

# National Coalition For Drug Free School Zones



## Implementation Manual

140213

Provided By:

The Chiefs of Police National Drug Task Force

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*National Coalition for  
Drug Free School Zones*

# Drug-Free School Zones: Implementation Manual

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U.S. Department of Justice  
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This implementation manual was prepared by the National Coalition for Drug Free School Zones, an initiative of the Chiefs of Police National Drug Task Force, for use by community task forces. The Southwest Regional Center for Drug Free Schools and Communities, a Coalition member, contributed significantly to the project. It is our hope that these materials will help you develop successful strategies for making your Drug-Free School Zones effective "safe havens" for youth.

One fact is well documented: for any plan to succeed, your task force members must draw upon the cultural diversity of the community it represents. When the opportunity for including such diversity is overlooked, the opportunity for wide-ranging solutions can be severely hindered.

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# Acknowledgments

The success of a project of this scope requires the long-term, coordinated effort of a team of individuals. The *Drug-Free School Zones Implementation Manual* from its onset has benefited from the input of experts in the fields of prevention, education and community initiatives. The National Coalition for Drug Free School Zones provided the resource information for this manual and individual members dedicated countless hours toward its completion. The Chiefs of Police National Drug Task Force, founding member of the Coalition, and the Southwest Regional Center for Drug-Free Schools and Communities provided invaluable input and leadership throughout the course of the project. Sonitrol Corporation provided a working model for the manual, and completed the final layout. Primary individual contributors were Severin Sorenson, a nationally-recognized consultant in the area of DFSZs, and Dr. Alvera Stern, who has been at the forefront of many significant prevention initiatives. Ron Susswein contributed the timely section on "How to Prove a Drug-Free School Zone Case" (see Appendix). Karen Wieder provided the proficient editing. Over 200 reviewers gave informative input on the original drafts. Finally, Mike Lowther, Director, and Dianna Tunnel, Assistant Director, of the Southwest Regional Center for Drug-Free Schools and Communities provided important focus to the project throughout its final phases.

# Preface

Recognizing the need for greater legislative innovation and implementation assistance at the state and local levels, the Chiefs of Police National Drug Task Force organized the National Coalition for Drug Free School Zones in 1988. A group of national organizations and leaders from the criminal justice, education, and prevention communities were invited to join the Coalition.

The Coalition pursues two primary goals: (1) the introduction, promotion and passage of state-sponsored Drug-Free School Zone legislation nationwide, and (2) the development of means with which to assist local leaders in implementing effective Drug-Free School Zones, complete with training materials and drug-prevention education and other demand reduction programming. This manual was produced in order to help address the current lack of available information on the successful implementation of DFSZs nationwide.

Current coalition members include:

- National School Boards Association
- National Association of Secondary School Principals
- National Association of Elementary School Principals
- National Association of Partners in Education
- National School Safety Center
- National Association of State Alcohol and Drug Abuse Directors
- National Conference of State Legislatures
- Council of State Governments
- National Council of Juvenile and Family Court Judges
- Chiefs of Police National Drug Task Force
- Southwest Regional Center for Drug-Free Schools and Communities
- Sonitrol Corporation
- American Alliance for Rights and Responsibilities
- California Correctional Peace Officers Association and the Correctional Peace Officers Foundation

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# I. Introduction:

## What are Drug-Free School Zones?

There are few issues of such singular importance to our nation's communities as that of protecting our youth from drugs and those who peddle them.

The Drug-Free School Zones Initiative is a prevention strategy designed to help communities organize to reduce the use of alcohol and other drugs in their neighborhoods. A well organized Drug-Free School Zone effort can unite community leaders in partnerships with the criminal justice system and with education and prevention efforts to protect young people and to enhance school environments by constricting the supply of and reducing the demand for alcohol and other drugs.

Drug-Free School Zones (DFSZs) are intended to improve the environments where children congregate, thus creating drug-free "safe havens" for them to learn and grow and to provide a refuge from many of the risk factors known to undermine their personal health, their safety, and their anticipation of normal lives as adults.

This manual was prepared for the specific purpose of providing communities with the information necessary to assist in initiating their own Drug-Free School Zones and to help them raise public awareness and support for their zones. Specific "how-to" instructions are contained in this guide. These instructions will help you approach local law enforcement and school authorities, in order to introduce this important initiative and to obtain their support.

Drug awareness campaigns such as those outlined in this manual can be implemented regardless of the status of DFSZ legislation in your particular state or community. Whatever level of implementation you choose, law enforcement leaders, school administrators, and parents must organize and plan in order to achieve success.

- **Only your *local* task force will be able to determine how likely any given tactic is to succeed in *your* community.**

The strategies listed within are for your use in tailoring a plan specific to the unique situation in

your own community. In some cases, many of the strategies are effective. In other cases, only a few will apply. For example, not all states have legislation affecting enforcement of the DFSZs on school buses. This entire manual is designed to facilitate the planning of your local team.

The first section of this manual gives the documented rationale and background information that support the DFSZ Initiative. This section will be especially helpful if you are interested in pursuing further research in this area, as well as in assisting in the attempt to persuade others to join in your community's drug prevention efforts.

- **It is not necessary to read through this first section in order to implement your own DFSZ program. For instructions on how to get started, go directly to Part II of this manual.**

## A. Background and definition

Criminal justice, education, and substance abuse leaders unanimously agree that the only long-term solution to the current drug epidemic lies in reducing drug demand, particularly among our nation's youth. Of the many drug demand-reduction strategies developed in recent years, the Drug-Free School Zone Initiative is viewed as one of the most promising systemic improvements for the prevention of juvenile drug abuse and for the reduction of drug-trafficking and violent crime in areas where young people congregate.

Drug-Free School Zones (DFSZs) are designed to create drug-free "safe havens" for youth by reducing the supply and demand for illegal drugs through a unified strategy of education, prevention, enforcement, and related drug-control efforts within geographic zones. These geographic zones are generally determined to be the area which can

be defined by measuring 1000 feet in all directions from the edge of the school property (its perimeter). Within such zones, there is increased law enforcement activity and swifter prosecution with greater penalties for all drug-related offenses. However, increased law enforcement patrols and criminal justice sanctions are only a few aspects of the Drug-Free School Zone Initiative. A Drug-Free School Zone program, when implemented, should unite education, community, and law enforcement leaders in a partnership with the mission to create safe, drug-free environments for youth.

Technically, all public and private elementary and secondary schools are protected by federal Drug-Free School Zone laws expressed in the Crime Control Act (P.L. 98-473) and the Controlled Substances Act (21 U.S.C. 845a (Supp. 1989)). Additionally, as of May 1, 1991, 45 states and the District of Columbia have adopted specific provisions to enforce Drug-Free School Zones in their state statutes.<sup>1</sup>

Yet few states have advanced their DFSZ initiatives beyond legislative chamber debates, executive speeches, and posting signs. Currently, no substantive materials are available that identify the key *implementation* and *operational* factors for effective DFSZs. This manual was prepared in an attempt to fulfill these specific needs. While Drug-Free School Zones are inherently diverse and dissimilar in the same ways that communities are different from each other, there are some procedures that all communities can implement in order to establish and to strengthen their respective zones.

Drug-Free School Zone ordinances are created by:<sup>2</sup>

- **making a geographic "drug-free" zone around schools, within which increased criminal and civil penalties are enforced to deter distribution, manufacture, sales, and/or trafficking of illegal substances on school property or within a specifically defined geographic area surrounding school property (which can even be expanded to include recreational areas where youth congregate) or on school buses;**
- **protecting youth from criminals who wish to engage them in selling and using drugs, or other criminal enterprises, by increasing criminal penalties for adults who utilize juveniles in criminal drug enterprises, such as the distribution, manufacture, sales, and/or trafficking of illegal substances;**
- **employing a wide spectrum of penalties for the targeted illegal activities, ranging from imprisonment to community-based sanctions, by utilizing measures such as mandatory minimum sentences, fines, driver's license revocation, mandatory community service obligations, probationary periods for drug testing, compulsory treatment options, and/or rehabilitation opportunities;**
- **mandating legal enforcement of Drug-Free School Zones by increased policing of the zones, in order to disrupt open-air drug sales and other drug-related activities;**
- **engaging the school and community in environmental improvements and supplementary drug control programs, such as improving street lighting, posting of Drug-Free School Zone signs, eradicating graffiti, repairing vandalized property, and enforcing or enacting nuisance abatement ordinances, etc., in order to dislocate and discourage criminal drug activities within Drug-Free School Zones;**
- **fostering increased drug demand reduction activities in the school and community by encouraging students, parents, teachers, and law enforcement personnel to unite in drug prevention education activities, integrating innovative drug prevention programs and prevention activities and instilling attitudes that support drug-free lifestyles, especially emphasizing comprehensive drug prevention and early intervention efforts within the schools and the community;**
- **unifying schools, law enforcement agencies, and the community in collaborative efforts, including formal partnerships to establish**

and maintain Drug-Free School Zones and greater collaboration between the criminal justice, education, and community leaders in addressing specific drug problems and community needs.

