confused, afraid, disappointed, hurt, and very often isolated and helpless. Thus, an important focus of the DSP is to involve the families of problematic or high risk drug users. This component focuses on alleviating pressures that may come from family-based problems which, in turn, may lead to drug and alcohol abuse. In particular, this component is designed to:

1. Educate parents by providing facts about drug use, factors leading to use, and correlates of use.
2. Provide support groups and classes for parents concerned about drug use by their children or children's friends.
3. Provide counseling for families of students who are identified as having drug-related problems, considered "at risk," or who want help and support.

Program Activities

Table 5-1 shows the attendance at parent workshops, groups, and classes. There has been an increase in these activities in the second grant year at all sites with two exceptions: the level of activity decreased at one site and remained about the same at another.

The number of parents involved in parent workshops and groups varied dramatically by site. Some of these differences reflect the size of the particular DSP program and the general focus on younger children. Los Angeles, for example, is one of the larger DSP programs, and most of the prevention efforts (about 80 percent) are directed toward elementary school students. Since parents of

Table 5-1
Parent Groups and Classes--Summary Statistics
7/85 through 6/86

Site	Average Monthly Attendance*	Months Some Activity Reported	Total Parents Attending	Total Sessions
Antioch	35	12	414	72
Butte	14	2	155	3
Contra Costa	19**	7	5231**	15
Earlimart	7	4	67	10
Garden Grove	1	2	11	3
Los Angeles	828	8	9,940	126
Menlo Park	10	1	10	1
Oakland	241	5	1,925	40
Pajaro Valley	45	7	540	15
Salinas	159	11	1,759	66
San Benito	9	2	97	4
San Diego	171	8	1,881	322
Sonoma	18	6	195	9
Total			22,225	686

*During months in which there was some activity reported.

**Approximately 5,000 parents watched a special television event in 10/85. To avoid confusion, this figure was not included in the monthly average.

elementary school students are often more involved in school events than parents of older students, DSP sites focusing on younger students generally are more successful at generating parent involvement.

Difficulties with involving parents was listed as a primary concern by the needs assessment survey and by staff at many DSP sites. Although in some cases significant numbers of parents participated in the workshops, many workshops and assemblies failed or had limited effectiveness because of this lack of involvement. Some DSP personnel suggest that this may reflect apathy or denial: some parents find it hard to believe that <u>their</u> children might have a drug problem.

Some sites, however, were very effective in generating parent involvement. Their suggestions included:

- Go to the parents, rather than asking them to come to your meetings. This means going to established community organizations, such as PTA meetings, service clubs, and churches. Find the "leaders" in these organizations, and ask <u>them</u> to organize the workshop. Parents respond more readily to a phone call from another parent than to a mailed brochure from a group they are not familiar with.

- Ask the community groups what they want to know about. Some workshops have failed because the parent-participants and the facilitators were interested in different topics. The result: parents didn't show up.

- One site (Contra Costa County) works with the Center for Human Development, which has developed a unique way of generating parent interest and involvement. This <u>Parent Educator</u> program trains parents to administer the drug curriculum, and at the same time accomplished the following things:

"Allows a forum for parents to work together to improve the quality of family life and community conditions.

Increases parental involvement in the school, and educates parents in the process.

Establishes for the student an open and safe environment for positive communication with an adult other than a teacher." (Source: Report of the Study of the Parent Educator Program; may be obtained from Center for Human Development, Lafayette, CA)

- Some sites also have suggested mass mailing of flyers, with a message that is clear and carefully thought out. Campaigns also might involve local media to publicize drug prevention and intervention activities which involve parents.

The nature of the material presented at workshops also varied considerably by site. Table 5-2 summarizes the nature of the parent involvement at each site, tabulated from the monthly report forms. Lectures on drug-related information were common. Other workshops focused on parenting and communications skills, stress, suicide, curriculum review, and awareness of community resources.

Parents seemed most concerned with the following issues: 1) What is drug abuse? 2) Can parents help prevent drug abuse? 3) How can parents help? 4) How can I tell if my child is using drugs? and 5) Where can I get help? Some of the DSP workshops or parenting groups effectively focused on these issues.

While the level of activity increased during the second grant year, it appears that the content of the programs offered in most cases remained substantially the same. A very large proportion of the workshops and classes were primarily or solely information oriented, which is a first step in providing parent education.

Table 5-2
Parent Groups and Classes--Description
1985-86

Antioch: Ongoing parent support groups and parent awareness education classes. Information focused on drug prevention/ education and decision making.

Butte: Lectures on drug-related information.

Contra Costa: Parenting classes and films to educate parents about drugs, drug programs, and living with teens. Special television presention on drugs and youth.

Earlimart: Lectures on drug information, parenting skills.

Garden Grove: Lectures and discussion on drug information, drug use among youths, and civil responsibility.

Los Angeles: Parenting and education classes using the DARE curriculum.

Menlo Park: One lecture on drug information.

Oakland: Parenting classes, presentations at town meetings and PTA meetings. Presentations focused on drug information, prevention topics, and films.

Pajaro Valley: Lectures on drug prevention, communication skills, curriculum review.

Salinas: Parenting groups, classes, and films. Presentations focus on drug-related information and behavior, stress, family communication, toughlove, curriculum review, confronting teens.

San Benito Union: Lectures on drugs, suicide, and troubled teens.

San Diego: Parent groups and classes on drug awareness, choices and challenges program, parenting and drugs, and resources.

Sonoma: Lectures on drug information.

A next step would be to help parents find ways to effectively use information learned in the workshops to educate other parents or students. An example is the Parent Educator Program in Contra Costa County (Center for Human Development), where parents are trained (Table 5-2) to provide drug education to students in classrooms. Another example is the Special Friends Program in Benicia, where parents are trained to provide support for elementary school children who are considered at moderate risk for school problems. At these and other sites, parent support groups also have been organized for parents who are actively trying to deal with drug problems among their friends or families.

Family counseling also is offered at twelve of the thirteen sites. These activities are presented in Table 5-3. Most sites offered some form of counseling for families of students identified as "chronic" or "high risk." Counseling most often was provided through the DSP program (either directly or through referrals to outside agencies) at little or no cost to the families involved. Again, the level of activity varied by site. Some sites did not provide family counseling during the past grant year, while others saw as many as 40 to 46 families per month, on the average.

Overall, the number of families involved in counseling through the DSP program increased dramatically since 1984-1985. More than 1,300 families were involved in family counseling during the 1985-1986 grant year.

Table 5-3
Family Counseling
7/85 through 6/86

Site	Average Families Seen per Month New & Ongoing	Months Some Activity Reported	Total New Families Seen
Antioch	26	11	108
Butte	9	9	50
Contra Costa	15	12	92
Earlimart	1	6	7
Garden Grove	27	12	169
Los Angeles	0	0	0
Menlo Park	20	12	123
Oakland	0	0	0
Pajaro Valley	8	6	53
Salinas	10	9	77
San Benito Union	9	10	45
San Diego	31	9	253
Sonoma	46	9	326
Total			1,303

Recommendations

- Increase parent involvement in workshops, classes, and support groups by going into the community and contacting already active community groups.

- Continue information-oriented family workshops and classes, but also expand these through developing support groups, training parents as educators, or using other strategies that will effectively involve parents in the drug education process.

Selected Printed Resources for Parents

"A Summary for Parents and Students on Alcohol Abuse"
"A Summary for Parents and Students on the Subject of Teenage Drug Abuse"
Educational Summaries, Inc.
P.O. Box 941
Freedom, CA 95109

Parents, Peers, and Pot (98 pp.)
For Parents Only: What You Need to Know About Marijuana (28 pp.)
Department of Health and Human Services
Alcohol, Drug Abuse, and Mental Health Administration
5600 Fishers Lane
Rockville, MD 20857

STEP: Systematic Training for Effective Parenting, 1976
STEP TEEN: Systematic Training for Effective Parenting, 1983
by Don Dinzmeyer and Gary McKay
American Guidance

The Parent Communication Project (study)
Parents' Drug Abuse Prevention Kit (10 publications)
Parents' Self-Test: A Guide for Helping Parents Assess Their Own Chemical Use
Young Children and Drugs: What Parents Can Do
Who's Raising the Family? A Workbook for Parents and Children
Wisconsin Clearinghouse
Department K
P.O. Box 1468
Madison, WI 53701

An Alcoholic In the Family? (Un Alcoholico en la Familia)
What Every Parent Should Know About Drugs and Drug Abuse
Channing L. Bete Co.
45 Federal Street
Greenfield, MA 01301

Chapter 6
Treatment for Students At Risk for Substance Abuse (Component 7)

This component is designed to provide an early intervention approach to substance abuse and designed to encourage students, teachers, parents, and law enforcement to identify chronic substance abusers and provide a place where identified students can receive treatment. The DSP definition of chronic drug abuse reflects the concern with identifying the most serious drug users. Chronic abuse is defined as long-term use and misuse of marijuana, inhalants, narcotics, dangerous drugs, pharmaceutical, glue, and alcohol which leads to unhealthy, illegal, self-destructive patterns of behavior or causes emotional, physical, social, and mental harm to oneself or others. Students viewed as having such problems are referred to an appropriate treatment program. Based on the type of intervention system developed, decisions must often be made about which students most need specialized treatment, and the type of treatment provided. This intervention component is designed to deal with students who are already using drugs and, thus, is an important complement to the components addressing prevention efforts.

During the first grant year, DSP sites reported difficulties with this component with respect to the following issues:

1. Lack of consensus on who is a chronic user (i.e., who should be referred to the treatment programs).
2. Lack of clarity with respect to defining and measuring "long-term" or "chronic" use.
3. Organizational issues such as confidentiality, record-keeping, and program structure.

This grant year, DSP sites have been concerned with:

1. Finding effective, low-cost treatment services.
2. Finding ways to involve entire families in treatment (particularly if other family members are also substance abusers).
3. Finding treatment modalities appropriate for minority youth.
4. Defining and measuring "chronic" or "at risk" substance use.

The first three concerns reflect the increasing effectiveness of the counseling component. The focus has moved from organizational issues to issues concerning improving the quality of treatment services. However, the issue of identifying the most problematic users, the users potentially most in need of intervention services, continues to be a central concern at most sites.

Last year's DSP Final Report included discussions of the importance of defining which youths are targeted for specific treatment programs, and the difficulties involved in finding measures of "chronic" or "at risk" use. A variety of instruments have been developed by clinicians, researchers, and other people working in the drug education and treatment fields to measure problematic substance use. It is unlikely that a universal measure will be adopted, since different treatment programs focus on different target populations and different types of problems. Some DSP sites, however, have been unable to find <u>any</u> way to separate problematic or "at risk" users from one-time or experimental users.

Program Description

A total of 7,773 youths, or an average of 648 youths per month, were referred for drug treatment services through the DSP (see Table 6-1). The total number of students referred varied between no referrals from one site (this site did not have a counseling component) to 2,094 at another (this site provided drop-in counseling on campus). The differences in the number of students referred reflects: (1) differences in the structure and intent of the treatment programs at each site; (2) differences in the size of the school and school district involved; (3) differences in the size of the drug problem in each district; and (4) differences in the size of the prevention effort directed toward treatment.

The percentage of identified users who were male ranged from 53 percent to 71 percent. Overall, males represent 56 percent of the students referred for treatment. National surveys also have found that in general, boys are more likely than girls to use most drugs. It would make sense, then, that more boys would be referred for treatment. However, the difference in referrals for boys and girls was relatively small at most sites.

Most of the DSP sites identified White students as most consistently referred as problem users, and 74 percent of the total referrals to treatment were for White students. At several other sites, a substantial minority of the referrals were for Black or Hispanic youths. These proportions reflect both the ethnic composition of the area and the groups of youths targeted by the DSP site.

Table 6-1
Description of at Risk Users
Percentage by Race, Sex, and Grade

Site	N	Sex		Race					Grade					
		Male	Female	White	Black	Hispn	Asian	Other	1-6	7-8	9	10	11	12
Antioch	103	53%	47%	84%	4%	7%	1%	4%	0%	28%	54%	10%	6%	2%
Butte	98	71	29	97	0	0	0	3	.5	2	39	26	19	9
Contra Costa	254	68	32	52	18	24	4	2	3	15	18	23	23	18
Earlimart	20	65	35	10	5	85	0	0	65	35	0	0	0	0
Garden Grove	779	62	38	80	2	11	6	1	16	30	12	16	12	14
Los Angeles	0	--	--	--	--	--	--	--	--	--	--	--	--	--
Menlo Park	143	66	34	91	3	5	1	0	8	23	16	31	15	7
Oakland	0	--	--	--	--	--	--	--	--	--	--	--	--	--
Pajaro Valley	152	64	36	64	3	32	1	0	0	3	16	38	23	20
Salinas	1,446	52	48	59	3	32	5	1	0	33	17	25	14	11
San Benito	408	58	42	49	4	42	5	0	0	4	21	31	28	16
San Diego	2,858	53	47	83	5	9	2	1	1	44	17	18	14	6
Sonoma	285	61	39	93	2	3	1	1	2	47	10	16	16	9
Total	6,546	56	44	74	4	18	3	1	3	34	17	21	16	9

There is a scarcity of data on the interaction between cultural factors and the impact and success of treatment. It is clear, however, that with the large multi-cultural population in California and at the DSP sites, culturally relevant treatment programs are essential. One goal of the DSP in the next five years should be to develop and implement such programs.

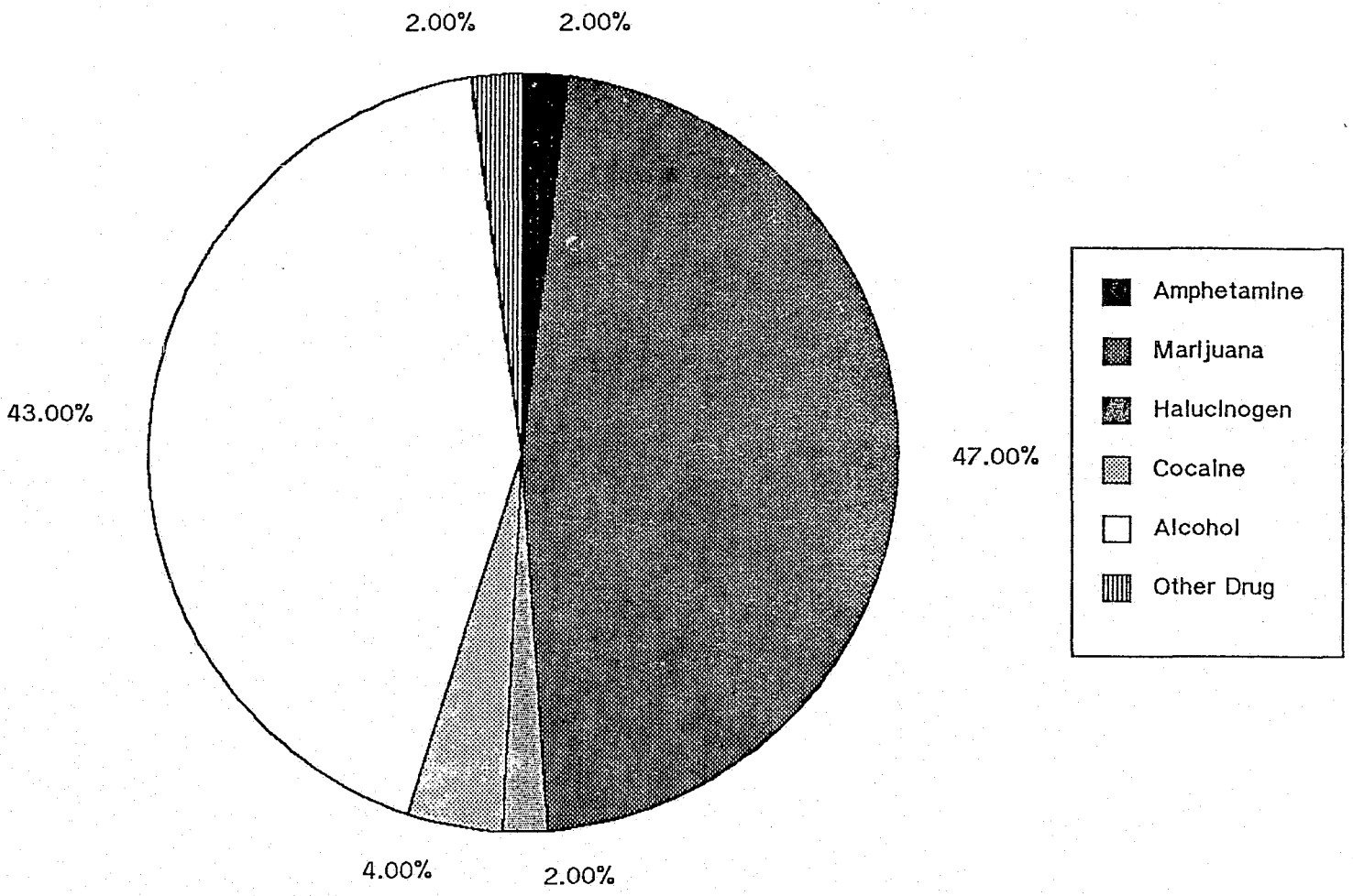
The largest group of referred students were in grades 7-8. Only a few sites showed a different referral pattern. The largest proportion of referred students at one site were in grades 1-6; the largest group at two sites were in grade 9; and the largest groups at two other sites were in grades 10 or 11.