## B. Drug-Free school Zones as “safe havens”

By design, Drug-Free School Zones are intended to improve the environments where children congregate, thus creating drug-free “safe havens” for them to learn and grow. As “safe havens” are designed to provide safe harbor or passage for ships seeking refuge from turbulent winds and seas, Drug-Free School Zones are designed to provide “safe havens” for youth from many of the risk factors known to undermine their personal health and safety and their anticipation of normal lives as adults.

The concept of “safe havens,” as demonstrated in Drug-Free School Zones, is supported by economic theory and is highly applicable to current drug-prevention practices and methods and to contemporary thinking on “risk-factor” and “preventative-factor” approaches to reducing juvenile drug abuse. While the Drug-Free School Zones Initiative is only a program, it can initiate the kind of community mobilization that is necessary if we are to address the risk factors that precede substance abuse.

As conceived, the DFSZ Initiative is a holistic model of community collaboration. The tenets informing this approach are reflective of the current research on prevention strategies for juvenile delinquency and drug abuse. Specifically, the DFSZ tactics identified are based on current drug-prevention principles;<sup>3</sup> research on risk-factor and

prevention-factor identification;<sup>4</sup> research on availability and prevalence relationships as constrained by substance availability control laws;<sup>5</sup> economic and other market factors influencing the non-cash price of (or “search time” for) obtaining illegal substances;<sup>6,7</sup> and criminal justice, economic, drug prevention, and sociological research concepts of avoidance, needs, pleasure, and substitution.<sup>8</sup>

Risk factors are those statistically observable “precursor” characteristics (traits that precede observed patterns) of juvenile delinquency and drug abuse.<sup>9</sup> While some risk factors are not readily changeable, several risk-factor conditions can be changed, improved, and, indeed, prevented. Consequently throughout this manual, an attempt has been made to express program strategies and tactics in terms of risk and preventative factors. It is the express supposition of this manual that the Drug-Free School Zone Program, once implemented, provides a community framework within which many of the “changeable” risk-factor conditions can be addressed, in order to reduce drug abuse and juvenile delinquency.

Conventional wisdom holds that the risk of alcohol and other drug abuse can be reduced to five primary categories:

- (1) genetic and family factors,
- (2) peer factors,
- (3) psychological factors,
- (4) biological factors, and
- (5) community factors.

Using the risk-factor model as outlined in a recent study from the University of Washington, Seattle, cited below, several risk factors are found that can be addressed readily and effectively through the community-prevention framework of the Drug-Free School Zone Initiative.

The risk factors pertinent to the DFSZ program are emphasized in bold type in the list below:

## Risk Factors for Juvenile Delinquency and Drug Abuse<sup>10</sup>

1. **Laws and Norms**
  - a. Taxation
  - b. Laws regulating who can buy liquor
  - c. Laws regulating how liquor is sold
  - d. Criminal laws making drugs illegal
  - e. Cultural norms
2. **Alcohol and Other Drug Availability**
3. **Extreme Economic Deprivation**
4. **Neighborhood Disorganization**
5. **Physiological Factors**
  - a. Biochemical
  - b. Genetic
6. **Family Drug Behavior**
7. **Family Management Practices**
8. **Family Conflict**
9. **Low Bonding to Family**
10. **Early & Persistent Problem Behaviors**
11. **Academic Failure**
  - a. Intelligence
  - b. School Failure
12. **Low Commitment to School**
13. **Peer Rejection in Elementary Grades**
14. **Association with Drug-Using Peers**
15. **Alienation and Rebelliousness**
16. **Attitudes Favorable to Drug Use**
17. **Early Onset of Drug Use**

Community leaders, implementing the Drug-Free School Zone Initiative, can address the above (**emphasized**) factors through the concerted efforts of education, community, and law-enforcement leaders. Constructive anti-drug laws and norms can be adopted, alcohol and other drug availability can be decreased, neighborhoods can be organized and empowered to fight back against drugs and crime, family drug behavior can be targeted and assistance offered, commitment to school and community can be increased, association with drug using peers can be minimized, drug-free attitudes can be promoted, and early drug use can be forestalled or eliminated. These are a few of the goals that can be successfully addressed through the community framework of the Drug-Free School Zone Initiative.

## C. What the preliminary evidence suggests about DFSZ success

Merely having a DFSZ law on the books or a sign on a fence does not guarantee the success of the program. Drug-Free School Zones that appear to be particularly successful have been constructed in states such as New Jersey, where the zones have been mandated through state-level executive and legislative action and local leaders have banded together in cooperative efforts to combat the drug problem. Preliminary evidence suggests that Drug-Free School Zones are working to mobilize communities and to reduce drug abuse, trafficking, and crime.<sup>11</sup>

Early reports from criminal justice and law enforcement leaders, school administrators, and community residents in New Jersey, Florida, Arizona, and other states indicate varying measures of success in their DFSZ Initiatives, reflecting reductions in drug abuse, drug sales, and crime in target neighborhoods.<sup>12</sup> Although the findings are preliminary, current DFSZ successes show both the apparent value of the DFSZ Initiative and the need for better, more specific, quantitative data.

For example, New Jersey Assistant Attorney General Ron Susswein reports that the state's 1989 criminal justice statistics indicate the following:

- 47% of all state drug law cases litigated were for DFSZ violations;
- 9,383 New Jersey defendants were charged with distributing drugs in DFSZs;
- 635 defendants were charged with engaging a juvenile in a drug distribution scheme.

Of special interest to juvenile justice practitioners during this period was the use of intermediate sanctions, such as community-service obligations, mandatory drug-testing, driver's license revocation, and cash penalties. For the latter two, some

17,560 drivers' licenses were suspended or revoked and several million dollars in fines were levied against DFSZ violators. The funds from these fines were, in turn, reinvested into the community as drug prevention dollars.<sup>13</sup> These figures confirm that drugs are indeed present within the school and community and that New Jersey officials are doing something to combat the problem. However, these data alone are insufficient to measure program success. This is one area where this implementation manual can be of assistance to program evaluators by providing baseline questions and helping to assemble preliminary data for determining DFSZ program effectiveness and success.

In Broward County Florida, Sheriff Nick Navarro has been enforcing DFSZs through Project CRADLE, a coordinated county-wide anti-drug law-enforcement initiative. Evidence taken from pre- and post-surveys of a target DFSZ project in Fort Lauderdale reveals several interesting findings. After a period of six-months of aggressive Drug-Free School Zone enforcement, a survey of residents within the Dillard High School DFSZ revealed the following:<sup>14</sup>

- Declines in drug use
- Declines in open-air drug sales
- Declines in rates of household crimes
- Increases in neighborhood safety
- Improvements in the residents' perception of law enforcement response and performance

As positive as these findings are, they must be viewed with cautious optimism. Limitations, such as the short time-frame of the program, the expected seasonal down-turns in crime during the test period, and the use of resident-perceptions only (lacking verification of relevant police data), must be taken into consideration, and the results must be viewed as preliminary at best.<sup>15</sup>

In Arizona, the Tucson Police Department has been enforcing DFSZs with a high-visibility uniformed enforcement team, whose members can frequently be seen riding bicycles around schools and in and through areas where youth congregate. According to the principal of Flowing Wells School, the Tucson

P.D.'s DFSZ enforcement team has been influential in dramatically reducing the number of drug incidents on school grounds. The school's report<sup>16</sup> shows the following:

- 43% reduction in drug-related incidents at school
- 36% reduction in marijuana incidents at school
- Reductions in juvenile gang violence
- Marginal decreases in student drug use

There are additional reports suggesting that DFSZs are working, at least as a method for displacing criminal activity. For example, reports from a New Jersey RICO (Racketeering Influence and Corrupt Organizations) investigation reported that criminals were deliberately avoiding locations near New Jersey schools as points for narcotic transactions, because of the deterrent effect created by greater police presence.

Further, reports from Florida law enforcement leaders indicate that informants have witnessed drug traffickers literally measuring the distance from school property, in order to avoid selling drugs within the DFSZ. Still other reports from law enforcement officials tell of displaced open-air drug markets and crack-house eradication within DFSZs.

Such police perceptions are a form of "soft facts" that are a useful yet less valuable source for the purposes of reporting DFSZ efficacy determination. However, these "soft facts" can be combined with "hard facts," such as police reports and other statistical data. When "soft facts" and "hard facts" are combined, they produce "stylized facts,"<sup>17</sup> which are more meaningful as a measure of the program's success than are "soft facts" alone.

While the data and relationships related above represent the current findings on the efficacy of the DFSZ initiative, the lack of objective and meaningful data and the heterogeneity of DFSZs, which impedes simple assessment, as well as the states' swift action in legislating DFSZs have all left a void of the type of research which would delineate actual practices and their respective success in DFSZs.