This represents a shift in the focus of treatment during the second grant year to lower grade levels. This shift is particularly significant since national data show that the heaviest and most problematic users are in grades 10-12. The difference between national statistics and those reported by DSP sites appears to reflect the DSP focus on prevention and <u>early</u> intervention. Thus, while drug use may be somewhat more prevalent among high school students, junior high or middle school students <u>may</u> benefit more frequently from counseling, since they are generally in the earlier and less problematic stages of use.

The most commonly reported drugs among students referred for treatment were alcohol and marijuana. The primary drug of concern when students were admitted for treatment was marijuana for 47 percent of the referred students, and alcohol for 43 percent of the referred students (see Figure 6-1). When students were asked for a

Figure 6-1

PRIMARY DRUG AT ADMISSION



drug abuse history, however, several other drugs were frequently reported. Alcohol was mentioned 29 percent of the time, marijuana 30 percent, amphetamines 11 percent, hallucinogens eight percent, and cocaine eight percent. Drug abuse history is portrayed for each DSP site in Table 6-2.

Students who entered treatment for drug problems were predominantly self-referred (45 percent) (see Figure 6-2). This may reflect the growing awareness of many students of the physical, psychological, and legal consequences of drug use and perhaps a greater willingness to get help. That such a large number of students are self-referred also highlights the importance of educational and other efforts which are designed to heighten student awareness of drug-related issues.

The most common treatment modality was group counseling (39 percent), followed by individual counseling (31 percent) and family counseling (15 percent).[1] There was a shift from individual counseling toward group and family counseling during the second grant year, which represents the growing belief among DSP project staff and other substance abuse treatment specialists that these modalities are often much more effective in reducing substance use and abuse. Nationally, family-oriented treatment is increasing, but is still absent from the majority of substance abuse treatment programs. In NIAAA funded programs (in 1978), only nine percent of the patients were involved in family treatment (NIAAA, 1981). The

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[1] See Table 6-3.

Table 6-2
Drug Use History
Number of Students Reporting Each Drug
1985-86

	Alcohol	Marijuana	Amphetamines	Cocaine	Hallucinogens	Other
Antioch	45	73	14	18	8	15
Butte	47	42	0	0	0	3
Contra Costa	144	138	6	37	3	21
Earlimart	1	1	0	1	0	2
Garden Grove	221	253	26	17	17	41
Los Angeles	--	--	--	--	--	--
Menlo Park	134	116	7	24	10	13
Oakland	0	1	0	0	0	0
Pajaro Valley	75	46	0	1	8	2
Salinas	572	612	32	58	25	30
San Benito Union	306	245	10	40	10	34
San Diego	2116	2262	1340	731	891	1858
Sonoma	203	209	35	26	40	28
Total	3864	3998	1470	953	1012	2047
Percent	29%	30%	11%	7%	8%	15%

Figure 6-2

TREATMENT REFFERAL SOURCES

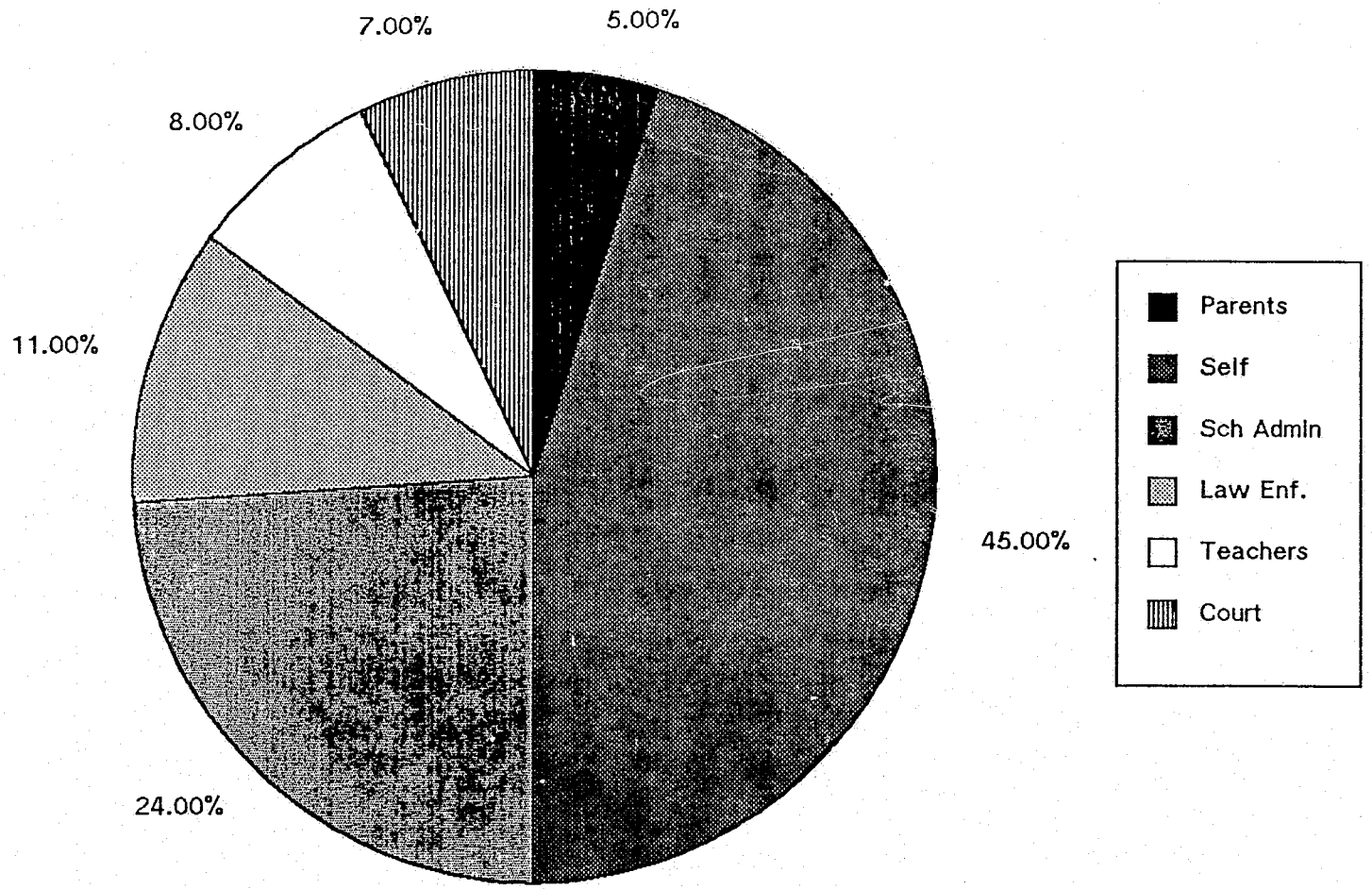


Table 6-3
Number of At Risk Users
Accepted for Treatment

	Individual Counseling	Group Counseling	Family Counseling	Crisis Counseling	Other Agency	Screening Only
Antioch	29	78	7	0	2	0
Butte	176	107	42	0	0	68
Contra Costa	60	88	85	0	3	20
Earlimart	15	0	0	0	0	1
Garden Grove	42	138	256	69	69	0
Los Angeles	--	--	--	--	--	--
Menlo Park	10	0	283	2	0	7
Oakland	7	0	0	0	0	0
Pajaro Valley	46	101	54	3	8	20
Salinas	702	706	121	17	9	313
San Benito	393	452	54	35	3	8
San Diego	850	1159	14	3	10	58
Sonoma	126	480	297	45	0	22
Total	2456	3309	1213	174	104	517
(Percent)	32%	43%	15%	2%	1%	7%

increase in family treatment at DSP sites, therefore, represents a significant and needed step.

Recommendations

- "At risk" is more appropriate than "chronic" when defining problematic use, and this term should be adopted in the RFP and at DSP sites.

- Each site that does not have specified criteria for referring certain students for treatment should develop such criteria. It is not as important that all sites use the same criteria, as it is that each site use some specified criteria.

- Adequate record-keeping systems are essential to monitor the type of students referred for treatment. Where confidentiality is an issue, records can be anonymous. Detailed records should, nevertheless, be kept during the initial stages (first few years) of the DSP programs.

- Sites with established treatment programs that are working smoothly might consider expanding services to include those who do not necessarily abuse drugs, but who live in families where drugs are abused. National research shows that children of alcoholics are a "high- risk" group, that at least 12 million such children live in the U.S., but that only 5 percent of these children are currently receiving help.

- Most sites need to start to develop culturally sensitive treatment programs. Some sites vary their treatment approach for different racial and cultural groups, but others use a "generic" or "white middle-class" approach for all students and families referred for treatment.

Chapter 7
Introduction to the Youth Surveys

The youth survey was designed to assess the extent of drug use and related attitudes and behaviors among students at three DSP impact sites. Unfortunately many people--including some community members, parents, and school staff--do not believe that drinking and drug use among high school students is a problem in their community. However, these problems clearly do exist, and have been demonstrated by local and national studies. Data from such studies are important, because they provide measurable support for the existence of substance use problems, and because they identify specific groups of students whom these problems are most likely to affect.

The survey allowed for a comparison of drug use patterns at three impact sites with national drug use patterns, resulting in increased understanding on how drug-related problems manifest in different geographic and socioeconomic areas. In addition, surveys were distributed to parents and school staff to measure perceptions of drug use in the community, and attitudes about drug use and other community concerns.

The questionnaire for students was administered at the San Diego high school for the second time (with a one year interval between surveys), allowing a preliminary analysis of trends in drug use and attitudes toward use. This is a first step in developing hypotheses about the cause of the trends, and the relationship between trends in use and DSP activities.

Samples and Study Design

The intent of the study was to administer a pre-test/ post-test questionnaire to students, parents, and school staff at each of the three impact sites. The logic of this design was to determine whether or not measures of drug use and related factors were changing in relation to DSP program activities.

The DSP programs were implemented prior to the fall 1985 survey, and thus a true "pre-test" was not possible. However, the data provided a wealth of information about drug use patterns and factors associated with use, and some preliminary information on trends in drug use and associated attitudes.

The sites selected for this study were San Diego, Salinas, and Benicia. Each of these sites had a strong working DSP program, and was willing to work with NCCD in implementing the survey. These sites were intentionally chosen from sites with different economic, geographic, and ethic populations.

San Diego is California's second largest city, and is growing at the rate of 2.3 percent per year. Tourism is an important industry. The city includes a large multi-cultural population, which represents 26 percent of the total population. The military is prominent; it is estimated that there were 15,000 people on active duty, 85,000 dependents, and 50,000 retirees as of 1980. Approximately one-fifth of the city's population is made up of senior citizens. Since San Diego is so close to the U.S.-Mexico border, there is a large problem with undocumented aliens (over 5,000).

Salinas serves as the county seat of Monterey and as a marketing center for most of Monterey County. Fort Ord, a large military complex, is located eight miles from Salinas and many of the military families live within the Salinas Union High School District. Agriculture (along with allied support industries) is the county's basic industry. Because of the seasonal aspect of agriculture production and the transferring of military personnel, there is a high incidence of migration to and from the area, as well as a high rate of unemployment (over 13 percent) during the winter months.

Benicia is a small, rural, industrial community which has grown by 319 percent between 1970 and 1984. This city has the highest per capita income in Solano County, and the median per household income is $2,733 higher than in the nine-county San Francisco Bay Area region. The portion of the population consisting of 0-17 year olds is 30 percent, compared with the statewide figure of 27 percent.

Because these areas are demographically very different, data concerning the area and school district populations and ethnic distribution of students are presented in Table 7-1.

Respondent Selection: Students were randomly selected from the enrollment roster in San Diego and Salinas. If students were absent, or if a teacher was unwilling to allow them to leave a particular class, they were called in at a later time. In Benicia, students were randomly selected by classroom. There was no provision for following up absentees at this site. Table 7-2 presents the student distribution by grade and response rate.

Table 7-1
Description of Impact Sites
1985

	San Diego	Salinas	Benicia
Area Population	925,000	125,000	23,000
District Population (high school)	33,408	4,460	1,139
Number of high schools	24	4	2
Target Population (high school)	29,965	4,660	1,139
Number of target schools	18	4	2
Ethnic composition (district)			
White	70.4%	43.7%	87%
Black	8.0	1.7	6
Hispanic	14.0	43.7	5
Other	7.6	10.9	2
Ethnic composition (impact school)			
White	73.0	13.9	67.9
Black	5.0	1.4	7.6
Hispanic	16.0	75.0	9.5
Other	6.0	9.7	15.0

Table 7-2
Respondent Characteristics and Response Rate
All Sites 1985

	San Diego	Salinas	Benicia
Students			
N	503	497	485
grade 9	--	159	213
grade 10	151	117	194
grade 11	186	113	39
grade 12	161	105	39
% high school population	38%	38%	42%
Response rate	99%	97%	100%
Parents			
N	89	53	120
% male	36%	28%	22%
% White	38%	27%	88%
% Black	1	7	6
% Hispanic	5	67	2
% Other	5	2	4
Response rate	36%	21%	48%
Teachers			
N	79	32	--
% male	59	41	--
% White	84	75	--
% Black	0	0	--
% Hispanic	11	19	--
% Other	5	6	--

Parent surveys were mailed to 250 parents at each site. These parents were randomly selected from the total group of parents of the students who were interviewed. Surveys were also handed to all school staff, including teachers, counselors, administrators, and nurses. The number of surveys distributed to parents and teachers and the response rates are presented in Table 7-2.

Survey Administration: The questionnaire took about 45 minutes to complete, and was administered during one class period. At San Diego and Salinas, students were removed from their classes and given the survey in small groups of 4-8 students. The interviewer in San Diego was bilingual (English/Spanish); a bilingual interviewer was called in at Salinas when Spanish speaking students were interviewed. The questionnaire was available in English and Spanish.

At Benicia, students were interviewed by classroom when the teacher was not present. Two interviewers were available to supervise and answer questions.