In spite of the cultural and racial diversity of communities and the lack of long-term data collection, there are some practices that are successful in the broad experience of the communities that have implemented the DFSZ Initiative. These practices, as discussed below, can afford a measure of success to other communities that want to begin their own programs:

## D. The Four-S approach to Drug-Free School Zones<sup>18</sup>

Based on field observations of DFSZ implementation, getting Drug-Free School Zones to work requires planning, mobilization, and coordination of community resources. Wherever Drug-Free School Zones have been created, community leaders have been the key in setting the tempo for DFSZ implementation and operations.

In the "Drug-Free School Zones Implementation Seminar," Severin Sorensen identifies four steps to Drug-Free School Zone success, as follows:

- Step 1: *SATURATION* : The opening "kick-off"
- Step 2: *SUPPRESSION* : "Turning up the heat"
- Step 3: *SWITCHING* : "Taking out the garbage"
- Step 4: *SUBSTITUTION* : Getting "high on life"

Through the Four-S implementation process, leaders in criminal justice, education, and drug prevention have begun to realize success in DFSZs. These

implementation steps are actually very simple and are covered in detail in Part III of this manual.

As cited earlier, research shows that when you deny or impede the availability of drugs, substitution often takes place. By denying availability of dangerous and harmful drugs in Drug-Free School Zones, youth desiring a substance will choose something that is available and is, often times, less harmful. Consequently, when you restrict the sale of alcohol near schools, students drive "under the influence" or impaired less often. When you prohibit the sale of cigarettes near schools, students smoke less often. It follows, then, that when you shut down open-air drug markets near schools and decrease drug availability, students will use drugs less often. This appears to be a secret key to success in the Drug-Free School Zones: substituting one behavior for another.

## E. Goals

The primary goal of this manual to identify both nationwide and community-specific factors, methods, and implementation processes that lead to DFSZ success. Another goal is to identify appropriate measures to determine the efficacy or success of the DFSZ Initiative, both from the broad view, as well as from the standpoint of its specific individual components.

To date, the body of research available on the efficiency and effectiveness of the DFSZ initiative is largely qualitative and anecdotal (i.e., through unpublished reports and accounts). A few studies have gathered quantitative data, but more research is needed in order to track trends.

# II. Getting Started: How to Organize Your Community's DFSZs

This manual contains measures that individual communities and states can use to determine "what works" in Drug-Free School Zones and under what limitations and restrictions these measures work.

This section will guide you through a simple process to gain support for Drug-Free School Zones (DFSZs) in your target communities, including implementing and supporting the initiative, followed by ways and means to use the Four-S Approach to Drug-Free School Zone success, detailed in Section III. Outlined below are several steps that need to be undertaken before you implement Drug-Free School Zones in your community.

Of course, no two communities will take the same steps, employ the same strategies, nor fight the same fight. Every suggested strategy that follows is just that--a suggestion. Your goal is not to check off all of the strategies as though they make up some time honored "to do" list. Instead, use the ideas to bring out the best thinking of your own group.

## A. Approach local law enforcement leaders

- Find out whether they support Drug-Free School Zones.
- Discuss your desire to implement a Drug-Free School Zone to protect children from harmful drugs.
- Find out which specific areas and communities are being targeted in their prevention and enforcement efforts.
- Share with them your reasons for wanting to establish a Drug-Free School Zone in your community, to build awareness of Drug-Free School Zones, and to provide support materials such as

the information provided in this manual.

- Ask them if they will help you set-up a Drug-Free School Zone in your community, and offer assistance in gaining support from other community leaders. If they give their support for the Drug-Free School Zone initiative, ask them if they will go with you to meet with your local school authorities to discuss the Drug-Free School Zone program. If they say yes, you're on your way to implementation.

## B. Approach your local school authorities

...and follow the same steps as above, with just a few modifications:

- Find out whether they support Drug-Free School Zones, and discuss your desire to help them implement the initiative to protect children living in your community from alcohol and other drugs. It is preferable to have a law enforcement officer accompany you to meet with school leaders on this subject.
- Find out which schools and communities' educational administrators are targeting drug prevention and education efforts. Indicate that you hope to work with them to improve your school and community.
- Share with school leaders the reasons why you want to establish a Drug-Free School Zone in your community, offer assistance and training in setting up the Drug-Free School Zone, and provide some support materials.
- Ask if you can help them set-up a Drug-Free School Zone at their school, and offer assistance in gaining support from other community leaders. If a law enforcement person cannot accompany you, indicate that you have previously received support for this initiative from their police chief or sheriff.

## C. Recommend that local leaders hold a community meeting on DFSZs

- With support from local law enforcement and schools, ask if you can help these leaders implement Drug-Free School Zones in your target communities. Remember, for the Drug-Free School Zone to be successful, both law enforcement and school leaders must support the program. Your primary role is to inform them about the program, gain their support for the zones, and help them implement the Drug-Free School Zone program.

Drug-Free School Zone Initiatives are best established by community coalitions of school, law enforcement, and community leaders who then:

- Publicize the existence of the Drug-Free School Zone
- Create public awareness of alcohol and other drug prevention programs in the community
- Set goals and objectives for the DFSZ program
- Identify financial support and other resources to initiate and maintain your Drug-Free School Zone
- Help police and the court system to enforce existing state and local alcohol and other drug legislation
- Help police to present their mission as a positive force for community security and safety
- Work together to plan other community prevention activities

## D. Identify key players

As a prevention organizer, your first job is to identify people in the community who can join a DFSZ coalition. Minimally, you will need the top administrators in the *school system* and the *law enforcement system*. People you may want to contact are:

- School principals and superintendents
- School counselors and teachers
- Local police chief or sheriff
- Crime prevention and D.A.R.E. (Drug Awareness Resistance Education) officers
- Narcotics officers
- Juvenile court probation officers
- Parent organization leaders, PTA members, etc.
- Block club organizers
- Neighborhood watch & crime prevention leaders
- Parks and recreation staff
- Public housing resident organizations
- Youth-service agencies and community action agencies
- Church and other religious leaders
- Public health officials
- Mental health officials
- Business and professional organizations
- Alcohol and other drug prevention and treatment specialists
- Youth groups
- Media personnel
- Concerned citizens

## E. Organize a task force meeting

Plan a meeting, choosing a date four weeks in advance, and invite all the "key players" to the meeting. Ideally, the letter of invitation should be sent out by the school administrator and/or the police chief, using their letterhead. The letter should state the purpose, date, time, and place of the

meeting. It should contain the following wording: "You have been identified as a leader in the community," and "We hope you will join us as leaders in the community."

Next, prepare the agenda for your DFSZ Task-Force Meeting. The goals of the meeting should be:

- To convince leaders that there is a problem and a solution to the problem
- To motivate leaders to take action together
- To identify existing task forces or other prevention services already in the area and to enlist their support for DFSZs
- To form an ongoing, working core group: the Drug Free-School Zones Committee.

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### **Successful meetings:**

Have a specific agenda, and stick to it.

Assign specific tasks, for specific people, within specific time frames.

"Follow-up" to see that people did what they said they would do.

Involve as many people as possible.

Celebrate your accomplishments!

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## **F. Educate your task force**

Members of the Task Force need to spend time educating themselves and the community in the following very distinct areas of knowledge:

- (1) Alcohol and other drug abuse
  - attitudes toward alcohol and other drug use
  - effects of alcohol and other drugs on the body and the resulting behavior problems
  - addiction and chemical dependency
- (2) Drug-Free School Zones
  - what they are and what they can accomplish
  - legal issues in starting DFSZs
  - existing school/law enforcement agreements, if any
- (3) Community Task-Force mobilization
  - what a Task Force is and why it works
  - how to be successful

Since training and education programs are such important parts of alcohol and other drug prevention programs, it is best to choose two or three talented trainers from the Task Force to undergo specialized training in the three fields listed above. They can then train other members of the Task Force and all members of the community.

Do not underestimate the time it takes to educate members of a Task Force: a weekend retreat or 3 full workshop sessions are minimal for the above training programs.

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## ***Community task forces succeed when:***

- They have clear goals and objectives
  - They have a good committee structure to carry out objectives.
  - They set realistic time lines to follow through on activities.
  - They make sure each member has a part, even if it is small: no one does two tasks until everyone does one.
  - They take time for training, planning, and self-evaluation.
- 

## **G. Set up the framework for your DFSZ program**

Once you have a pool of community leaders and the Task Force is trained, where do you go from there? Your next step is to develop a long-term comprehensive plan. As you develop your plan, work to channel each Task-Force member into a constructive project in the plan that uses his/her abilities and interests.

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### ***A process for developing your action plan<sup>19</sup>***

1. List Problems
  2. Find Common Concerns
  3. Brainstorm Strategies
  4. Identify Key People and Resources
  5. Develop Realistic Goals
  6. Set Priorities
  7. Take Action
  8. Determine What Worked and What Didn't
  9. Celebrate Successes!
- 

The plan helps Task-Force members to see the big picture and to understand how each member contributes. It helps members see that they are working toward a goal and that there is purpose behind the Task-Force meetings.