Confidentiality: Students were informed that their responses were confidential, and names were not included on the questionnaires. A consent form was given to students and sent to parents before the questionnaire was distributed. Parents had the opportunity to ask that their children not be included in the study. Students were informed that they could choose not to participate, that they could end their participation at any time, and that they were not required to answer every question.

Analysis and Limitations

Descriptive data are presented in this section of the report on major findings and trends in substance use, attitudes toward use, perceptions of use, and problems related to use. In addition, respondents were asked about their awareness of programs oriented toward substance use prevention and intervention, possible approaches to decreasing substance abuse, and the relative importance of drug abuse and other community problems.

The next step was cross-tabular analysis; to link patterns of substance use with attitudes, perceptions, and behaviors which may be associated with use. This information helps answer questions such as: "How does substance use vary among students?" and "Which students might be most influenced by prevention/intervention efforts?" In order to develop effective prevention/intervention strategies, the extent and type of problems need to be identified.

For any research on substance use, the accuracy of responses to questions is a critical issue. Self-report questions are the only way to measure substance use and related attitudes and perceptions, with the exception of legal infractions such as drunk driving and arrests for "minor in possession" of alcohol. However, the accuracy of self-reported measures depends not only on the respondent's honesty, but also on his or her memory, understanding of the questions, and motivation to answer them (for a more complete discussion, see Elliott et al., 1983).

However, Elliott reported that "the weight of the available evidence indicates that these measures have good to excellent levels

of reliability and acceptable levels of validity as compared to other social science measures," and that they have become the "preferred measure" for studying substance use and delinquency problems (Elliott, 1984:7). Research has found that deliberate falsification of events is rare, and that memory is fairly accurate within reasonable time periods. To increase the accuracy of this questionnaire, NCCD included questions about drug use during the past 30 days as well as the past 12 months. As a further check, as they were coded questionnaires were reviewed for inconsistent responses and improbably high levels of activity. Inconsistent responses were not used in the analysis.

These surveys were designed to measure the impact of substance use prevention/intervention programs, by measuring short and long term changes in behavior and attitudes at particular sites. While these surveys have yielded important and useful information, some caution must be used when the results are interpreted.

These surveys, spaced over two (and eventually three) years, can measure only short term trends in attitudes and behavior. A much longer evaluation, between five and ten years, would be needed for a more reliable assessment of program impact. In this study, we must consider each of the following possibilities: that trends are the result of random yearly fluctuation, local trends, or national trends, or that they are in fact connected with the DSP program activities.

In addition, each of the sites participating in the DSP designed a different multi-component strategy for addressing

substance abuse problems in their area. This was appropriate, since drug abuse manifests differently in areas which differ in geography, ethnic composition, socioeconomic class, type of industry, and so forth. Therefore, the information gathered during this survey was intended to describe each site, not to compare one site with another.

Accordingly, the focus of the analysis was different for each site. For San Diego, this was the second year of data collection. Thus, the focus was on trends in substance use and attitudes toward use. For Salinas, in which there is a high percentage of Hispanic students, the central questions in the analysis involved the differences in drinking patterns between Hispanic and White students. For Benicia, the classes that were interviewed were selected to represent both students who received weekly classroom presentations on substance abuse (using the Decide program) and those who did not. Thus, the results of these experimental and "control" groups can be compared.

Chapter 8

Youth Survey Results

Personal Characteristics

Of the 503 students surveyed at the impact school in San Diego, half were male (see Table 8-1). The majority (73 percent) were White, and Hispanic students were the predominant minority group (16 percent). Most (69 percent) of the youths at this school lived at home with both parents, but a large number (26 percent) lived in single parent households.

A small but significant number of San Diego students experienced stressful family events during the past year. Between two and six percent of the youths were affected by each of the following: a parental divorce, separation, remarriage, death, injury, illness, or job loss.

Most of the students' fathers who were employed held professional or managerial jobs (62 percent). A smaller proportion worked in sales or clerical positions (12 percent), skilled labor (six percent), unskilled labor (eight percent), or other occupations (12 percent). Less than two percent were unemployed.

The sample contained approximately equal percentages of 10th, 11th, and 12th grade students, and the mean student age was 16.2 years. Virtually all of the youths (94 percent) planned to attend college after graduation. One-third were employed at the time of the survey. The mean grade point average for this school was fairly high: 3.2 of a possible 4.0.

Table 8-1
Respondant Characteristics
All Sites 1985

	San Diego	Salinas	Benicia
Total Cases	n=503	n=497	n=485
Sex			
Male	52%	51%	52%
Female	48	49	48
Race			
White	74%	14%	69%
Hispanic	15	75	8
Black	6	1	10
Other	5	10	14
Living Situation			
Both parents	75%	71%	74%
One parent	22	24	20
Other	3	5	6
Stressful Events			
Parent divorce	5%	3%	7%
Parent separation	5	8	9
Parent remarriage	4	4	7
Parent serious accident	4	6	8
Father lost job	9	19	11
Mother lost job	3	14	5
Parent serious illnes	6	11	11
Parent death	3	5	7
Father's Occupation*			
Professional/managerial	68%	5%	40%
Sales/clerical	13	5	10
Skilled labor	2	19	13
Unskilled labor	6	49	28
Other	11	12	5
Grade			
9	--	32%	44%
10	37%	24	40
11	31	23	8
12	32	21	7
College Plans	92%	79%	82%
Currently Working	35%	27%	24%
Grade Point Average	3.1	3.1	2.8
Age	16.4	15.4	15.1

*Does not include unemployed

These percentages were similar to those found through the 1984 survey, indicating that it was unlikely that any significant demographic shift took place in the student population between the two surveys. Thus, changes in substance use and related behaviors can be explained by factors other than demographic change.

In Salinas, 497 surveys were completed. Of these, 49 percent were male (see Table 8-1). The sample from the Salinas high school was 75 percent Hispanic, and ten percent White. Nearly three quarters (71 percent) of the students lived with both parents, while about one quarter (24 percent) lived with only one parent.

One half of the fathers who were employed were categorized as unskilled laborers, 19 percent were skilled laborers, five percent were sales or clerical workers, and five percent were in professional or managerial positions.

A significant number of students (19 percent) reported that their fathers lost their jobs for a period of two months or more within the past year. A smaller but still significant number of students experienced other stressful family events within the previous twelve months. Between three and fourteen percent were affected by parental divorce, separation, remarriage, death, or serious injury.

The Salinas sample contained relatively equal percentages of 10th, 11th, and 12th graders and a slightly higher percentage of 9th grade students. The mean age of the students surveyed was 15.9. Eighty percent of the students planned to attend college and the mean grade point average was 3.1. At the time of the survey

slightly more than one quarter (27 percent) of the students held jobs.

Of the 485 students who completed surveys in Benicia, 52 percent were male (see Table 8-1). White students were the predominant racial group (69 percent) followed by Blacks (ten percent) and Hispanics (eight percent).

A significant number of Benicia students were affected by parental divorce (seven percent), separation (nine percent) and remarriage (eight percent). There were also high levels of serious accidents involving parents (eight percent) and parental death (seven percent). Eleven percent of the students reported that their fathers lost their jobs for more than two months within the past year, or that a parent suffered a serious illness.

Forty percent of the fathers held professional or managerial positions, and 28 percent were classified as unskilled laborers. Thirteen percent were skilled laborers, and 28 percent were in sales or clerical positions.

The students surveyed at Benicia were for the most part freshmen (44 percent) and sophomores (40 percent). They were divided into experimental groups, which were enrolled in a specific drug education program, and control groups, which were not exposed to the program. Eighty-two percent of the students reported that they plan to go to college, twenty-four percent were working at the time of the survey, and the average GPA was 2.8. The average age of the students surveyed was 15.1.

Prevalence of Substance Use

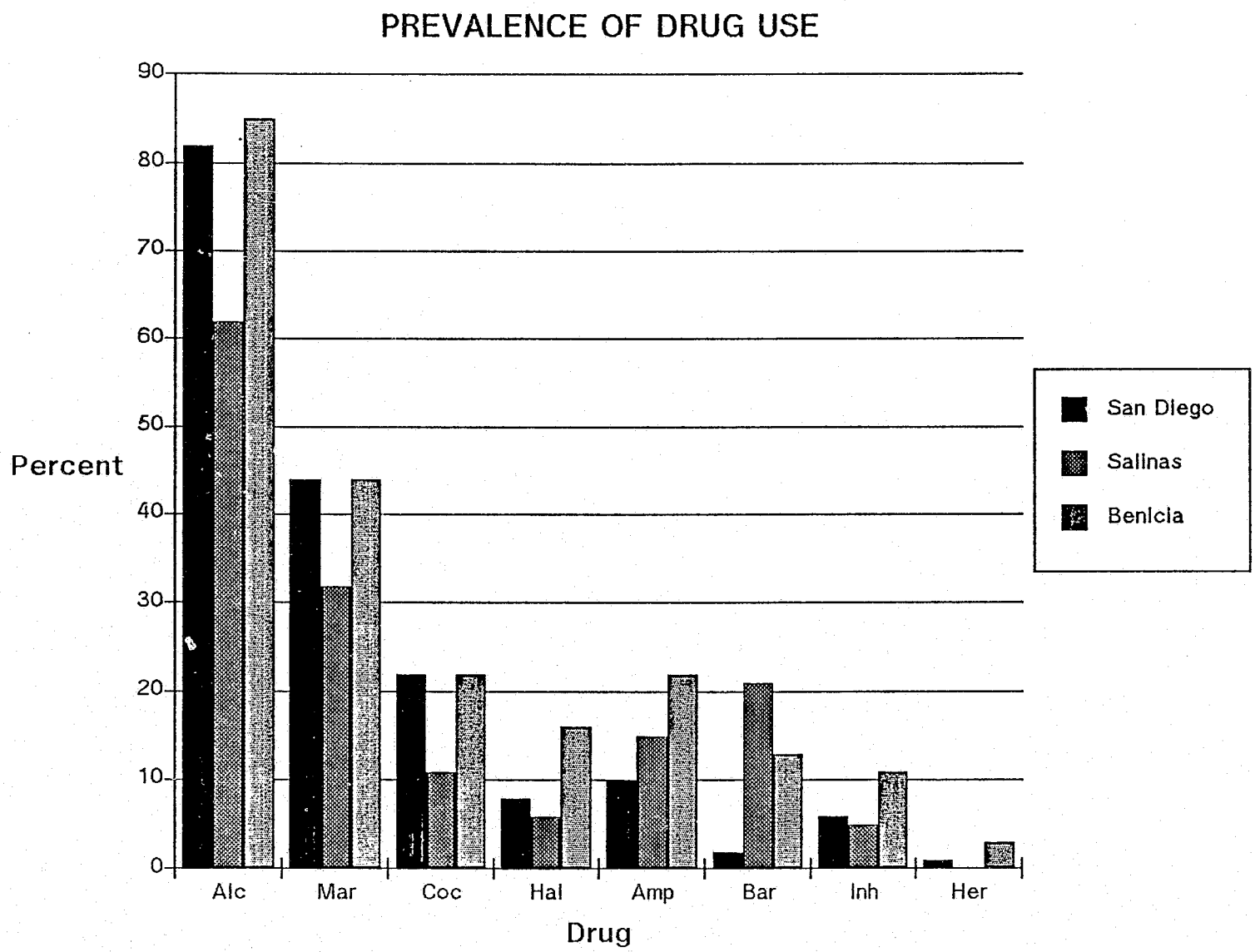
The first step in assessing the level of substance use in a particular area is examining the prevalence of use. Prevalence refers to the number of people who have used a particular substance during a specified time period, in this case during the past year.

National data show that alcohol and marijuana are the most popular substances at all grade levels. According to Johnston, et al. (1984), 86 percent of all high school seniors used alcohol within the previous twelve months, and 40 percent used marijuana during this period.

A recent survey in the state of California (Skager and Fisher, 1986) found that among eleventh graders during the past six months, 69 percent drank beer, 62 percent drank wine, 53 percent drank hard liquor, and 42 percent used marijuana at least once. For ninth grade students, the statistics were somewhat lower, ranging from 32 percent (marijuana) to 61 percent (beer). These figures are hard to compare with national data because of the different time periods specified, but it is clear that both alcohol and marijuana are used by large numbers of students in California.

Alcohol also was the most commonly used substance at all of the DSP impact sites. In San Diego, 82.3 percent of the students used alcohol within the previous twelve months (see Figure 8-1). The most popular alcoholic beverage was beer, used by 75 percent of the students. Wine and hard liquor also were consumed by large numbers of students (67 percent and 56 percent, respectively). Slightly less than half of the students surveyed use marijuana (44 percent).

Figure 8-1


PREVALENCE OF DRUG USE
Percent
90
80
70
60
50
40
30
20
10
0
Alc
Mar
Coc
Hal
Amp
Bar
Inh
Her
Drug
San Diego
Salinas
Benicia

At the impact school in Salinas, 62 percent of the students reported using alcohol within the previous 12 months (see Figure 8-1). Beer was the most popular alcoholic beverage, with a prevalence of 55 percent, followed by wine (45 percent) and hard liquor (32 percent). Approximately one third of the students surveyed reported marijuana use (32 percent). These levels of alcohol and marijuana use, although high, are considerably lower than the reported national levels for high school students.

At the Benicia high school, eighty-five percent of the students surveyed reported alcohol use within the previous twelve months. Beer was the most popular alcoholic beverage with a prevalence rate of 74 percent. Wine was the next most popular (70 percent), followed by hard liquor (60 percent). Forty four percent of the students used marijuana during the previous 12 months. Again, these relatively high levels of alcohol and marijuana use appear to be consistent with what would be expected on the basis of national and statewide data.

The prevalence of drugs generally considered more serious is significantly lower nationally, and at all impact sites. While most students are likely to use alcohol and a large minority to use marijuana, less than 25 percent of students used any other drugs during the past year. Alcohol and marijuana often have been considered "social" drug--used for recreation or to alleviate boredom, relax, celebrate, cheer up, or "cut loose." Other drugs have been perceived as much more dangerous, and students have been more reluctant to use them.

Nationally, during the past 12 months about 12 percent of high school seniors have used cocaine, 18 percent have used stimulants, 13 percent sedatives or tranquilizers, five percent inhalants, and 0.5 percent heroin (Johnston et al., 1984). The survey of students in California found even higher rates, which was especially significant because of the shorter (six month) time period students were asked about. During the past six months, large numbers of eleventh grade students reported using cocaine (18 percent), amphetamines (15 percent), inhalants (14 percent), and barbiturates (four percent) (Skager and Fisher, 1986). Ninth grade students reported slightly higher levels of inhalant and amphetamine use, and lower levels of use for all other drugs.

The results of the surveys at the impact sites varied. In San Diego, 22 percent of the students used cocaine, ten percent tried amphetamines, eight percent used hallucinogens, six percent used inhalants, and less than three percent tried each of the remaining drugs.

Although Salinas youths reported lower prevalence rates for some drugs (e.g., heroin, amphetamines, and cocaine), Salinas rates most closely reflectd national statistics. Fifteen percent of the students reported amphetamine use, 11 percent tried cocaine, six percent used hallucinogens, five percent reported inhalant use, and less than three percent tried each of the remaining drugs.

Benicia youths reported levels of drug use somewhat higher than national and state levels for some drugs. Twenty-two percent of the students reported cocaine and amphetamine use, 16 percent reported

hallucinogen use, 13 percent tried barbiturates, 11 percent tried inhalants, and three percent reported trying heroin. The differences in use rates reported the three sites were most likely related to a number of factors including the socioeconomic status, age, race, sex, community size, type of community, school size, and a variety of other social and interpersonal variables. For example, students with more money could more easily afford cocaine and, thus, tended to use this drug at higher levels.