#### **Your plan should:**

- Let people know where they are going
- Help people know what they need to accomplish
- Give business meetings a structure around which to do business
- Identify tangible results -- an end product

#### **Your plan needs to include:**

- Structure - how the group is organized
- Goals - the purposes of the group
- Objectives - what the group hopes to accomplish
- Strategies - the activities of the group
- Time lines - when activities will be done
- Work assignments - who does the activities
- Budget - where the money is coming from and where it is going

## **H. Some preliminary steps for your task force**

1. Order copies of the relevant legislation from your state (see Appendix for your state's contact person)
2. Collect any existing local legislation on schools and law enforcement
3. Identify levels of support from your community's juvenile justice prevention, intervention, adjudication, and re-integration community leaders. Brainstorm for activities that allow each member to contribute to the success of your DFSZ. Support and activities should be sought from all of the following groups:

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**Prevention**

Individuals  
Parents/Families  
Schools  
Communities  
Civil Services  
Media  
Businesses  
Churches  
Volunteer Groups

**Intervention**

Police  
Sheriff  
Prosecutors  
State Attorneys  
Narcotics Task Forces  
Regional Task Forces

**Adjudication**

Judges  
Courts  
Detention  
Corrections

**Re-Integration**

Probation  
Treatment/Health  
Community Agencies  
Volunteer Organizations

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4. Write formal partnership agreements with the cooperation of leaders from the school, the community, and from law enforcement.
  - Establish a DFSZ Drug Control and Enforcement Policy and Partnership Agreement with School Authorities
  - Establish a DFSZ Enforcement and Community Relations Policy and Partnership Agreement with the local Community Leaders
  - Establish a DFSZ Enforcement and Community Relations Policy and Partnership Agreement with local Law Enforcement Agencies

Don't reinvent the wheel! Amend existing partnerships or "blue-print" ones that have been used successfully by other communities. Some examples of such agreements follow, and further information has been included in the Appendix of this manual.

**5. Map out your specific Drug-Free School Zone**

- (a) Measure Zones with aid from the City Engineer, School Engineer, Prosecutor, Law Enforcement Personnel, or Court Recognized Authority
- (b) Identify the DFSZs by creating a Map of Zones and a Written Declaration of Zone Creation for Public Notice and Prosecutorial Purposes

- (c) Indicate the DFSZ's designated area by Creating and Posting Signs within the DFSZ Perimeter; please note that signs do not need to be posted at the outer limits of the zone to be effective, neither do they need to appear at all for the law to be enforced. However, it is to your advantage to publicize the zones' existence in order to increase the likelihood that criminal and substance-abuse activities will be displaced.
- (d) Unite the Criminal Justice, Education, and School Communities in the Formal Establishment of DFSZs by holding school assemblies, rallies, school-community meetings, and local press conferences to raise awareness of DFSZ existence and enforcement priorities.

**6. Publicize your Drug-Free School Zone**

When you have collected all the agreements, marked the zones, and ordered your signs (see Appendix for information on ordering), get ready to celebrate! Your Media Committee can use the occasion of the first posting of a DFSZ sign for a press conference or photo-opportunity for the television and print media.

Keep the media informed of any events associated with your DFSZ initiative: create a media event out of the sign posting by including school board members, the chief of police, and the mayor or a

city council member, emphasizing the ongoing partnership effort.

The local media, as represented by newspapers, radio stations, and television, are important allies in getting your message out, broadcasting your success, and, in turn, building your public relations image. The media needs sources and source material to report on stories. Seldom do news people research their own stories. The complexity of issues, the pressure of meeting deadlines, and competition from other news stories all inhibit reporting on key issues. You can overcome this by providing information and materials that explain your initiative, guiding news writers to the key issues, and simplifying their job of reporting.

Whenever you work with the media, there are a few basic tips to keep in mind. Your goal is to be informative, accurate, and consistent, using every opportunity to make a positive point about Drug-Free School Zones. When speaking about the DFSZs, use examples to illustrate how they work. Keep your focus on the need to create "safe havens" for children and how local businesses and other organizations can help law enforcement and school

leaders implement or support them in your community.

You can enhance your prospects of obtaining good coverage by advance preparation of press packets that contain materials such as the following:

- a *brief* explanation of Drug-Free School Zones
- a summary of DFSZ successes in other communities (see issues of *Safe Haven*)
- letters of support from local authorities
- frequently asked questions and answers
- a list of upcoming photo opportunities for news coverage
- black and white photos of previous interesting DFSZ events

Below are still more ideas that you can use to increase your media coverage:

- recognize local leadership efforts with awards and recognition
- honor principals, teachers, or students for their drug prevention activities
- create a Drug-Free School of the Year Award
- award law enforcement agencies or personnel for policing the zone

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## *Help develop printed material on DFSZs*

- Pamphlets or brochures explaining DFSZs
  - Student DFSZ Rights Cards
  - DFSZ Infraction Referral Cards
  - Bumper Stickers
  - Posters
  - Billboards
-

## ■ Media Tips

### **Newspapers:**

Editors seek articles that fit their specific "beats," such as local/metro, business, sports, health, weekend, editorial, etc. Newspapers cover issues that reflect significant events and happenings in the community. Consequently, when you create Drug-Free School Zones in your community, it is news. If you inform reporters of photo opportunities and provide them with support material, you are even more likely to "make the news." One clear advantage of newspapers is that you can clip and save articles on your efforts, and they can be reproduced and distributed throughout your community to further promote the initiative and your involvement.

### **Radio:**

Station managers seek individuals and issues that will excite and inform their listening audiences. Their formats include news, editorial comments, public service announcements (PSAs), and interviews. In nearly every community, there is a "talk" station that regularly seeks material of interest to its listeners. These programs provide an excellent opportunity for you to promote Drug-Free School Zones. You can invite the police chief, school administrator, your PTA president, or some students to join you on a program. When important persons in the community show interest in issues, radio stations often report and feature those issues.

### **Television:**

Because of the time constraints of broadcast news, television editors and reporters look for opportunities to get news stories that are short and encapsulated--stories that can be limited to a few seconds or minutes. News segments are divided among national, state, local, feature, weather, and sports, so the time available for Drug-Free School Zone coverage is likely to be very limited. Because television is dependent on the visual, you can enhance your chance of coverage by staging rallies, "kick-off" events such as sign posting, clean-up campaigns, and enforcement operations that will "play well" on TV.

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*Assist newspapers (both general and student), radio, and television leaders to create materials on DFSZs*

- Advertisements
- Feature Stories
- Enforcement Updates
- Reports on "Ride-Alongs" with law enforcement personnel for reporters and community leaders

# III. DFSZ Implementation: Follow the Four-S Approach to Success

The process and value of implementing the Four-S approach, **Saturation, Suppression, Switching, and Substitution**, can be seen in the following illustration:

Suppose for a moment that you are a newly hired school janitor, and your school's gymnasium is infested with roaches (*drug-dealers*) and food crumbs and debris (*drugs*). Further, suppose your boss, the school principal, declares it your role to make the gymnasium a "Roach-Free Zone," an environment free of roaches and healthy for students who play there. Using the tactics of the Four-S Approach, you would:

"**SATURATE**" the zone by getting everyone involved in cleaning up the gymnasium and then lining the edges of the walls with "roach powder." This creates an impenetrable and visible barrier to deter roaches from entering the structure. Also, declare a "No-Food Policy" in the gymnasium, and post signs designating that no food can be brought in.

Next, you "**SUPPRESS**" roach activities within the Roach-Free Zone by continually applying more roach powder to irritate the roaches, while gradually sweeping the bitter powder outward to form a continual, impenetrable line. Roaches, hating the irritation and discomfort, quickly move away from the powder to more comfortable, powderless territory.

Then you encourage "**SWITCHING**." Roaches find that it is better to be outside the Roach-Free Zone than to suffer the fate dispensed by the janitor who steadily makes the gym more uncomfortable and intolerable, making it necessary for them to leave. Further, you leave an open door, a way out, to encourage roaches to leave. You direct all of your efforts toward driving and pushing the roaches outside. Soon by fate, reason, or fear, all the roaches leave, seeking a more pleasant and hospitable environment outside the gymnasium, which is exactly where you wanted them in the first place -- outside!

Then you "shore up" your Roach-Free Zone by providing alternatives to encourage "**SUBSTITUTION**." You recommend that more drinking water fountains be installed in the gym (since no drinks

can be brought in from outside) and that more garbage receptacles be ordered, providing positive alternatives for all who play there. Now you have a safe, clean, and desirable food-free, Roach-Free Zone!

It sounds so simple, and it is. Drug-Free School Zones require the same approach -- saturation, suppression, switching, and substitution -- to become effective. What follows are some simple steps that will enable you to create Drug-Free School Zones in your communities.

## A. Step 1: *Saturation* The opening "kick-off" of your DFSZ program

During this phase, you work to rally support for DFSZs and to implement the program, posting signs, educating students about the zones, raising public awareness of the zones in the community, and forming partnerships to comprehensively police, to educate, and to prevent drug abuse and drug sales in the zone, and, in all ways, to focus attention on the fact that you are raising real barriers to the entry of drugs and to criminal activities in the zones, thus making schools drug-free "safe havens" for children.

During this initial phase, you alert the community to the fact of the Zone's creation and to the penalties associated with violating its rules. This initial phase should alert drug dealers and users that new rules apply: No Drugs Allowed! Literally, "The Drugs Stop Here!"<sup>20</sup>

Suggested DFSZ Saturation activities include:

- Developing a DFSZ Partnership Agreement between Schools and Law Enforcement
- Amending School Drug Policies to include DFSZs
- Identifying the local leaders or task force assigned to implement DFSZs

- Having appropriate state/local authorities (e.g., city engineers, prosecutors, law enforcement personnel, etc.) measure and designate DFSZ boundaries for court records
- Identifying, developing, and supporting a spectrum of DFSZ sanctions, from arrest and incarceration to non-arrest, community-compliance measures<sup>21</sup>
- Rallying community support to establish an effective Drug-Free School Zone Program
- Promoting DFSZs to the local media
- Creating and posting DFSZ signs
- Sponsoring DFSZ "Kick-Off" events with school, law enforcement, and community leaders
- Educating students about DFSZs (e.g., in assemblies, in classroom discussions, etc.)
- Educating parents about DFSZs (e.g., at PTA meetings, in Parent-Teacher Conferences, etc.)
- Educating community members about DFSZs (e.g., at events such as rallies and with various materials, etc.)
- Conducting a baseline survey of student alcohol and other drug use for your DFSZ program
- Organizing other activities to encourage and support the "saturation" of DFSZs with positive, drug-free programming

## B. Step 2: *Suppression* "Turning up the heat" in your DFSZs

During this phase, you raise visible barriers higher to protect your zones. Your goal is to increase the level of drug-prevention activities, continuing your Drug-Free School Zone efforts long after the opening kick-off, emphasizing drug prevention, helping high-risk youth, targeting specific drug and crime problems, cracking down on crack-houses and open-air drug markets inside the zone, making drug arrests, publicizing successes and community collaboration, and, in all ways, making it uncomfortable and risky for drug users and dealers to operate in the Drug-Free School Zones.

Above all, you *suppress* drug-dealing and drug-using behavior through increased enforcement targeted at all illegal activities within the Drug-Free School Zone.

Suggested DFSZ **suppression** activities include:

- Creating and posting DFSZ billboards
- Creating and placing DFSZ ads in school and local newspapers
- Creating and placing DFSZ ads for display on buses and bus-stop benches
- Organizing an adopt-a-DFSZ program for local businesses

- Organizing a “take-back-the-block” or “park” rally, and supporting or establishing Neighborhood Watch groups
- Creating and disseminating DFSZ pamphlets
- Creating and disseminating Parents’ Guides; prepare a seminar for parents on “How to tell if my child is on drugs” and “What to do if Johnny is abusing drugs”
- Sponsoring a workshop for teachers and law enforcement personnel on how to “identify and assist high-risk youth” before problems arise
- Helping school leaders implement drug prevention activities by meeting their special needs for curriculum, school supplies, expert instructors, celebrity guests, etc.
- Helping law enforcement personnel promote DFSZs by meeting their special needs (DFSZ brochures, bumper stickers, informant hotline promotion, etc.)
- Supporting D.A.R.E. and other drug-prevention curricula in schools
- Encouraging Community Policing Activities that prevent and deter crime and alcohol and other drug problems
- Reporting suspicious activities to the police, with video tapes, photographs, and logs of observed violations, when possible.
- Encouraging judges to help you create “safe havens” for your children by prosecuting DFSZ violations in your area
- Conducting a crime- and drug-incident survey of your DFSZ territory, identifying “hot spots,” loitering/trafficking locations, crack-houses, open-air drug markets, etc.
- Enforcing DFSZs aggressively, using Street-Level Narcotic Enforcement Tactics, such as “reverse stings,” “buy busts,” and “crack down on the crack house.”<sup>22</sup>
- Organizing and sponsoring other activities that further encourage “suppression”

## C. Step 3: *Switching* “Taking out the garbage,” or encouraging illegal drug activity and drugs to leave your DFSZ

During this phase, you simply make it too uncomfortable, undesirable, and risky for drug offenders to remain in the zone. Increase the frequency of building, fire, health, and safety code inspections of known or suspected crack-houses and drug “dens” or markets within the Drug-Free School Zone. Clean up or tear down properties that are dilapidated or harbor crime and drugs, and, in all ways, encourage drug dealers and sellers to “drop shop” and “get out of town,” thus eliminating or decreasing the available drug dealing/selling points and, subsequently, reducing drug availability in the Drug-Free School Zone.

Your goal in this phase is to encourage *switching* and dislocation of criminal behavior by cracking down on drug dealing and crime within the zone to encourage rapid flight of criminals and crime out of the zone.

Suggested\* DFSZ *switching* activities include:

- **Protesting:** targeting alcohol and tobacco advertising for removal
- **Strengthening your community’s “availability control” laws** governing the sale of alcohol and tobacco
- **Encouraging principals and/or school security authorities** to conduct school security checks
- **Encouraging home security checks and safety programs** for residents who live inside DFSZs
- **Encouraging security checks** for business premises inside DFSZs
- **REMINDER:** Only your local Task Force will be able to determine how likely any given tactic is to succeed in your community.

- Supporting neighborhood fix-up/clean-up campaigns: eradicating graffiti, removing abandoned vehicles, replacing broken glass, improving or tearing down dilapidated dwellings, etc.
- Supporting law enforcement's safety and prevention efforts in DFSZ, such as Operation ID<sup>23</sup>
- Promoting environmental design improvements to disrupt and deter crime and drugs, including intensive supervision of loitering areas
- Encouraging traffic pattern changes that impede drug sales, including setting up checkpoints, installing new traffic lights, stop signs, speed bumps, crosswalks, and dead-ends, and converting to one-way streets where needed
- Constructing fences and other obstructions to restrict the flow of individuals and traffic to and from open-air drug markets
- Discouraging loitering and drug trafficking in public parks and school grounds by regularly turning on water sprinklers at peak "trouble" times
- Working with your telephone company to prevent pay telephones from receiving incoming calls; further, preventing these same phones from dialing the extra digits necessary to operate beepers and pagers used in drug dealing<sup>24</sup>
- Assisting police in identifying crack-houses, open-air drug markets, loitering and distribution points, and strengthening your nuisance abatement laws
- Encouraging law enforcement personnel to "crackdown," with intensive enforcement of crack-houses, open-air drug markets, loitering, and distribution points
- Continuing DFSZ enforcement using Street-Level Narcotic Enforcement Tactics, including aggressive code-enforcement teams (e.g., police, fire, housing, and sanitation inspectors, etc.)
- Building better relationships and community support for DFSZ efforts by, for example, encouraging law enforcement personnel to include community leaders in ride-along programs to police DFSZs
- Monitoring criminal behavior patterns to detect "switches" or behavior changes in DFSZs
- Encouraging and supporting other activities to "switch" illegal and undesired activities outside the zone

## D. Step 4: *Substitution* Getting youth off drugs and "high on life"

During this phase, you encourage youth to choose other substances and other activities to replace harmful drug and alcohol use. Seek to create an environment in the Drug-Free School Zones that makes less harmful alternatives available to youth that still meet still their basic needs. It follows that students abuse substances that are available; if they can't get them, they can't abuse them.<sup>25</sup>

Your goal in this phase is to encourage *substitution* and the cessation of drug using behavior by decreasing or eliminating the availability of illegal substances and increasing the availability of positive alternatives. At a minimum, your activities should encourage substitution of positive alternatives for deviant behavior through emphasis on drug-prevention activities and targeted, visible enforcement.

Suggested DFSZ *substitution* activities include:

- Monitoring substitution patterns or changes in student alcohol and other drug use behavior
- Supporting proactive, prevention- and deterrence-oriented community policing programs -- reach out to youth who are known to live in homes with histories of criminality, substance abuse, or gang behavior

- Sponsoring drug-free, alcohol-free activities and events for youth
- Sponsoring a youth sports day or other positive alternatives day
- Sponsoring celebrity appearances at schools and in the community
- Sponsor student career-opportunity training or internships
- Sponsoring courses in responsible parenting and child supervision
- Encouraging volunteerism in the school and

community, by supporting a program to help needy children with their studies through counseling or tutoring at school, to be provided by parents, community members, and business persons

- Rewarding individuals or groups that represent model behavior in DFSZs
- Spotlighting DFSZ student, school, law enforcement, and business successes and promoting these successes through local media
- Encouraging and supporting other “substitution” activities that promote positive, drug-free norms

# IV. Measuring and Monitoring Your DFSZ Program Success

The purpose of this phase is to determine what DFSZ structure, practices, and methods seem to provide the most success. This phase is important to determine what works and under what circumstances.