In most studies on drug use, sex and age appear to be particularly significant predictors of drug use. Generally, more males than females are involved in drug use, especially heavy use. This has been found for all drugs except stimulants, where females use slightly more than males. The results of this survey, however, showed that the actual percentages of male and female students using each drug were in most cases relatively close, and there was no significant difference in drug use by sex.

National data also shows a significant increase in the use of drugs with age. Use generally begins in the early teens and peaks in the 18-22 age group. After the early to mid-twenties, alcohol and other drug use and the problems associated with use decline to very low levels. This process has been referred to as "maturing out" of drinking and drug problems.

This pattern was found in Benicia, where more students used drugs at higher than lower grade levels. However, for San Diego and Salinas, there was no significant difference in substance use by age. This was dramatically different from what would be expected on

the basis of national data. It is possible that the DSP activities were affecting older students most, and that the decrease in use at the upper grade levels was due to a decline in use among high school juniors and seniors. This hypothesis will be examined more closely in the discussion on trends in Chapter 10.

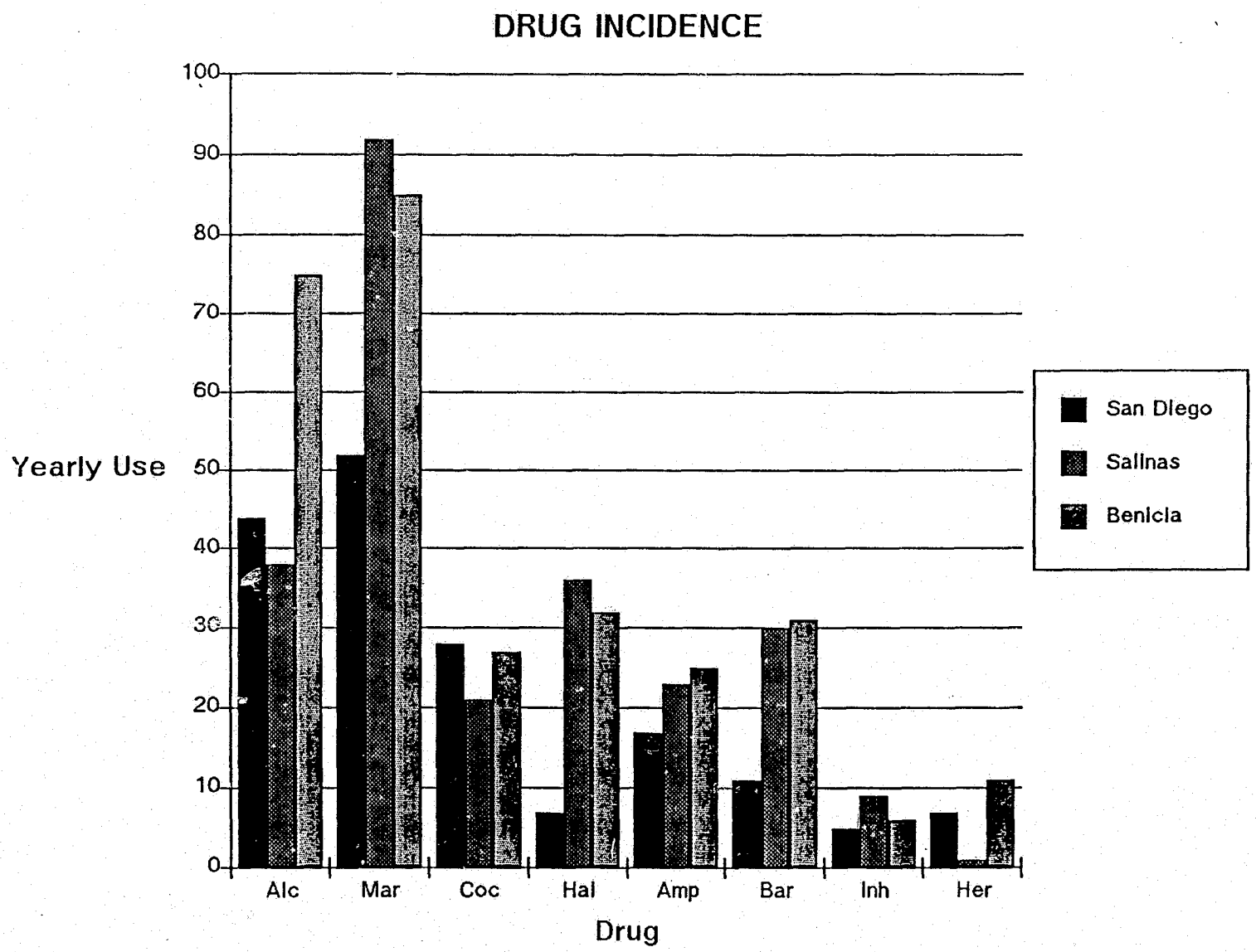
Incidence of Substance Use

Incidence of drug use refers to the number of times a certain drug is used during a specified time period. This helps differentiate one-time or low frequency experimental users from more frequent and probably more problematic users.

When only students who used these drugs during the past year were considered, it was found that alcohol was consumed an average of 44 times per year. The average frequency for marijuana use was 52 times during the past year, and the incidence for drugs other than marijuana was 38 times during the past year. In San Diego, beer was consumed an average of 44 times, wine 17 times, cocaine 28 times, and amphetamines 17 times per year. Other drugs were used less frequently (see Figure 8-2).

The frequency of use for youths at the Salinas site who reported drinking alcohol was 38 times during the past year, or about once every two to three weeks. Hard liquor had the highest incidence (23) among the categories of alcohol. Beer was second, with an incidence of 22; followed by wine, with an incidence of ten. The incidence of marijuana use was at 91.7: more than once a week but less than daily. The next highest use levels were for

Figure 8-2


DRUG INCIDENCE
Yearly Use
100
90
80
70
60
50
40
30
20
10
0
Alc
Mar
Coc
Hal
Amp
Bar
Inh
Her
Drug
San Diego
Salinas
Benicia

hallucinogens (36) and "downers" (42) which included most barbiturates except tranquilizers. Average cocaine and amphetamine use were at 21 and 23, respectively. Although the incidence was low among students who used these drugs, the reported incidence rates, nevertheless, indicate use levels above what might be considered experimental.

The average frequency of alcohol use by Benicia youths was 75 times within the past twelve months. That is, the average drinker used alcohol more than once a week. This frequency was much higher than the frequencies at San Diego and Salinas. The incidence was 49 for beer, 23 for wine, and 28 for hard liquor. The average marijuana user used marijuana 85 times within the past year. The incidence for drug use (all drugs combined except marijuana) was 70. Specifically, the frequency for hallucinogen use was 32 times on the average, barbiturates 31 times, cocaine 27, and amphetamines 26 times on the average.

Incidence varied by age and sex, but these differences were not statistically significant at San Diego and Salinas. For Benicia, incidence varied significantly by age, but not sex.

The differences in incidence of use by race was significant for most drugs at all sites. Table 8-2 presents incidence of substance use by race for alcohol, marijuana, and other drugs. Only the numbers of Black, White, and Hispanic students are presented, since the numbers of students belonging to other racial groups were too small for accurate comparison.

Table 8-2
Incidence of Substance Use by Race
Means--All Sites 1985

	White	Black	Hispanic
Alcohol			
San Diego***	70	16	72
Salinas**	41	--	22
Benicia***	68	52	86
Marijuana			
San Diego**	91	3	115
Salinas	41	--	26
Benicia**	40	19	45
Other Drugs			
San Diego**	41	13	31
Salinas	36	--	9
Benicia*	37	5	15

*p=.05
**p=.01
***p=.001

At all three sites, Black students used alcohol, marijuana, and other drugs less frequently than White and Hispanic students. This was consistent with national data which show that for adult populations, Black men and women tend to use alcohol and other drugs at lower rates than White or Hispanic Americans.

Drinking patterns among White and Hispanic students varied by site. White students used alcohol more frequently than Hispanic students in Salinas, while use among Hispanic students was greater in Benicia. In San Diego, use was approximately equal between these two groups.

For marijuana, the incidence among White students was greater in San Diego and Salinas, but greater among Hispanic students in Benicia. White students used other drugs more often than Hispanic students at all three sites.

Attitudes About Drug Use

The patterns of drug use described in the above sections can not be isolated from the context in which they have taken place. Patterns of substance use are connected with values and attitudes toward use, and should be related to changes in these attitudes.

Nationally, relatively few high school seniors see "great risk" in experimental or occasional marijuana use (15 to 25 percent) and, therefore, a large number of these students use marijuana. A larger number perceive "great risk" in regular use--85 percent disapprove of such use. The majority of high school seniors disapprove of regular use of any other drug besides alcohol (94-98 percent), and

73 percent disapprove of alcohol use at the rate of one or two drinks per day. It is interesting that weekend binge drinking is more acceptable among high school students than moderate but regular drinking.

Data gathered from the DSP sites was consistent with this national data. In the San Diego high school, the majority (71 percent) of the students reported that they believe that it is "somewhat wrong" or "very wrong" for students to use marijuana, and 42 percent said they believed it was wrong to use alcohol (see Figure 8-3). Most students also reported that it was wrong to sell marijuana, use alcohol, and use or sell hard drugs.

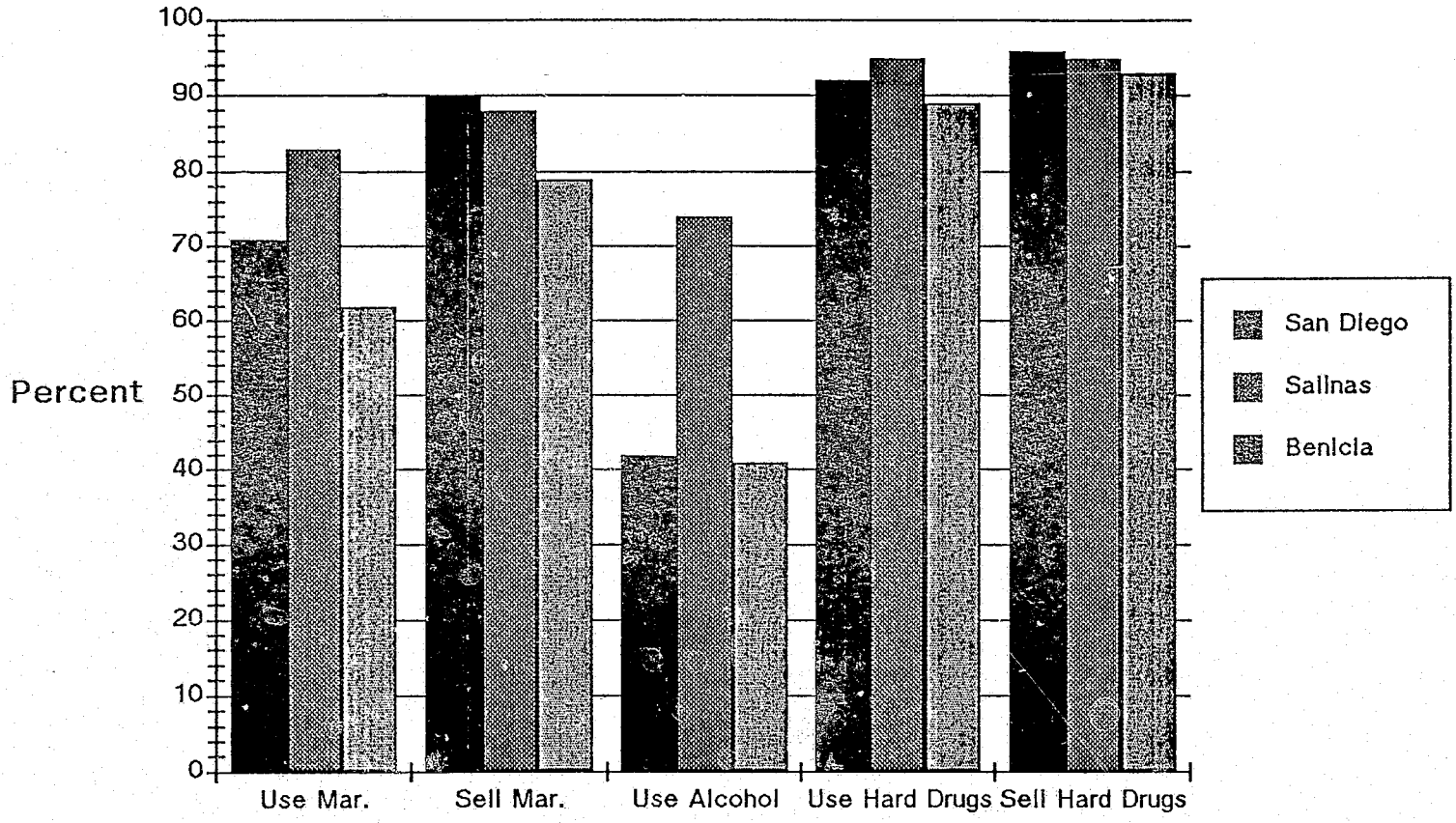
In general, San Diego students also were likely to believe it was wrong for adults to use marijuana and alcohol. These attitudes are probably associated with the growing perception of marijuana as a dangerous drug, and with an increased wariness among many students of any kind of drug, including alcohol.

The majority of the students in Salinas reported they believed drinking was somewhat or very wrong (74 percent), marijuana use was wrong (86 percent), and hard drug use was wrong (95 percent). Further analysis shows the intensity of attitudes: forty-five (45) percent of students reported that alcohol use was very wrong, 61 percent that marijuana use was very wrong and 84 percent that using hard drugs was very wrong.

Salinas students also were more likely to believe that it was wrong for adults to use marijuana (79 percent) and hard drugs (91

Figure 8-3

ATTITUDES TOWARD DRUG USE



Is it wrong for students to...

percent). A slight majority of students reported that it was wrong for adults to use alcohol (55 percent).

Less than half (41 percent) of the students interviewed in Benicia reported they believed it was somewhat or very wrong for a student to use alcohol. Slightly more than half (62 percent) said it was wrong to use marijuana, and 89 percent agreed that it was wrong to use hard drugs.

The percentage of students who believed it very wrong to use drugs was 57 percent for marijuana, and 76 percent for hard drugs. Most students also reported that it was wrong for adults to use marijuana (60 percent) or hard drugs (83 percent); fewer thought it was wrong for an adult to use alcohol (28 percent).

Further analysis shows that attitudes are a good predictor of use: students who reported believing it was wrong to use drugs generally abstained from using them. Students who did not think drug use was wrong were likely to use drugs and were likely to use them on a frequent basis (significant at the .0001 level). It is likely that students who use drugs are more likely to downplay risks associated with those drugs and are, therefore, less concerned with problematic use.

Problematic Substance Use

The nature of problematic substance use is defined and measured differently by each DSP site, and by different researchers who focus on drug use. Selecting a particular measure of problematic use from among those available can be almost arbitrary. Some studies have

used several different measures of substance use which together tend to more effectively identify the most problematic users. Problematic use in this report focuses on three aspects of substance use behavior: amount of alcohol consumed, frequency of alcohol and other drug use, and problems resulting from alcohol and drug use.

One way of measuring problematic substance use is by examining the number of problems with family, friends, school, law enforcement, or health associated with use. Students in this survey were asked, "How many times in the past year have you had problems with (your family, with teachers, etc.) because of your....drinking/use of drugs?"

In San Diego, 36 percent of the students had some type of problem as a result of their drinking (see Table 8-3), and 19 percent had some type of problem as a result of their drug use (see Table 8-4). Alcohol-related problems were highest for family, girlfriend/boyfriend, friends, and law enforcement. Drug-related problems were highest in the areas of health, family, and girlfriend/boyfriend.