If a community only has "x" amount of dollars, how can those funds most effectively be spent? How can a police department most effectively delegate its law enforcement personnel, and what types of enforcement are most effective in DFSZs? What is the role of law enforcement agencies in schools? How does the juvenile justice system function within the DFSZ? Has the crime rate dropped? Have open-air drug markets been dispersed? These and many other questions can be determined by points identified in this section.

Several types of data, listed below, are especially meaningful in evaluating the success of your Drug-Free School Zone:

## A. Host environment data

These data are known as demographic variables. They include community size, income, ethnicity, religion, work force, age, etc. However, the term environment is used to capture other information that typical demographics do not ordinarily include, such as a community's anti-drug attitude, fear of crime, drug-trafficking prevalence, youth gangs, and homicide rates, etc. The host environment is one of the key elements that determine DFSZ success. For instance, attitudinal changes and perceptions of students, parents, and residents in the Drug-Free School Zone are important to monitor. Also, police reports and other hard-copy data are available to determine rates of crime, drug-incidents, and arrests.

## B. DFSZ Structural data

These data refer to the state DFSZ statutes, the size of the zones, other known availability control laws in the area, lead organization in charge of DFSZ operations, police officers assigned to DFSZ, schools participating in DFSZ, training of key personnel, juvenile justice system operations, and financial resources for the program. These structural elements are closely tied to the operational elements. Monitoring these elements is important in identifying changes in your DFSZ structure. For example, you may work to strengthen your alcohol and availability control laws and to decrease the number of vendors and vending machines in your DFSZ, with control of the uncontrolled access as the goal.<sup>28</sup> Keeping track of such structural issues will help you determine the success of your DFSZ program.

## C. Local task force operational data

Operational data are those data that reflect the ongoing programs and activities within the DFSZ. They include, but are not limited to, the items previously listed for saturation, suppression, switching, and substitution. An example of the possible types of options on a check-list for saturation activities would include:

What activities or programs have you conducted in your community to "kick-off" the DFSZ? Have you:

- Drafted or Amended your Partnership between Schools and Law Enforcement to include DFSZs?

- Organized a Task Force assigned to implement DFSZs?
- Appropriately designated DFSZ boundaries for court records?
- Gained support for a spectrum of alternatives for juvenile offenders, ranging from detention to intermediate sanctions?
- Held a rally to unite community support in establishing an effective Drug-Free School Zone Program?
- Created and posted DFSZ signs?
- Sponsored a DFSZ "Kick-Off" event with school, law enforcement, and community leaders?
- Educated students about DFSZs (e.g., in assemblies, through classroom discussions, etc.)?
- Educated parents about DFSZs (e.g., in PTA meetings, during Parent-Teacher Conferences, etc.)?
- Educated community members about DFSZs (e.g., organized events, sponsored rallies, and distributed materials, etc.)?
- Conducted a baseline survey of student alcohol and other drug use for your DFSZ program?
- Organized, sponsored, or operated other programs in your DFSZ?

## D. Indicators of success

Determining the success of DFSZs is not easy. No one statistic can be the sole determining measure of success. Consequently, it is necessary to use data ranging from student perceptions of alcohol and drug abuse and DFSZ effectiveness and efficiency and reports of delinquency to law enforcement perceptions of street-level narcotic activity, arrest reports, crime rates, and other uniform crime data. Among the sources of research information are reports and perceptions of students, police, parents, and even representatives of the juvenile justice system, including family court judges.

Further, you can integrate several types of information into "stylized facts" that are useful for examination. For example, you could combine confidential informant information with other police reporting, in order to provide a broader analysis of actual happenings in the DFSZ.

Using the above measurement categories as a guide, you can identify reporting information from the Prevention, Intervention, Adjudication, and Re-Integration phases of the juvenile justice system. When gathered and analyzed, these data can provide a useful resource to fine-tune your zone and to help other communities implement similar successes in their zones.

We encourage you to send evidence of your success to the National Coalition for Drug-Free School Zones, from which the information can be disseminated nationwide to prevention leaders who want similar successes in their communities. Please forward a copy of your data results to:

National Coalition for Drug-Free School Zones  
 P.O. Box 18645  
 Washington, DC 20036  
 Phone: (202) 328-0100

# V. Building on Your Community Support

The school and law enforcement members of your Task Force will spend considerable time in developing the agreements listed above in order to have a good Drug-Free School Zone policy.

Listed below are other Task-Force committees that can be adapted to your community's needs. Each has its own suggested activity list for helping to make the neighborhood as safe as possible for all of its citizens.

## A. Information committee

Responsible for all material development, media contacts and all DFSZ awareness activities. They target all block clubs, religious organizations, businesses, service clubs, social agencies, and other organizations to make sure everyone knows about the DFSZ and about the prevention activities being carried out.

## B. Education/skills building committee

Responsible for training people to carry out the prevention activities. Some trainings might be:

- Community mobilization
- Block club organization
- Billboard attacks
- Parent education
- Cross-cultural awareness & relationship building
- Negotiation skills

## C. Alternatives committee

Responsible for developing healthy activities that serve as positive "image-building" exercises for the community. Some examples might be:

- Block parties
- Ethnic awareness week
- Taste-of-the-Neighborhood night
- First-Night celebrations
- March-on-Drugs walk
- Tree planting and urban forestry projects
- Street dances

## D. Social policy committee

Responsible for examining the formal and informal legislation already on the books that is not being enforced, or legislation that needs to be enacted in order to make the community a safer and healthier place to live. Some examples might be:

- Happy Hour rules
- Alcohol and other drug advertising policy
- Billboard legislation
- Drug paraphernalia sales
- Sponsorship of local events
- Curfew rules
- Sale of alcohol & tobacco (location/time/age rules)

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*When you are discouraged*

## **Five phases that task forces go through**

- **Judgment phase:** Everyone “shames” and “blames” everyone else. “It’s not our fault, and it’s not our responsibility.”
- **Information Phase:** As the group matures, members start learning the facts to make informed decisions.
- **Intervention and Rehabilitation Phase:** The group wants to do something immediately. They often want punitive actions and “get-tough” laws. They are “reactive” rather than “proactive.”
- **Alternatives and Diversions Phase:** The group begins to see the value of more positive and constructive action.
- **Constructive Social Action Phase:** The group sees the wider picture; they are concerned with the quality of life of everyone in the community. Members can clearly identify strategies and actions. They start to see beyond the initial “alcohol and other drug” issue and tackle the broader social context of the problem.

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## **E. Drug-Free School Zones work!**

DFSZs work if they are implemented and enforced vigorously. Like prescribed medicines, DFSZs work when they are used as directed. If state and local leaders will implement and enforce DFSZs, they can begin the Four-S approach to success by SATURATING their drug prevention program focus on visible efforts inside DFSZs, SUPPRESSING illegal activities through aggressive law en-

forcement within DFSZs (e.g., street-level narcotic enforcement, encouraging SWITCHING and the displacement of criminal activities to areas outside the DFSZ through ancillary drug-control tactics (e.g., crack-house eradication, clean sweeps, environmental crime prevention, etc.), and, subsequently, SUBSTITUTING and altering substance use and abuse patterns of youth through reduced availability and increased alternative activities. Then communities will see lasting change reflected in reduced levels of drug trafficking and substance abuse in their communities.

The ultimate goal of the Drug-Free School Zone Task Force is to create a community where all citizens can live and grow and lead positive, productive lives. It is a community where each person helps a neighbor, and together they build a future for their children.

You and your community can benefit greatly from introducing, organizing, implementing, and enforcing this initiative. It is now up to you to go out and do it! Good Luck!