The amount of problematic substance use appears more dramatic when only the students who use alcohol or other drugs are selected. Of the students who drink, 57 percent had some type of alcohol related problem during the past year (see Table 8-3). Of the students who used other drugs, 24 percent had some type of problem during the past year (see Table 8-4).

In Salinas, 24 percent of the students reported problems as a result of their drinking and 16 percent reported some type of

Table 8-3
Students Reporting Problems
Resulting from Alcohol Use
All Sites 1985

	San Diego	Salinas	Benicia
Percent of Total Student Population Reporting any Problem	36%	36%	32%
Percent of Total Student Population Reporting problems with:			
Girlfriend/boyfriend	14%	12%	18%
Family	17	10	16
Friends	12	8	12
Physical fights	9	6	12
Health	9	5	10
Teachers	1	1	3
Principal/school staff	2	1	4
Police	11	4	10
Percent of Alcohol Users Reporting any Problem	57% (n=503)	58% (n=497)	44% (n=485)

Table 8-4
Students Reporting Problems
Resulting from Drug Use
All Sites 1985

	San Diego	Salinas	Benicia
Percent of Total Student Population Reporting any Problem	19%	16%	21%
Percent of Total Student Population Reporting problems with:			
Girlfriend/boyfriend	8%	7%	12%
Family	8	8	11
Friends	5	6	7
Physical fights	3	4	6
Health	10	6	3
Teachers	2	2	4
Principal/school staff	1	1	4
Police	3	1	5
Percent of Drug Users Reporting any Problem	24% (n=503)	60% (n=497)	45% (n=485)

problem due to drug use (see Tables 8-3, 8-4). When only students whoused alcohol were considered, 58 percent reported problems related to use. Of the students who used drugs, 60 percent reported problems resulting to their use.

Alcohol-related problems were highest for girlfriend/boyfriend or family. Drug-related problems were highest for family, but nearly as many students reported trouble with girlfriend/boyfriend, friends, and health.

Thirty-two percent of the students in Benicia reported problems related to alcohol use, and 21 percent reported problems related to drug use. Problems tended to center around trouble with girlfriend/ boyfriend and family; alcohol-related problems also included trouble with friends, law enforcement, physical fights, and health. Almost half of the students who used alcohol or drugs reported problems associated with use (44 and 45 percent).

These results show the problematic nature of substance use in schools, and help identify a group of users who are more problematic, and who perhaps have the greatest need for intervention activities.

However, caution must be used in interpreting these results. The number of problems reported depends to a large extent on how the problems were defined by the students taking the survey. We have no way of assessing the nature and seriousness of a particular problem in this survey. Alcohol-related health problems undoubtedly refer to hangovers, rather than the chronic physical deterioration associated with heavy long-term alcohol consumption. The number of

problems reported also may be misleading. For example, a male student caught drinking a can of beer with some friends after a football game may report problems with the law enforcement, school staff, family, friends, and girlfriend--even if that was one of a very few times the student drank beer.

On the other hand, problems related to use do provide some indication of the seriousness of use. Table 8-5 examines the relationship between frequency of use and problems associated with use for alcohol, marijuana, and other drugs. In each case, it is clear that infrequent users were not likely to have alcohol or drug related problems, while the most frequent (weekly) users were very likely to have such problems.

Almost half (43 percent) of the weekly alcohol users in San Diego, for example, reported four or more alcohol-related problems during the past year. In Salinas, 46 percent of weekly drinkers report four or more alcohol-related problems, and in Benicia this increased to 52 percent. Similarly, about half of the weekly marijuana users (ranging from 53 percent in Benicia to 57 percent in Salinas) reported four or more drug-related problems during the past year, and a large percentage of weekly drug users (44 to 66 percent) report four or more drug-related problems during the past year. Thus, many of the students identified as having alcohol or drug-related problems with the school, parents, and law enforcement also were among the heaviest users; and the special focus of many drug intervention programs on these students appears warranted.

Table 8-5
Alcohol and Drug Related Problems
by Alcohol and Drug Use
All Sites 1985

San Diego	Number of Problems Reported During Past Year: None	1-3	4+	Total
Alcohol				
Yearly, but not monthly	91%	5%	4%	100%
Monthly, but not weekly	54	30	16	100
Weekly	27	30	43	100
Marijuana				
Yearly, but not monthly	78%	14%	8%	100%
Monthly, but not weekly	45	33	22	100
Weekly	18	27	55	100
Other Drugs				
Yearly, but not monthly	64%	21%	15%	100%
Monthly, but not weekly	57	20	23	100
Weekly	36	20	44	100

Salinas	None	1-3	4+	Total
Alcohol				
Yearly, but not monthly	76%	17%	7%	100%
Monthly, but not weekly	58	13	29	100
Weekly	35	19	46	100
Marijuana				
Yearly, but not monthly	77%	13%	10%	100%
Monthly, but not weekly	58	15	27	100
Weekly	25	18	57	100
Other Drugs				
Yearly, but not monthly	60%	23%	17%	100%
Monthly, but not weekly	39	6	55	100
Weekly	17	17	66	100

Benicia	None	1-3	4+	Total
Alcohol				
Yearly, but not monthly	74%	17%	9%	100%
Monthly, but not weekly	52	27	21	100
Weekly	36	13	52	100
Marijuana				
Yearly, but not monthly	66%	17%	17%	100%
Monthly, but not weekly	47	28	26	100
Weekly	27	20	53	100
Other Drugs				
Yearly, but not monthly	61%	23%	17%	100%
Monthly, but not weekly	55	8	37	100
Weekly	28	17	55	100

p=.0001

Another way to assess problematic use is to look at the frequency and level of use during a relatively short time period--in this case during the last 30 days. According to Table 8-6, less than half of the students surveyed--between 23 percent in Salinas and 41 percent in San Diego--reported some alcohol use during the past 30 days. The majority of these students reported drinking less than once a week. Thus, frequent drinkers represented a relatively small portion of the students who drank (between one and eight percent). This would be expected, since a large amount of drinking is done to experiment or socialize.

However, the frequent drinkers still represent a small but significant portion of the student population. Many of the students in this frequent drinking group were involved in "binge" drinking--the consumption of large quantities of alcohol during a short period of time. At the DSP impact sites, between two and three percent of the students reported consuming four to seven drinks on one occasion; between one and two percent reported consuming eight to 11 drinks on one occasion; and between three and eight percent reported consuming 12 or more drinks on one occasion. These students represent the most serious drinkers, and also those students most in need of help from treatment programs.

A similar pattern could be found for use of other drugs--in most cases, relatively few students used drugs more than once a week, but again this group represents the most serious and problematic users. In San Diego, for example, about 25 percent of the students reported using marijuana during the past 30 days (11

Table 8-6
Drug Use During the Past 30 Days
All Sites 1985

San Diego	No Use in Past 30 Days	Less Than Once a Week	More Than Once a Week
Alcohol			
1 to 3 drinks	59%	37%	3%
4 to 7 drinks	75	23	2
8 to 11 drinks	86	13	2
12 or more drinks	90	8	3
Marijuana	75	15	11
Cocaine	90	7	3
Crank	97	2	1
Other Amphetamines	96	2	2
Hallucinogens	96	4	0
Barbituarates	99	1	0
Opiates	99	1	0
Inhalants	99	1	0
Other Drugs	97	2	1

Salinas	No Use in Past 30 Days	Less Than Once a Week	More Than Once a Week
Alcohol			
1 to 3 drinks	77%	21%	2
4 to 7 drinks	89	9	2
8 to 11 drinks	93	6	1
12 or more drinks	89	7	4
Marijuana	76	13	11
Cocaine	93	5	2
Crank	97	2	1
Other Amphetamines	94	4	2
Hallucinogens	97	2	1
Barbituarates	98	1	1
Opiates	98	1	1
Inhalants	98	1	1
Other Drugs	98	1	1

Benicia	No Use in Past 30 Days	Less Than Once a Week	More Than Once a Week
Alcohol			
1 to 3 drinks	58%	39%	3%
4 to 7 drinks	78	18	3
8 to 11 drinks	89	10	1
12 or more drinks	81	11	8
Marijuana	67	16	17
Cocaine	85	9	6
Crank	81	12	7
Other Amphetamines	91	6	2
Hallucinogens	92	5	3
Barbituarates	95	4	1
Opiates	97	2	1
Inhalants	97	2	1
Other Drugs	85	9	5

percent reported using more than once a week). Nine percent reported using cocaine, and between one and four percent reported using each of the remaining drugs.

In Salinas, twenty-four percent of the students reported using marijuana within the past thirty days. Eleven percent reported using marijuana more than once a week, and six percent reported using cocaine and between one and three percent reported using each of the other drugs.

Twenty-three percent of the students in Benicia reported marijuana use within the past 30 days. Of these students, fairly equal percentages used it less than once a week (16 percent) and more than once a week (17 percent). Nineteen percent reported crank use, seven percent more than once a week. Fifteen percent reported cocaine use, eight percent reported amphetamine use, and another eight percent reported barbiturate use. Between three and five percent reported use of other hard drugs during the past 30 days.

It is evident from this Table that the number of students involved in very frequent use (more than once a week) is small. However, these students represent the most serious users, and are the students most likely to have problems related to use. Drug abuse intervention programs, therefore, need to identify and work with this group of the most serious users.

Parent, School Staff, and Student Attitudes About Substance Use

Perception of Prevalence: The perception parents, school staff, and students reported about the prevalence of drug use and the differences between these perceptions are presented in Table 8-7. Teacher and parent perceptions were relatively close in most instances at San Diego. For example, 47 percent of teachers thought that most high school aged children in their community used marijuana, while 45 percent of the parents agreed with this statement. Student perceptions, however, differed significantly: 71 percent agreed with this statement.

Parents and school staff and students perceived nearly the same levels of drug sales in the community (one percent of both parents and school staff agreed that some or most of the youths in the community were involved in marijuana sales, while three percent of students believed this). When asked how many of their friends or children's friends used drugs, student and parent attitudes tended to be the most similar. Teachers tended to estimate lower levels of alcohol and marijuana use.

In Salinas, school staff and students believed there were more students in their high school using marijuana (53 and 46 percent respectively) than did parents (32 percent). Staff (78 percent) and students (61 percent) also believed there were more students drinking than did parents (41 percent). Students believed there was more hard drug use and drug sales than did either school staff or parents (see Table 8-6).

Table 8-7
Perception of Prevalence of Drugs Use
Compared with Actual Use:
School Staff, Parent, and Student Attitudes
All Sites 1985

	Thinking about high school aged children in your community, how many of them do you think have:			How many of your children's friends* do you think have:		
San Diego	School Staff	Parents	Students	School Staff	Parents	Students
Used Marijuana	47%	45%	71%	25%	38%	27%
Sold Marijuana	1	1	3	3	3	4
Used Alcohol	81	77	89	48	60	64
Used Hard Drugs	3	2	9	0	5	5
Sold Hard Drugs	0	1	2	0	3	2

Salinas	School Staff	Parents	Students	School Staff	Parents	Students
Used Marijuana	53%	32%	46%	15%	19%	23%
Sold Marijuana	0	2	10	0	3	8
Used Alcohol	78	41	61	33	19	34
Used Hard Drugs	0	4	7	0	3	4
Sold Hard Drugs	0	0	4	0	3	3

When asked how many of their friends or their children's friends used marijuana, students (23 percent) reported higher levels than either staff (15 percent) or parents (19 percent). Students (34 percent) and staff (33 percent) perceived nearly the same levels of their friends or their children's friends who used alcohol, while parents (19 percent) perceived a much lower level of use.

In Benicia, the difference in perceptions between parents and students was dramatic. Nearly twice as many students (64 percent) believed that students used marijuana than did parents (34 percent). Students also believed there were a greater number of students selling marijuana than did parents (15 versus four percent). Similarly, students believed there were higher levels of alcohol (89 percent) use than did parents (62 percent). There was a substantial difference in perceptions of hard drug use (students, 13 percent, and parents, three percent). Students (six percent) were more likely to believe that their peers sold hard drugs than were parents (one percent).

When considering friends and children's friends use, the differences in perception were not as great. Thirty-three percent of students reported they believed all or most of their friends used marijuana (versus parents at 23 percent). Students perceived higher levels of alcohol (57 percent) and hard drug use (eight percent) among their friends than did parents (35 and three percent). Students also perceived a higher level of marijuana (nine percent) and hard drug sales (eight percent) sales among their friends than did parents (three and one percent, respectively).

Importance of Community Issues: School staff, parents, and students were asked, "How important are the following issues to family and youth life in your community?" The majority of parents and school staff in general reported the five most important issues as: 1) quality of public education; 2) sale of drugs to minors; 3) sale of drugs in and around schools; 4) youth drug abuse; and 5) child abuse.

Youth attitudes differed somewhat. In general, they reported the five most important issues as: 1) child abuse; 2) sale of drugs to minors; 3) youth crime; 4) sale of drugs in and around schools; and 5) youth drug abuse. Child abuse was considered to be the most important issue by nearly three quarters (74 percent) of the students.

Ideas for Reducing Drug Use: A number of ideas were suggested for reducing substance use, and respondents were asked to indicate how they felt about each idea. In San Diego, the three most popular approaches for school staff were arresting dealers, teaching elementary school students about drugs, and arresting users. Parents and students tended to support arresting dealers and teaching elementary students, and also were concerned with treatment for youthful drug users. More than half the parents supported nine of the eleven suggestions presented. Over 50 percent of the school staff supported five of the suggestions, while more than half of the students supported only three.

According to parents and school staff in Salinas, the three most popular approaches to deal with the drug problem were arresting and prosecuting more drug dealers, starting programs to treat youthful drug users, and teaching elementary school students about the dangers of drugs. Parents and teachers differed when asked about having law enforcement on campus. Fifty-one percent of parents thought it would be a very good idea and only 13 percent of school staff believed it would be very good. Thirteen percent of teachers thought it would be very bad to have law enforcement on campus.

The most popular solutions among students were teaching elementary school children about the dangers of drugs, treating youthful drug abusers, and identifying and arresting more drug dealers. The least popular tactics were having law enforcement on or near campus. Although these were the least popular methods to deal with drug problems, according to students, the numbers of students supporting these methods were still quite high (47 and 57 percent, respectively).

An overwhelming majority of parents supported all eleven ideas for combating the drug problem in their community. The majority of the school staff supported eight of the ideas and across-the-board were not as enthusiastic as parents. A majority of students supported ten of the ideas (ranging from 61 to 89 percent support).

The largest number of Benicia parents agreed with San Diego and Salinas parents that arresting and prosecuting more drug dealers would be the most effective way to deal with the drug problem in their community. Large numbers of parents also supported teaching

elementary school children about the dangers of drugs, and having classes devoted to increasing student awareness of drug use consequences. Treatment programs for youthful drug abusers also were highly supported by parents.

Across-the-board, students in Benicia reported less support for the ideas to deal with the drug problem in their community. However, a majority of students supported nine of the eleven ideas. The three top ideas, according to the students, were teaching elementary school children about the dangers of drugs, treating youthful drug abusers, and identifying and arresting more drug dealers. Students were least likely to support having more law enforcement on or near campus.

Awareness of Intervention Programs: Programs which are consistent with these approaches have been established in each of the three sites. Questions were asked to determine how aware respondents were of these programs. In general, students at all sites showed relatively low levels of awareness: 50 percent were aware of classroom drug education, 32 percent of counseling for students, and 30 percent or less of the remaining programs. An even smaller number of students were aware of the specific programs by name (see Table 8-8).

Teachers and parents in San Diego were much more aware of programs available to youth. Between 40 and 90 percent of teachers, and between 33 and 75 percent of parents, were aware of the various programs offered in the county. Only 40 percent of parents were aware that family counseling was available, and only 32 percent of

Table 8-8
Program Awareness
All Sites 1985

	Students		School Staff		Parents	
San Diego	Any	Specific	Any	Specific	Any	Specific
Detection and Arrest	17%	11%	48%	24%	35%	20%
Classes on Drugs	50	41	90	54	75	39
Programs for Parents	30	16	67	38	65	36
Family Counseling	26	14	61	25	40	19
Counseling for Students	32	18	63	25	33	16

	Students		School Staff		Parents	
Salinas	Any	Specific	Any	Specific	Any	Specific
Detection and Arrest	18%	8%	47%	34%	19%	12%
Classes on Drugs	60	41	80	69	49	30
Programs for Parents	21	10	59	38	25	11
Family Counseling	29	14	86	59	34	21
Counseling for Students	38	21	77	53	28	16

	Students		Parents	
Benicia	Any	Specific	Any	Specific
Detection and Arrest	7%	2%	6%	2%
Classes on Drugs	61	45	65	40
Programs for Parents	17	5	21	12
Family Counseling	25	9	21	18
Counseling for Students	22	7	8	1

students were aware that student counseling was available. Considering the much higher level of actual drug use, it appears that all groups would benefit from the knowledge that these services are available.

Students in Salinas also showed low levels of awareness of programs available to them. Only 17 percent of students indicated they had heard of programs to detect and arrest drug dealers, and less than half of the students had heard of programs for parents, family counseling, or counseling for students. Fifty percent of the students reported they had heard of classes focusing on drug use. Even fewer students were able to name specific intervention programs.

Parents have a much lower level of program awareness than school staff, which would be expected for school-based DSP programs. Less than half of the parents in Salinas were aware that each of the five programs listed were available in the community, and even fewer were able to name a specific program. Teachers were the most aware group, probably because of their more central involvement in the DSP effort. A majority of staff were aware of all of the programs except detection and arrest of drug dealers (47 percent).

Students in Benicia were most aware (61 percent) of classes on drugs, but had a relatively low level of awareness of programs for parents (17 percent), family counseling (25 percent), or individual counseling (22 percent). Again, even fewer students were able to name specific intervention programs. Only seven percent of the students were able to name a specific counseling program, even

though the high school site in Benicia has a counseling office on school grounds.

Parents had nearly the same level of program awareness as did the students in Benicia. However, fewer parents were aware of counseling programs for the students (eight percent) and only one percent of the parents were able to name a counseling program. Parents, like the students, were most aware of classes for drug education (65 percent) and 40 percent were able to name a specific program.

This low level of awareness at all three sites highlights one of the problems facing any drug prevention/intervention effort--expanding community awareness. While many of these programs have been publicized extensively, it is clear that more publicity is needed.

Chapter 9
The Impact of DSP at the San Diego Site

A major research objective is to determine the impact of the DSP on youth attitudes and behavior. To accomplish this task, a quasi-experimental design has been implemented at one of the DSP sites. San Diego project officials volunteered to participate in the impact assessment. Since funds prohibited a multi-site impact evaluation a single high school was selected to serve as the test site.

The research design simply consists of an abbreviated time series analysis. The youth survey questionnaire was administered in the fall of 1984 to a random sample of 502 students. Since the DSP did not begin at the high school until the middle part of the 1984 school year, the first survey was intended to serve as a baseline measure of drug use among students at this high school. A second survey was then administered in the fall of 1985, again to a random sample of high school students (N=503). The 1985 sample was intended to represent levels of drug use among students after the introduction of the DSP. By repeating the same survey to random samples of the student population each year, changes in the prevalence and frequency of drug use among the students could be observed. Furthermore, since the questionnaire also measured other aspects of the youths' attitudes toward drug use, family, social values, delinquency and school, factors, which have been associated with drug use and are the target of DSP services, can be identified and monitored over time.

It is important to note that this design is not a cohort sample where individuals are being tracked over time. Instead, it simply attempts to monitor changes in student drug use in general over time. This approach fits the DSP's objectives which emphasize general drug education for students and specific intervention for drug abusers. The central issue for the evaluation is the extent to which drug use among students is declining.

There are, of course, significant limitations to this design. Most significant is the limited number of observations made (1984 versus 1985). In actuality, the design presently represents a pre and post-test design. Changes in drug use patterns could be attributed to a number of external factors unrelated to the effects of the DSP. To attempt to control for this limitation, a third survey will be administered in 1986 to see if the 1984-1985 trends persist. The analysis also attempts to link any changes in drug use patterns with changes in attitudes toward drugs, which is a major goal of the DSP.

Personal Characteristics of the 1984 and 1985 Samples

No significant differences existed among the youth sampled in 1984 and 1985 with respect to their demographic characteristics (see Table 9-1). This finding effectively removed the possibility that changes in drug use patterns could be attributed to demographic shifts in the student population between 1984 and 1985.

Since the impact analysis was conducted at a single high school, these data describe the type of students enrolled at

Table 9-1

Respondent Characteristics
San Diego, 1984-1985

	1984	1985
Total Cases	n=502	n=503
Sex		
Male	52%	51%
Female	48	49
Race		
White	74%	73%
Hispanic	15	16
Black	6	5
Other	5	6
Living Situation		
Both parents	75%	69%
One parent	22	26
Other	3	5
Stressful Events		
Parent divorce	5%	2%
Parent separation	5	6
Parent remarriage	4	4
Parent serious accident	4	4
Father lost job	9	6
Mother lost job		
Parent serious illness		
Father's Occupation*		
Professional/managerial	68%	62%
Sales/clerical	13	12
Skilled labor	2	6
Unskilled labor	6	8
Other	11	12
Grade		
10	37%	30%
11	31	37
12	32	32
College Plans	92%	94%
Currently Working	35%	33%
Grade Point Average	3.1	3.2
Age	16.4	16.2

* Does not include unemployed.

this high school, which effectively limits the extent to which the findings can be generalized to other jurisdictions.

In general, this high school represents a unique student population. Students are predominately white with a middle to upper-class background and located within a major urban city (San Diego). In both samples approximately half of the students surveyed were male, and the majority were White. Hispanic students represented the predominant minority group (15-16 percent). Most of the youths at this school lived at home with both parents, but a large number (22-26 percent) lived in single parent households.

The parents of these students were employed in professional or managerial jobs (62-68 percent). Less than two percent were unemployed which compares with California's unemployment rate of seven percent. The samples were evenly separated into three grade levels (10th, 11th, and 12th grade students) and virtually all of the youths (94 percent) planned to attend college after graduation. Most significantly, these students were high academic achievers. The mean grade point average for the students sampled was fairly high: 3.2 of a possible 4.0.

Comparisons of Prevalence of Substance Use

The first step in assessing the impact of DSP was to compare changes in the prevalence of use between 1984 and 1985. As noted in Chapter 9, the San Diego students, like students at the other two schools surveyed, reported relatively high levels of alcohol (beer and wine in particular) and marijuana use which is consistent with

national survey data. Although the 1985 data reported high rates of prevalence, these rates declined for most drugs. For example, prevalence dropped five percent for beer, five percent for marijuana, four percent for cocaine, and four percent for amphetamines (see Figure 9-1). Only PCP use increased, and only by a small amount (one percent).

Although this decrease in use for most of the drugs surveyed is encouraging, the data show there still are a significant number of high school students who use or experiment with alcohol, marijuana, and other drugs. These are the students at whom portions of the DSP are aimed. In order to accurately target DSP activities, it is important to understand which groups of students are less likely to be using drugs. Therefore, prevalence of substance use is examined next by sex and age.

The decrease in substance use is mainly attributable to the drop in prevalence for females. In some cases (wine, cocaine, hallucinogens), prevalence for males has increased (see Table 9-2). For females, there was a drop in prevalence for almost all drugs, and some of these drops were quite dramatic. For example, the number of females using beer, wine, and amphetamines dropped eight percent; the number using cocaine dropped ten percent, and the number using marijuana dropped seven percent.

Changes in prevalence also differed significantly by age. Generally, national data havef shown that the number of people using drugs increases steadily by age through the teenage years and early twenties. In the San Diego high school, however, the pattern was

Figure 9-1

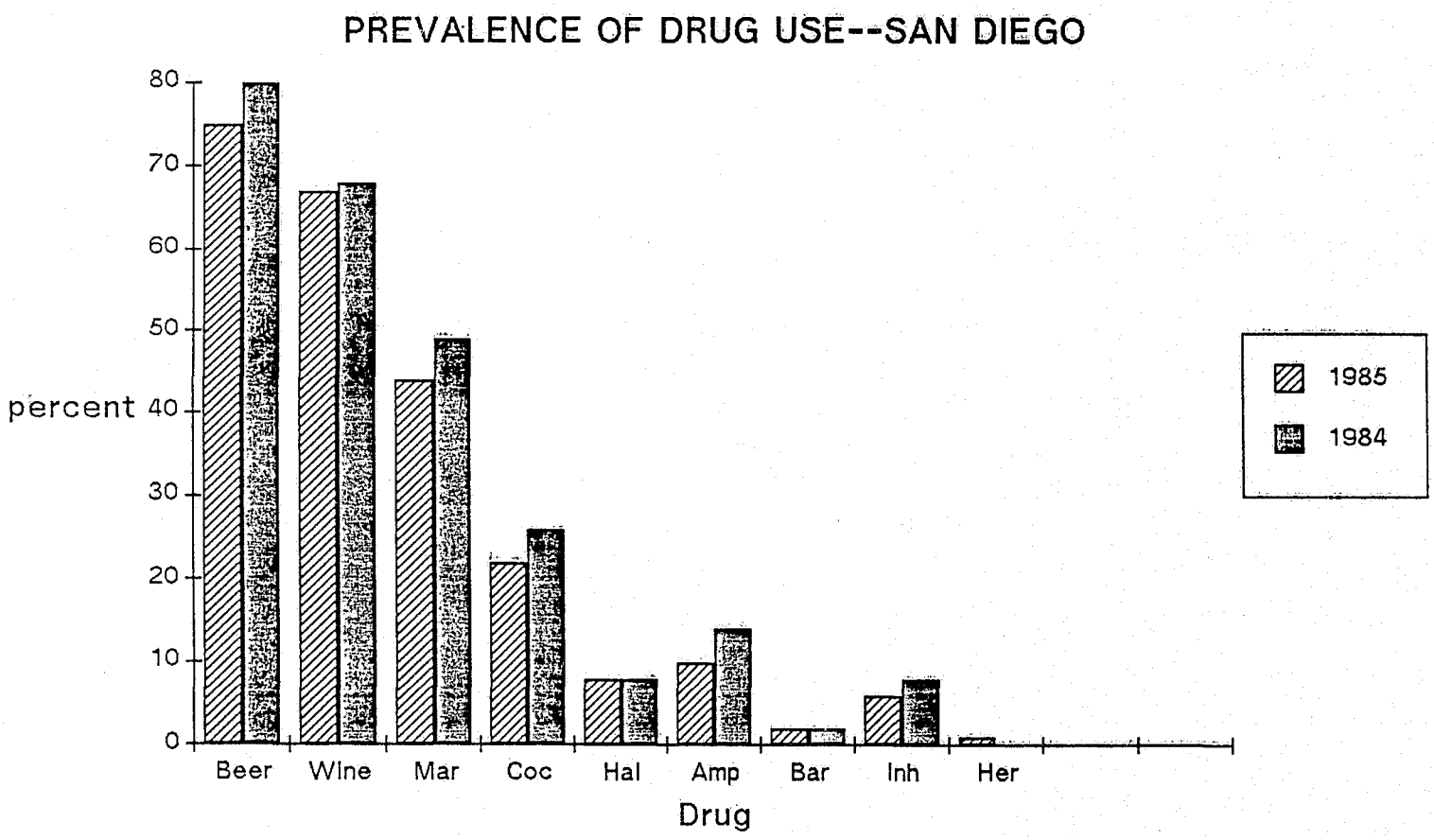

PREVALENCE OF DRUG USE--SAN DIEGO
percent
80
70
60
50
40
30
20
10
0
Beer
Wine
Mar
Coc
Hal
Amp
Bar
Inh
Her
Drug
1985
1984

Table 9-2

Prevalence of Drug Use by Sex
San Diego - 1985

	MALE		FEMALE	
	1985	% Change	1985	% Change
Beer	77%	-4%	71%	-8%
Wine	66	5	68	-8
Marijuana	47	-3	40	-7
Cocaine	23	+2	21	-10
Hallucinogens	11	+4	6	-4
Amphetamines	8	-1	11	-8
Barbiturates	2	+1	2	-1
Inhalants	6	0	6	-3
Heroin	1	+1	0	0

different. The most dramatic decline in use took place among high school seniors, although the number of cases in this age bracket greatly limit any strong conclusions (Table 9-3). However, the modest increases and even slight reductions as age increased suggest a unique pattern at this school.

Incidence of Substance Use

An analysis of whether the rate of drug use is declining is more difficult to interpret because only youths who reported using alcohol and drugs at least once during the past 12 months were addressed the survey. Changes in incidence rates simply reflect the frequency of usage among the smaller proportion of youths continuing to use these drugs.

Indeed for those youths who continued to use drugs, there was an increase in incidence over the two years of the survey (Figure 9-2). The one notable exception was marijuana use, which is declining rapidly. These data suggest that the DSP has not been effective in reaching more frequent drug users. This should not be surprising given that most educational campaigns are directed at those who use at the lowest rates (i.e., "marginal" users). Students are more likely to move from "use" to "nonuse," than from higher to lower levels of use.