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## ***Make Your Drug-Free School Zone Work!<sup>27</sup>***

- Take charge and decide what action is needed
  - Form liaisons with government
  - Convince government to listen and respond to the community’s needs
  - Target specific problem areas
  - Develop realistic goals
  - Monitor progress
  - Celebrate successes!
-

# End Notes

1. "Survey of State DFSZ Laws, 1991," National Coalition for Drug-Free School Zones, Washington, DC, May, 1991. Currently all states, with the exception of Montana, Nebraska, South Dakota, Tennessee, and Texas, have DFSZs. Mention should be made that Delaware enforces DFSZs through federal and not state statutes. States currently proposing DFSZ legislation include Nebraska, South Dakota, and Texas. For complete listing and supporting documentation, see Appendix.
2. S.L. Sorensen, "Drug-Free School Zones: Safe Havens for Children," pp. 1-2, *Safe Haven*, Volume 1, Number 1, 1990 (paraphrased).
3. Current drug prevention research and theory as described in: *Prevention Plus II* (OSAP, 1989), *Biological Vulnerability to Drug Abuse*, (NIDA Research Monograph 89, 1988); *Compulsory Treatment of Drug Abuse: Research and Clinical Practice*, (NIDA Research Monograph 86, 1988); *Prevention Research Findings: 1988* (OSAP Prevention Monograph 3, 1988); *Prevention Research: Detering Drug Abuse Among Children and Adolescents*, (NIDA Research Monograph 63, 1985); *Etiology of Drug Abuse: Implications for Prevention*, (NIDA Research Monograph 56, 1985).
4. J. David Hawkins, Denise M. Lishner, Jeffrey M. Jenson, and Richard F. Catalano, "Delinquents and Drugs: What the Evidence Suggests About Prevention and Treatment Programming," Center for Social Welfare Research, University of Washington, paper presented at the NIDA Technical Review on Special Youth Populations, July 16-17, 1986, Rockville; J. David Hawkins, et al., "Risk and Protective Factors for Alcohol and Other Drug Problems in Adolescence and Early Adulthood: Implications for Substance Abuse Prevention," Social Development Research Group, University of Washington, October 1988; also, *Stopping Alcohol and Other Drug Use Before It Starts: The Future of Prevention*, OSAP Prevention Monograph 1, 1989).
5. Reductions in Availability of Substance to Youth as examined in the *Report to Congress and the White House on the Nature and Effectiveness of Federal, State, and Local Drug Prevention/ Education Programs*, U.S. Department of Education in conjunction with U.S. Department of Health and Human Services, October 1987; Also, Wagenaar, A., *Alcohol, Young Drivers, and Traffic Accidents: Effects of Minimum Age Laws*, Lexington, MA, Lexington Books, 1983; Hingson, R., et al., "Impact of legislation raising the legal drinking age in Massachusetts from 18 to 20," *American Journal of Public Health*, Volume 73, 163-170, 1983.
6. Mark A.R. Kleiman and Kerry D. Smith, "State and Local Drug Enforcement: In Search of a Strategy," Working Paper, January, 1989, reprinted in Michael Tonry and Norval Morris (eds.) *Crime and Justice: An Annual Review of Research*, Vol. 12, 1989; Peter Reuter and Mark A.R. Kleiman, "Risks and Prices: An Economic Analysis of Drug Enforcement," as printed in *Drug Enforcement*, The University of Chicago, 1986, pp. 289-340; Mark A.R. Kleiman and Rebecca M. Young, "The Factors of Production in Retail Drug Dealing," submitted to *Urban Affairs Quarterly*, July, 1990; S.L. Sorensen, "Factors of Street-Level Drug Markets," Proactive Prevention and Deterrence Policing Seminar, P.O. Box 71072, Chevy Chase, MD 20813.
7. Cary Edwards and Saul Cooperman, *Drug-Free School Zone Enforcement Guide*, New Jersey Department of Law and Public Safety, Trenton, 1988.
8. Programs Aimed at Meeting Social or Psychological Needs as described in the *Report to Congress and the White House on the Nature and Effectiveness of Federal, State, and Local Drug Prevention/ Education Programs*, U.S. Department of Education in conjunction with U.S. Department of Health and Human Services, October, 1987.
9. "Stopping Alcohol and Other Drug Use Before It Starts: The Future of Prevention," O.S.A.P. Prevention Monograph (1), Rockville, MD, 1989.
10. J. David Hawkins, Richard F. Catalano, and Janet Y. Miller, "Risk and Protective Factors for Alcohol and Other Drug Problems in Adolescence and Early Adulthood," University of Washington, Seattle (9/90).
11. S.L. Sorensen, "Research on Drug-Free School Zone Implementation, Operations, and Efficacy," background and problem statement (pp. 1-7), unpublished report, VRFP-OJJDP, July 1, 1991; and "A Preliminary Evaluation on the Efficacy of Enforcing Drug-Free School Zones," National Juvenile Justice Conference Paper, New Orleans, March, 1990; and, state reporting as published in issues of *Safe Haven*, the newsletter of the National Coalition for Drug-Free School Zones.
12. S.L. Sorensen, "A Preliminary Evaluation on the Efficacy of Enforcing Drug-Free School Zones," a review of Broward County Sheriff's Department's "Operation CRADLE," a Drug-Free School Zone enforcement project conducted in the Dillard High School Community, Ft. Lauderdale, Florida. Paper presented at the National Conference on Juvenile Justice, New Orleans, March 27, 1990. The findings continued in this paper are drawn from site visits of its author and an extended evaluation of Project CRADLE prepared for the Broward County Sheriff's Office by Dr. Clinton Terry, Criminal Justice Department, Florida International University.

13. Data were reported at the National Coalition for Drug-Free School Zones Advisory Board Meeting, Washington, DC, April, 1990, by Ron Susswein, Assistant Attorney General, New Jersey. Of note: Susswein is credited with being the primary architect of New Jersey's Drug-Free School Zone law, the recognized "first" model DFSZ.
14. Clinton Terry, "Dillard High School Area Crime and Safe Neighborhood Survey: Final Report," Department of Criminal Justice, Florida International University, North Miami, September, 1989.
15. An examination of the Broward County research design was conducted in a paper earlier cited by the S.L. Sorensen, "A Preliminary Evaluation on the Efficacy of Drug-Free School Zones," March, 1990.
16. As transmitted in a letter to S.L. Sorensen, Director of the National Coalition for Drug-Free School Zones, from Nicholas Clement, Principal, Flowing Wells School, Tucson, Arizona; also, George E. Capowich, "Partnerships Reduce Drug Use: Tucson Program Nets Results," Institute for Social Analysis, as published in *Safe Haven*, newsletter of the National Coalition for Drug-Free School Zones, Fall, 1990, Issue, pp. 1-2.
17. The term "stylized facts" is attributed to Sir Nicholas Kaldor, a British economist from King's College, Cambridge University, who coined the phrase in order to show how qualitative facts can be combined with quantitative data to yield meaningful relations.
18. "The Four S's of Drug-Free School Zone Success," as described in S.L. Sorensen's, "Drug-Free School Zone Seminar," Drug Control Policy, P.O. Box 71072, Chevy Chase, MD 20813; as presented at the Oregon Department of Public Safety Drug-Free School Zone Seminar, Multnomah County Sheriff's Office, June 14, 1991.
19. Adapted from "Drug-Free Zones: Action Guide," Crime Prevention Center, California Attorney General's Office, May, 1991.
20. The campaign slogan of Project CRADLE, Drug-Free School Zone Slogan, Broward County Sheriff's Office, Florida.
21. Community compliance measures are essentially alternatives to incarceration for arrestees. That is, there are deterrent options other than sending a person to jail. Such measures include ways to keep people employed and out of jail. These include compulsory commitment to drug treatment (which is reported to have high success rates), community commitment to groups such as schools and libraries, and commitment to basic litter clean-up campaigns.
22. A "buy bust" is the classic strategy in which law enforcement agents purchase illegal substances from known dealers. The strategy includes learning the operating habits of these dealers, learning their customer base, and generally understanding their selling style. The "buy bust" eliminates the dealer, while the "reverse sting" is aimed at eliminating the buyer. Here, law enforcement agents pose as drug sellers, and word soon spreads that the area covered by the "reverse sting" is NOT a safe area in which to purchase.
23. A program initiated by local police departments to assist homeowners in permanently marking their belongings with social security or other identification numbers, in order to make resale of stolen items more difficult for burglars.
24. The local phone company will work with you if you target specific areas. For example, this strategy is used in the Washington, DC, area, in order to cut off a mechanism of sales.
25. Of the four strategies, "substitution" often requires the most effort over the longest period of time. Often called "tertiary prevention," substitution involves changes in lifestyle or mode of life, with core issues such as "values" and "being" coming into play. These kinds of changes may only result through the continued effort of support groups and significant others.
26. For example, cigarette machines come under availability control laws.
27. Adapted from "Drug-Free Zones: Action Guide," Crime Prevention Center, California Attorney General's Office, May, 1991.