Since marijuana use declined so markedly, analysis was done to isolate what type of youths had declined more significantly in rates of incidence. Table 9-4 shows that white males between the

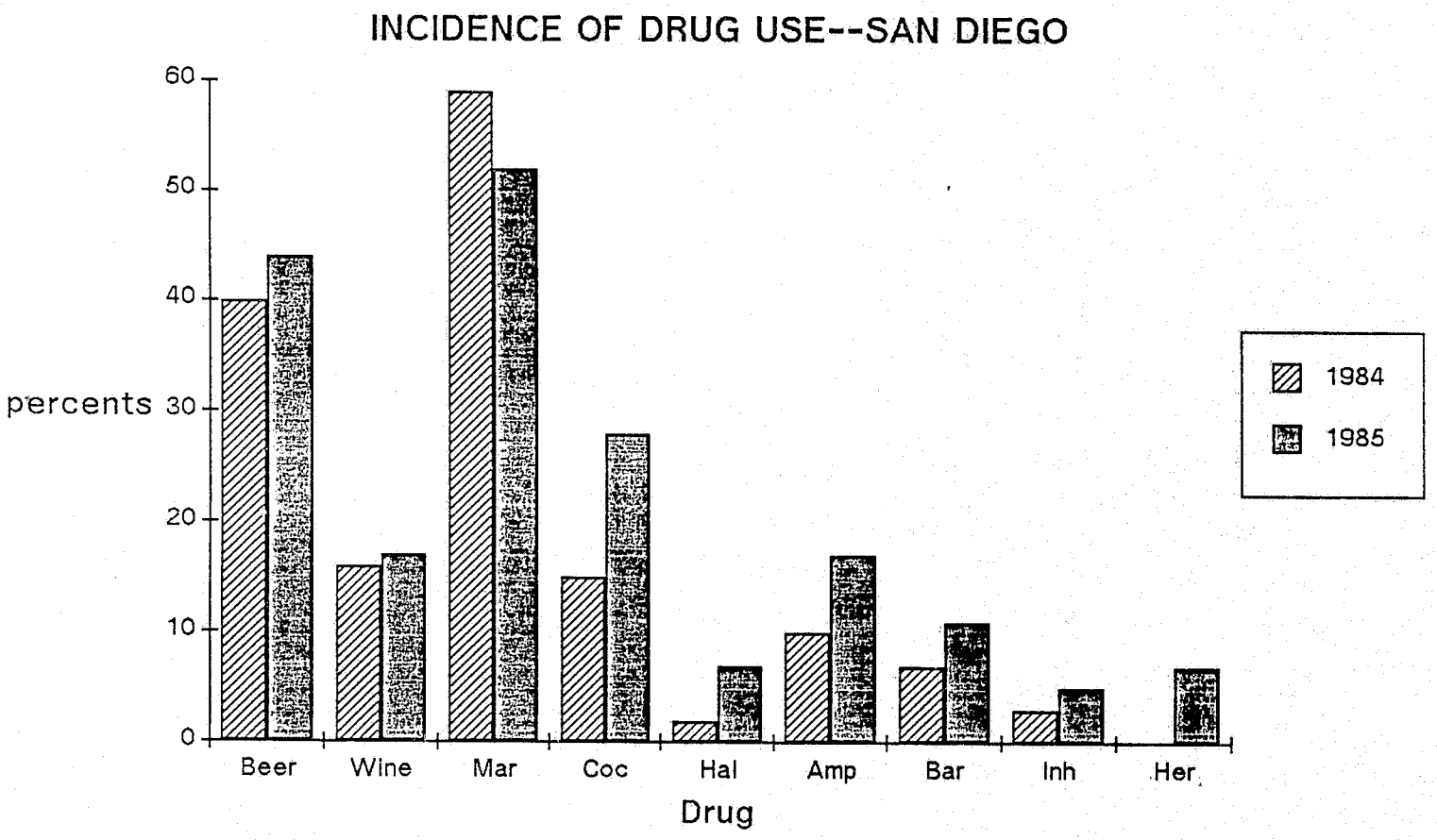
Table 9-3

Prevalence of Drug Use by Age
San Diego - 1985

	AGE 15		AGE 16		AGE 17		AGE 18	
	1985	% Change	1985	% Change	1985	% Change	1985	% Change
Beer	71%	-7%	74%	-2%	77%	-4%	70%	-15%
Wine	67	-10	67	+4	69	+3	30	-25
Marijuana	47	+2	44	-6	42	-5	30	-25
Cocaine	16	-2	22	+1	26	-3	21	-17
Hallucinogens	8	0	8	-1	9	+1	9	+2
Amphetamines	13	+1	9	-5	7	-6	9	-1
Barbiturates	2	0	1	+2	3	-1	0	0
Inhalants	8	0	8	-1	4	-3	0	-3
Heroin	1	+1	2	+2	0	0	0	0

1984 n=502
1985 n=503

Figure 9-2


INCIDENCE OF DRUG USE--SAN DIEGO
60
50
40
30
20
10
0
percents
Beer
Wine
Mar
Coc
Hal
Amp
Bar
Inh
Her
Drug
1984
1985

ages of 15 and 16 reported the most significant declines in marijuana use.

Factors Explaining the Decline in Drug Use

Can the declines in prevalence and incidence be attributed to changes in attitudes? Patterns of substance use are connected with values and attitudes toward use, and should be related to changes in these attitudes. And, as noted before, the youth survey allows one to observe changes in other areas of a youths's life which may be attributed to drug use or cessation.

A detailed analysis was done comparing the 1984 and 1985 samples on the youths' responses to questionnaire items measuring the following dimensions of behavior and social values:

1. Attachment to conventional social values
2. School performance
3. Peer relationships
4. Attachment to family
5. Self-reported delinquency
6. Attitudes toward drug use

Of all the items, only attitudes toward drug use and marijuana in particular had changed systematically. The level of self-report delinquency, attachment to family, peer relationships, attachment to social values, and school performance remained unchanged. Figures 9-3 and 9-4 illustrate how much youth attitudes toward drug use have been affected. The figures show that youths increasingly believe

Figure 9-3

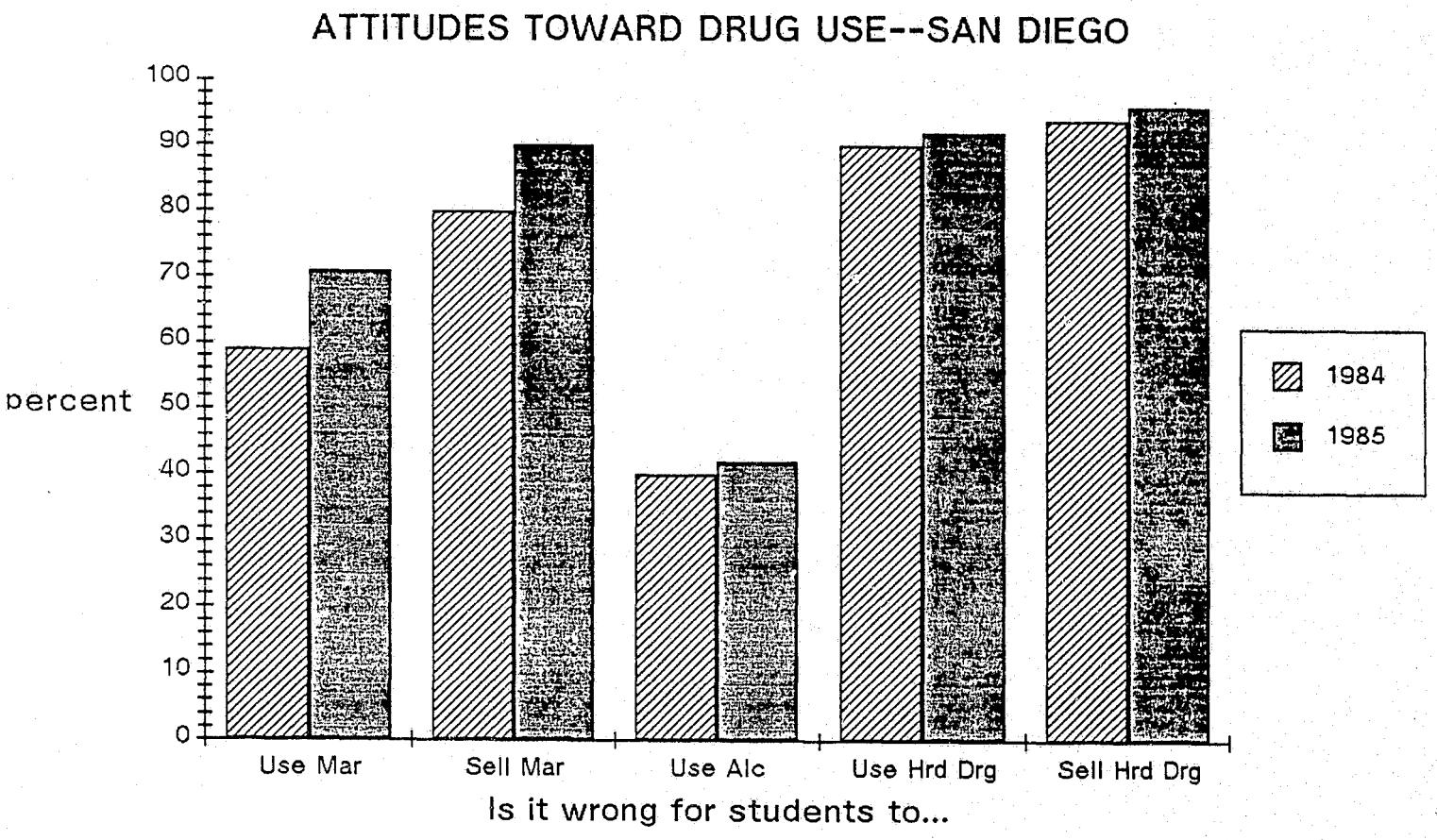

ATTITUDES TOWARD DRUG USE--SAN DIEGO
percent
100
90
80
70
60
50
40
30
20
10
0
Use Mar
Sell Mar
Use Alc
Use Hrd Drg
Sell Hrd Drg
Is it wrong for students to...
1984
1985

Table 9-4

Rates of Incidence
For Marijuana Use
1984 - 1985

	1984	1985	% Change
AGE			
15	47.5%	29.7%	-37.5%
16	70.5	43.4	-38.4
17	48.2	45.7	-5.2
SEX			
Male	74.9	47.6	-36.5
Female	35.8	38.0	+6.2
ETHNICITY			
White	58.5	47.6	-18.6
Hispanic	30.3	28.2	-6.9

that the use or selling of drugs by youth and adults is "wrong." Since other areas of the youths' lives as measured by the questionnaire have not altered, the educational activities of the DSP may be having a definite impact on youth attitudes which in turn are influencing behavior.

Table 9-5 also shows that youths report fewer of their peers are using or selling marijuana. These trends verify the self report data on individual use which are also declining. However, it is also interesting to note that youth perceptions of getting caught for use or sale of marijuana did not change over the two years. This is again further indication that changes in marijuana use must be attributed to changes in youth attitudes toward drug use and marijuana in particular and not toward increased law enforcement practices which may be operating within that jurisdiction.

Table 9-5

Peer Involvement and Likelihood of Being Caught - Marijuana

	1984	1985
Peers use marijuana		
None	19.2%	23.1%
All of them	11.4	7.2
Peers sold marijuana		
None of them	57.3%	65.5%
All of them	1.2	1.6
Get caught using marijuana		
Very likely or likely	18.7%	19.5%
Get caught selling marijuana		
Very likely or likely	29.9%	25.3%

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APPENDIX A

OCJP NEEDS ASSESSMENT

DRUG SUPPRESSION IN SCHOOLS

TRAINING AND TECHNICAL ASSISTANCE NEEDS ASSESSMENT

Participant Name: _____

Agency Name: _____

Agency Address: _____

Agency Phone: _____

A. Training/Technical Assistance Topics

Please rank the following topics according to your needs:

(1) Most needed;
(2) Needed;
(3) Least needed;
(4) Not needed at all.

	Training	Technical Assistance	Resource Materials
1. Program Management & Planning			
2. Training/Orientation of In-House Personnel			
3. Building Community Support			
4. Maintaining Local DSP Advisory Committee Support			
5. Recruiting Volunteers			
6. Establish/Maintain Coordination with Law Enforcement			
7. Establish/Maintain Coordination with School District			
8. Establish/Maintain Coordination with Service Provider			
9. Develop/Maintain Effective Data Collection System			
10. Develop/Implement Drug Awareness Curriculum			
11. Conduct Educational Programs for Students			
12. Peer Group Education Programs			
13. Drug Related Legal Rights for Students			
14. Drug Awareness Information for Parents			

	Training	Technical Assistance	Resource Materials
15. Parent Support Groups			
16. Parent Involvement in Program			
17. Intervention Strategies			
18. Defining the 'Chronic' Abuser			
19. Identifying Service Providers in Your Community			
20. Reporting Requirements/Legal Rights of Teachers			
21. Selling DSP to Government Officials			
22. Drug Suppression in Rural Communities			
23. Evaluating Your Program			
24. Child Abuse/Drug Relationship			
25. Gang/Drug Relationship			
26. Other:			
_____			
_____			
_____			
_____			

B. Drug Suppression Program Components

Please list any problems you/your project may be experiencing with the DSP 7 Program Components listed below. Please be specific when describing your problems and any possible solutions to those problems:

COMPONENT #1 - Local Advisory Committee

a. Problems:

_____

_____

_____

b. Possible Solutions:

_____

_____

_____

COMPONENT #2 - Drug Traffic Intervention

a. Problems:

b. Possible Solutions:

COMPONENT #3 - School Educational Presentation

a. Problems:

b. Possible Solutions:

COMPONENT #4 - Family Oriented Programs

a. Problems:

b. Possible Solutions:

COMPONENT #5 - Development/Distribution of Training Materials

a. Problems:

COMPONENT #5 (continued)

b. Possible Solutions:

COMPONENT #6 - Development of Prevention and Intervention Programs

a. Problems:

b. Possible Solutions:

COMPONENT #7 - Intervention System for Chronic Abusers

a. Problems:

b. Possible Solutions:

C. Indicate if you or your program would benefit from receiving technical assistance?

yes____ no____

D. If yes, what form of technical assistance would you like? Please check one:

1. Office of Criminal Justice Planning Staff visit _____
2. Expert in your particular problem _____
3. Site visit to a DSP project experienced in dealing with your particular problem _____

E. What type of technical assistance forum would you prefer? Please check one:

1. One on One _____ 2. Small Cluster Meeting _____

F. Indicate if you or your agency would be willing to provide technical assistance to another DSP site:

yes____ no_____

G. For 18-Month Only Projects

Please list the types of local funding/support you anticipate receiving for your DSP Project once OCJP grant funds cease:

1._____ 3._____

2._____ 4._____

H. Training Materials/Resources

Indicate any resources (film, tapes, brochures, curriculums, etc.) you feel are lacking in your program. Please be specific:

_____

_____

DRUG SUPPRESSION IN SCHOOLS PROGRAM (DSP)

SUMMARY OF TRAINING/TECHNICAL ASSISTANCE

NEEDS ASSESSMENT SURVEY

A. TRAINING/TECHNICAL ASSISTANCE TOPICS

Methodology

DSP project staff were asked to rate 25 subject areas on a 1-4 scale (1-most needed, 4-not needed at all) for determining the need for training, technical assistance and resource materials. Twenty-one responses were received and compiled. The highest score a topic could receive was 21 points. The number of points in the "most needed" categories were added and listed by priority. The number of points in the "needed" category were also added and the sum appears in the second column. The sum of both "most needed" and "needed" points appear in the "combined" column.

Training

TOPICS (top 13 responses)	MOST NEEDED	NEEDED	COMBINED
Building Community Support	7	6	13
Intervention Strategies	7	5	12
Peer Group Education Programs	6	7	13
Reporting Requirements/Legal Rights of Teachers	6	7	13
Selling DSP to Government Officials	0	4	17
Evaluating your Program	6	11	17
Develop/Maintain Effective Data Collection System	5	8	13
Program Management & Planning	4	9	13
Parent Support Groups	4	7	11
Parent Involvement in Program	4	8	12
Gang/Drug Relationship	4	9	13
Maintaining Local DSP Advisory Committee Support	4	5	9
Child Abuse/Drug Relationship	3	9	12

Technical Assistance

TOPICS (top 7 responses)	MOST NEEDED	NEEDED	COMBINED
Building Community Support	6	7	13
Develop/Maintain Effective Data Collection System	5	5	10
Conduct Educational Programs for Students	5	3	8
Parent Involvement in Program	5	7	12
Evaluating Your Program	5	8	13
Develop/Implement Drug Awareness Curriculum	4	5	9
Child Abuse/Drug Relationship	4	7	11

Resource Materials

TOPICS (top 10 responses)	MOST NEEDED	NEEDED	COMBINED
Drug Awareness Information for Parents	7	8	15
Parent Support Groups	6	10	16
Parent Involvement in Program	6	7	13
Child Abuse/Drug Relationship	6	8	14
Selling DSP to Government Officials	6	6	12
Evaluating your program	6	6	12
Gang/Drug Relationship	6	6	12
Building Community Support	5	10	15
Develop/Implement Drug Awareness Curriculum	5	8	13
Intervention Strategies	5	9	14

B. Summary of Drug Suppression Program Components

COMPONENT #1: Local Advisory Committee

a. Problems Encountered:

- o Politics involved in local committee planning and all aspects of program.
- o Committee is completely inactive
- o No support for program
- o Committee lacks usefulness
- o Advisory committee is ineffective and of little or no value
- o Advisory committee needs a better understanding of their role
- o Attendance of members is poor conflict of interest of some members
- o Unstable attendance and exact responsibilities unknown

COMPONENT #1 (continued)

b. Possible Solutions:

- o Management training
- o Activities that involve participants from all levels of the committee
- o Form new memberships
- o Publicize meeting better
- o Create sub-committee consisting of people directly involved in the program
- o Re-organization of the committee
- o Use meetings to attempt to define DSP committee expectations
- o Chairman and volunteer members need technical assistance in training them to perform their necessary functions

COMPONENT #2: Drug Traffic Intervention

a. Problems Encountered:

- o Most difficult to implement
- o Logistical problems
- o Cooperation with Sheriffs Department
- o Development of reliable informant systems
- o Prohibitions on use of minors as buyers in collecting evidence
- o Difficulty in achieving 10% increase in drug related reporting
- o Law enforcement is understaffed and not aggressive enough regarding truants
- o Problem with truancy sweeps and legality of detentions
- o No long term effect on the reduction of drug trafficking
- o Communication with law enforcement
- o Not enough time for actual drug related arrests by Drug Suppression Officer
- o Police Officer manpower available for special patrol enforcement programs is limited due to vacancies with the Law Enforcement agency
- o Low volume of phone-in tips from public re: drug traffic
- o Faculties and administrators have misconceptions of programs goals and objectives
- o Low volume of drug related referrals and arrests at schools
- o Inability to consistently evaluate performance due to monthly forms used

b. Possible Solutions:

- o Facilitation of communication between police and schools adminstrator
- o Faculty and administrator presentations re: goals and objectives of DSP
- o Publicity campaign with handouts containing information on goals of "tip" line in school
- o Training faculty in recognition of drugs/legal issues/memorandum of understanding of policy

COMPONENT #2 (continued)

(Possible Solutions)

- o Revise present date collection forms to allow comparision of subsequent years by collecting same data; have all forms use format of the grant application
- o Hire additional officers for drug enforcement
- o Fund clerical position to obtain referral and data collection information
- o Convince legislators that truancy is a 601 W& code violation and apparent age during school hours is probable cause to detain.
- o Increase staffing and education regarding truancy/drug use/crime
- o Increase pressure from P.D. Chief and County Sheriff to increase suppression
- o Increase the informant case by in-servicing teachers, nurses, and other school staff in "signs and symptoms"

COMPONENT #3: School Educational Presentations

a. Problems Encountered:

- o Coordinating presentations with on going curricula
- o Gaining "release" time from busy school schedule to speak to all incoming freshmen
- o Resources to reach all students with Drug Abuse Resistance Education
- o Incompetent volunteer speakers for presentations
- o Developing appropriate educational presentations for high school students
- o Time Consuming
- o Lack of a sound prevention program for elementary students
- o School district concerned about "Project Self-Esteem" as a "values" program

b. Possible Solutions:

- o Increase trained law enforcement in conducting education program, if manpower exists
- o Work with teachers and students to form educational peer groups within the individual schools
- o School district and city or county law enforcement agencies support funding of sufficient instructors to present curriculium to all 6th grade students each year
- o Include presentations in upcoming fall curriculium, plan ahead
- o Increase support from Principals and Vice-Principals
- o More lead time and broader base in curriculium planning

COMPONENT #4: Family Oriented Program

a. Problems Encountered:

- o Parental apathy ultimately attributable to poor parenting skills
- o Not implemented yet
- o Enlisting the committment from greater numbers of parents in low-income communities
- o Problem in reaching all families that need, or could benefit from family parenting class or counseling
- o Lack of parent participation in parent workshops and other drug prevention activities
- o Public assemblies prove to be ineffective means of reaching a large number of parents and families
- o Apathy of parents toward juvenile problems
- o Apathy and denial
- o Very few parents have attended these presentations

b. Possible Solutions:

- o Get more parents more involved
- o Mass mailing to all parents in the target area with a pamphlet describing the program and an invitation to attend the next advisory committee meeting
- o Increase advertisement through flyers, posters
- o Concentrate on community service groups for larger audiences
- o Support funding for sufficient instructors
- o More comprehensive coordination between such agencies as welfare, child protective services, mental health, probation, etc. in mandating, monitoring, and providing services
- o Involvement of local media and local service groups

COMPONENT #5: Development/Distribution of Training Materials

a. Problems Encountered:

- o Expense of materials
- o Need money to purchase films
- o Materials needed to train all teachers in identification and awareness and prevention
- o Getting materials concentrating on individual drugs and problems associated with that drug
- o With the number of schools included in the grant, not enough funds are available to have enough coverage
- o Review of new materials

b. Possible Solutions:

- o Modify grant monies to purchase materials, obtain sponsorship of materials
- o Use of County agencies that have offered their libraries and these resources can well used
- o Fund raising with local businesses to obtain funds for materials
- o Designate use of lottery money

COMPONENT #6: Development of Prevention and Intervention Programs

a. Problems Encountered:

- o Prioritizing highly competive demands on limited resources
- o Need more time at the schools
- o Meeting the needs of the ethnic cultures within the community
- o Lack of interest by school district personnel at the individual target schools
- o Training programs for teachers were poorly attended, yet rated as excellent by those who did attend
- o Constantly trying to find research ~~find research~~ on the most effective program models
- o Inter-program communication
- o Make personal visits to each school as a means of generating interest
- o Increase project personel
- o Clearer development of public policy and interagency cooperation at state level

COMPONENT #7: Intervention System for Chronic Abusers

a. Problems Encountered:

- o Ineffectiveness of community-based programs and high costs of private health-care providers
- o Lack of treatment sources for low-income abusers and their families
- o Definition of "Chronic"
- o Using a white, middle class intervention system with minority families (i.e. family counseling)
- o Parental apathy
- o Lack of transportation and gas money to travel to agencies
- o Parents who are also abusers

b. Possible Solutions:

- o Definition developed by OCJP which could be use by all DSP projects
- o Funding for treatment facilities
- o Refurbish goals, purposes, and resources of mental health agencies

C. Indicate if you or your program would benefit from receiving technical assistance?

yes.....16
no..... 3

D. If yes, what form of technical assistance would you like? Please check one:

1. Office of Criminal Justice Planning Staff visit..... 5
2. Expert in your particular problem.....10
3. Site visit to a DSP project experienced in dealing with your particular problem..... 5

E. What type of technical assistance forum would you prefer? Please check one:

One on One..... 9
Small Cluster Meeting... 9

F. Indicate if you or your agency would be willing to provide technical assistance to another DSP site:

yes.....18
no..... 1

G. For 18-Month Only Projects

Please list the types of local funding/support you anticipate receiving for your DSP Project once OCJP grant funds cease:

- o Mental Health grants
- o Local funding
- o Re-Apply for grant funding
- o City funds
- o County funds
- o Service Clubs
- o School District
- o Local businesses
- o Individual
- o School Districts

H. Training Materials/Resources

Indicate any resources (film, tapes, brochures, curriculums, etc.) you feel are lacking in your program. Please be specific:

- o Technical films/tapes designed to assist school staff members recognize the use of and dependence on substances
- o Any current video tapes (free) that may be available
- o Videos aimed at the high school student
- o Resource materials for drug awareness for parents, materials on child abuse/drug abuse relationships
- o An affordable up-dated film on "speed" and designer drugs
- o Variety of education curriculium samples

APPENDIX B

MONTHLY REPORT FORM

In the space provided below, we would like you to fill out information regarding County Advisory Committee, Local Advisory Committee, and any Subcommittee meetings that took place during the report month. Please specify any "other" attendants when applicable.

COMPONENT ONE

1. Local Suppression of Drug Abuse in the Schools Advisory Committee

A. Meetings (current report period)

	1	2*	3*	4*
Specify County or Site Level				
Subcommittee Name (if any)				
	Number of Attendees			
Law Enforcement				
School District				
School Site Staff				
Parents				
Students				
School Law Enforcement				
Drug Program Staff				
Drug Prevention Staff				
Other Attendants (List)				
1. _____				
2. _____				
3. _____				

* If these are different committes that met during the same months, list each committee. Submit a list of committee members each time there is a change.

B. Summary of specific activities discussed and or performedduring the meetings for this month(if more than one committee is specified above, indicate which committee the activity corresponds to.)

	Corresponding Committee
___ Fundraising activities	_____
___ Soliciting volunteers	_____
___ Increase public awareness of DSP	_____
___ Increase public support for DSP	_____
___ Facilitate inter-agency coordination/cooperation	_____
___ Scheduling project components	_____
___ Other _____	_____
___ Other _____	_____
___ Other _____	_____

COMPONENT TWO

2. Drug Traffic Intervention Program *

A. Incidents this month reported resulting from activities of the DSP.

Offense	Number reported to Law Enforcement Agencies: Juveniles: Arrests	Juveniles: Informal Handling	Adults: Arrests	Adults: Informal Handling	Number Reported To School Officials by School Staff or School Law Enforcement: Juveniles/Students: Reported to Police	In-School Handling: Suspension	Expulsion	Informal	Adults
Use or Possession of Alcohol									
Use or Possession of Marijuana									
Use of Possession of other drugs									
Drugs Sales									
DUI									

*The collection of official arrest data is essential to the evaluation of the DSP. NCCD is aware that not all sites/cities compile statistics on a month to month basis. If this is the case for your site, please indicate this on the form and NCCD staff will contact you to make other arrangements.

B. Major Drug Traffic Intervention Activities Undertaken.**

1. _____
2. _____
3. _____
4. _____
5. _____
6. _____
7. _____

** Example: uniformed or un-uniformed officer presence on or near campus, patrolling of campus and neighboring areas, campus searches, special law enforcement presentations...etc.

COMPONENT THREE AND SIX

. and 6. Drug education and prevention

. Activities undertaken this month.

Program Name/Description*	New Or Ongoing	Grade Level	Format (Lecture Assembly Film, Ongoing Class	Number Sessions	Attendance (Total Youth Exposed This Month	Instructional Hours	Purpose (Provide Information Decision-making Skills, Etc.)

* Describe activity on extra page if program is new this month.

B. In-service training hours this month (please specify if this is technical assistance provided by project staff to outside communities).

	Training Hours PROVIDED By DSP Staff			Training Hours RECEIVED From Outside Agencies, Other Sites. Other DSP Program Staff		
Staff	# Staff Attending	# Hours Instruction	Grade Level	From	# Hours	Topic
To: School Administration						
To: Teachers						
To: Other School Staff						
To: Law Enforcement						
To: Other Law Enforcement Staff						
To: Other _____						

COMPONENT FOUR

4. Family-oriented drug abuse prevention

A. Family counseling during past month

# Families Seen in Past Month		Estimated Length or Sessions	Average # Sessions
New		hr/ min	
Ongoing		hr/ min	
Terminated/ released		hr/ min	

B. Other family-related activities

Description	Number of Participants	Number of Sessions	Format (Lecture On-going)	Subject Matter Presented
Parenting classes				
Educational classes				
Other (describe)				
Other				
Other				

COMPONENT FIVE

5. Training material

List major types of training materials used or developed by the project this month.

A. New materials (used this month for the first time as part of the DSP)

1. Title _____

Type (film, brochure, curricula, etc.) _____

Source (name and address) _____

_____

Brief description (official description may be attached) _____

_____

_____

Appropriate audience _____

Number distributed or times shown _____

If developed, was this developed as part of the DSP? _____

Rating (how useful was this material?) _____

Completion date _____

(Cont.)

New materials (used this month for the first time as part of the DSP)

1. Title _____
   Type (film, brochure, curricula, etc.) _____
   Source (name and address) _____
   _____
   _____
   _____
   Appropriate audience _____
   Number distributed or times shown _____
   If developed, was this developed as part of the DSP? _____
   Rating (how useful was this material?) _____
   Completion Date _____

B. Other materials used this month (described in previous DSP monthly reports)

1. Title _____
   Type (film, brochure, curricula, etc.) _____
   Number distributed or times shown _____

2. Title _____
   Type _____
   Number distributed or times shown _____

3. Title _____
   Type _____
   Number distributed or times shown _____

4. Title _____
   Type (film, brochure, curricula, etc.) _____
   Number distributed or times shown _____

5. Title _____
   Type _____
   Number distributed or times shown _____

6. Title _____
   Type _____
   Number distributed or times shown _____

*Staff Training Hours Should Be Tallied In The Table Provided In The Section For Component Three and Six.

COMPONENT SEVEN *

7. Intervention and Treatment for Chronic Drug Abusers

A. Does your project involve the identification and treatment (or referral for treatment) of chronic drug abusers?

_____ yes _____ no (if "no" then skip to item 7c)

B. List actual numbers of new youth in the last 30 days for each category.

1. # new youth referred to treatment ___
2. # actually receiving services ☐

Referral Characteristics:

(Items "3" thru "15" should add to the number in "2")

3. Sex: Male ___ Female ___

4. Race: White ___ Black ___ Hispanic ___ Asian ___ Other ___

5. Age: 6 - 8 ___ 9 -12 ___ 13-14 ___ 15-16 ___ 17-18 ___

6. Grade Level: 1-6 ___ 7-8 ___ 9 ___ 10 ___ 11 ___ 12 ___

7. Number currently under court status: ___

8. School Status:

Enrolled (Not Suspended or Truant) ___
Enrolled (Suspended ___
Enrolled (Truant) ___
Expelled ___

9. Referral Source:

Parents ___
Teachers ___
Other School Staff ___
Police ___
Juvenile Court ___
Self ___

10. Referral Services History:

Prior Referral or Service ___
New Referral or Service ___

11. Drug Abuse History (all that apply)		Primary Drug at Admission
Alcohol	___	_____
Marijuana	___	_____
Hallucinogens	___	_____
Tranquilizers	___	_____
Amphetamines	___	_____
Barbiturates	___	_____
Codeine	___	_____
Opiates	___	_____
Cocaine	___	_____
Inhalants	___	_____
PCP	___	_____
Other	___	_____

*If your site is not able to collect any or all of the above data, please indicate this on your form and NCCD staff will contact you to make other arrangements.

Component Seven (continued):

12. Grant funded services provided to individual youth (count youth in each category for which grant funds were expended).

	# Referred or Scheduled for Direct Service	# Actually Served
a. Referred and accepted		
b. Screening only		
c. Individual counseling		
d. Group counseling		
e. Detoxification--residential		
f. Detoxification--non-residential		
g. Other residential		
h. Crisis intervention		
i. Family counseling		
j. Other _____		

13. Number of individuals referred to other agencies (count all referrals whether or not the ultimate service was supported by grant funds):

Agency (specify)	# Referred	# Actually Served

14. Number terminated/released from treatment: Successful _____
Unsuccessful _____

15. Is there a way for project staff to follow-up cases? Explain.

_____

_____

_____

_____

7C. Other activities not involving treatment or (referral for treatment) of chronic drug abusers.

1. _____
2. _____
3. _____

Public Relations

Speaking Engagements	# Attending	Given by the Following Community Representative	Length of Event
To Who _____	_____	_____	__hr/__min
_____	_____	_____	__hr/__min
_____	_____	_____	__hr/__min

Media Coverage (attach articles, brochures, fliers, etc.)

Coverage by (check:)	Newspaper	Magazine	TV	Radio	Brochures/ Fliers	# Hours to Develop	# Hours to Present
_____	___	___	___	___	___	___	___
_____	___	___	___	___	___	___	___
_____	___	___	___	___	___	___	___

Project Schedule*

List below all components in which you anticipate delays in completion and explain:

Component #	Objective	Scheduled Date	Revised Date	Reason

(Continue on reverse)

* This is not an official request from OCJP. This is to help NCCD anticipate reporting delays.