# VII. Appendix

A.	Model DFSZ Map Ordinance .....	##
B.	Model DFSZ/Street-Level Narcotic Enforcement Strategy .....	##
C.	Model School/Police Partnership Agreement .....	##
D.	DFSZ signs: Order Form/Placement .....	##
E.	Listing of State DFSZ Boundaries .....	##
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# A. Model DFSZ Map Ordinance

AN ORDINANCE PROVIDING FOR THE APPROVAL AND ADOPTION OF A MAP DEPICTING THE LOCATION AND BOUNDARIES OF DRUG-FREE SCHOOL ZONES AND MAKING AN OFFICIAL FINDING AND RECORD OF THE LOCATION AND BOUNDARIES OF SUCH ZONES

BE IT ORDAINED AS FOLLOWS:

- Section 1. In accordance with and pursuant to the authority of L. 1988, c. 44 (C. 2C:35-7), the Drug-Free School Zone map produced on or about \_\_\_\_\_ by \_\_\_\_\_, (municipal) (county) engineer, is hereby approved and adopted as an official finding and record of the location and areas within the municipality of property which is used for school purposes and which is owned by or leased to any elementary or secondary school or school board, and of the areas on or within one-thousand feet of such school property.
- Section 2. The Drug-Free School Zone Map approved and adopted pursuant to Section 1. of this ordinance shall continue to constitute an official finding and record as to the location and boundaries of areas on or within one-thousand feet of property owned by or leased to any elementary or secondary school or school board which is used for school purposes until such time, if any, that this ordinance shall be amended to reflect any additions or deletions with respect to the location and boundaries of school property and Drug-Free School Zones.
- Section 3. The school board, or the chief administrative officer in the case of any private or parochial school, is hereby directed and shall have the continuing obligation to promptly notify the (municipal) (county) engineer and the (municipal) (county) attorney of any changes or contemplated changes in the location and boundaries of any property owned by or leased to any elementary or secondary school or school board and which is used for school purposes.
- Section 4. The clerk of the municipality is hereby directed to receive and to keep on file the original of the map approved and adopted pursuant to Section 1. of this ordinance, and to provide at a reasonable cost a true copy thereof to any person, agency, or court which may from time to time request such a copy, along with a certification that such copy is a true copy of the map approved and adopted herein and kept on file. It is hereby further directed that a true copy of such map and of this ordinance shall be provided without cost to the County Clerk and to the office of the \_\_\_\_\_ County Prosecutor.
- Section 5. The following additional matters are hereby determined, declared, recited, and stated:
- (a) It is understood that the map approved and adopted pursuant to Section 1. of this ordinance was prepared and is intended to be used as evidence in prosecutions arising under the criminal laws of this State and that, pursuant to State law, such map shall constitute prima facie evidence of the following:
- 1) the location of elementary and secondary schools within the municipality;
  - 2) the boundaries of the real property which is owned by or leased to such schools or school board;
  - 3) that such school property is and continues to be used for school purposes, and
  - 4) the location and boundaries of areas which are on or within one-thousand feet of such school property.

1 See N.J.S.A. 40:69A-181 (b) and 40:74-4 (establishing procedures for adopting an ordinance which takes effect immediately).

- (b) [Except as is otherwise expressly noted on the face of the approved and adopted map,] All of the property depicted on the map approved and adopted herein as school property was owned by or leased to a school or school board and was being used for school purposes as of \_\_\_\_\_ (date), that being the effective date of L. 1987, c. 101 (C. 2C:35-7).
- (c) Pursuant to the provisions of L. 1988, c. 44, a prosecutor is not precluded from introducing or relying upon any other evidence or testimony to establish a violation of the offense defined in that statute, including use of a map or diagram other than the one approved and adopted pursuant to Section 1. of this ordinance. The failure of the map approved herein to depict the location and boundaries of any property which is, in fact, used for school purposes and which is owned by or leased to any elementary or secondary school or school board, whether the absence of such depiction is the result of inadvertent omission or the result of any changes in the location and boundaries of such property which have not yet been incorporated into a revised approved map, shall not be deemed to be an official finding and record that such property is not owned by or leased to a school or school board, or that such property is not used for school purposes.
- (d) All of the requirements set forth in L. 1988, c. 44 concerning the preparation, approval, and adoption of a Drug-Free School Zone Map have been complied with.

Section 6.

This ordinance shall take effect 20 days after final passage and publication according to law.<sup>1</sup>

# **B. Model Drug-Free School Zone/Street-Level Narcotic Enforcement Strategy**

It is not enough to post signs! The Task Force must make plans to teach all law enforcement personnel and community members about the Drug-Free School Zone and its wider prevention message.

Listed below are some activities that law enforcement and community members can work on together:

## **Prevention:**

1. Set up regular meetings to check out how the program is working
2. Have an active D.A.R.E. or other educational drug prevention program
3. Assist in all alcohol and other drug education activities by being present for and helping in trainings

## **Deterrence:**

1. Be visible around the school and around the places youth gather before and after school
2. Start a "Saturate" and "Suppress" policy of intensive enforcement in the community to cause criminals to switch their operations to other locations outside of your community
3. Help community members to identify open-air drug markets, crack-houses, and other public nuisances in the community, and then work together to rid the neighborhoods of them
4. Organize "Code Enforcement Teams" of Police and Fire Prevention personnel, Building Code Inspectors, Tax Collectors, and community members to "clean up" the neighborhoods by:
  - disrupting law breaking activity
  - improving lighting
  - decreasing loitering
  - cleaning and "fixing-up" neighborhoods
  - tearing down or renovating structures that create a public nuisance
5. Help organize community members in other activities that result in alcohol and other drug prevention, such as:
  - crime hot-lines
  - neighborhood watches
  - community patrols
  - block clubs
  - neighborhood clean-up patrols
  - neighborhood beautification campaigns

## **Enforcement:**

1. Set up or become active partners in existing prevention programs that target high-risk youth and young adults
2. Initiate Neighborhood Patrols (e.g., beat, bike, and foot patrols)

In areas of especially high-volume crime and drug trafficking, the DFSZ Task Force may want to work with law enforcement in a variety of "safety and security" measures that will "sweep out" much of the activity, so that the community leaders can once again assume leadership in the neighborhood. Such activities might include:

- Observation Arrests
- Exploitation of Physical Evidence
- Historical Conspiracy Investigations
- Electronic and Technical Surveillance
- Special DFSZ Enforcement Teams

- High Visibility Street-Level Narcotic Enforcement Units
  - Tactical Narcotic Teams (TNT)
  - Intensive enforcement of retail drug markets
  - Crackhouse Eradication (single-dwelling-unit tactic)
  - Operation Clean Sweep (multiple-dwelling-unit tactic)
- Undercover Operations
  - Short-Term/Long-Term
  - Buy-Bust Operations (drug dealer crackdown)
  - Reverse Sting Operations (drug purchase/user crackdown)
- Targeted Drug Availability Control
  - Alcohol
  - Tobacco
  - Illegal Drugs
- Ancillary Drug Control Tactics
  - Environmental Design Improvements
  - Code enforcement in high-drug-activity areas
  - Aggressive parking and traffic enforcement in problem areas
- Community-based Intelligence Gathering
- Other enforcement tactics

### **Following through with the legal aspects**

It is important to understand that no partnership, policy, or program on alcohol and other drug abuse in the schools should be adopted without examining its legal ramifications. As your school administrators and law enforcement personnel form their partnerships and make their alcohol and other drug abuse policies, they should consult the following publications of the National School Board Association:

- (1) *Alcohol and Drugs in the Public Schools: Implications for School Leaders*
- (2) *Fighting Drugs in the Schools: A Legal Manual*

The legal ramifications of using police in schools to enforce school alcohol and other drug abuse prevention policies warrant close attention to constitutional issues in the early stages of policy development. The National School Board Association notes: "School districts should be able to develop an effective drug prevention and enforcement program that also protects the individual rights of students and employees accused of violating school policies."

# C. Model School/Police Partnership Agreement

Specific examples of police/school partnerships to prevent drug abuse appear in the following publications:  
*Arresting the Demand for Drugs* (D.A.R.E./S.P.E.C.D.A.)  
*Drug-Free School Zone: Enforcement Guide* (D.F.S.Z.)  
*School-Police Cooperation as a Strategy for Combatting Serious Juvenile Crime* (SHOCAP)  
"School Police Relations"  
*Model Guidelines for Effective Police-Public School Relationships*

## Suggestions for Writing or Amending your School/Police Partnership agreements to include DFSZs:<sup>2</sup>

Since your community may already have existing partnership agreements, the following guidelines have been prepared to help you "fine-tune" your current agreements to include Drug-Free School Zones. If your community does not already have such agreements, these guidelines will be useful to you in writing one.

The following key elements should be covered by the formal agreement drawn up between school and law enforcement leaders:

- A unified statement by school and law enforcement officials expressing their commitment to implement a school/police partnership as a strategy to prevent substance abuse among school children
- A document specifying the appropriate roles for the police and schools.

For example:

### *Police*

- (1) to identify the required number of police officers to teach curricula, act as counselors, provide security at extracurricular events, perform enforcement functions;
- (2) to deploy or redeploy identified officers for a specified time period, including time required for training in drug prevention education, conflict resolution, multi-cultural sensitivity awareness, and cross-disciplinary training and other program activities;
- (3) to provide overall coordination and supervision of the police on the school grounds;

*with an overriding mission*

- (4) to keep the peace and promptly investigate and prosecute crimes in accordance with an articulated school/police policy.

2 S. L. Sorensen, "Police and School Partnerships: Maintaining Drug-Free Schools in Urban Communities," prepared for the Urban Initiative of the Southeast Regional Center for Drug-Free Schools and Communities, Atlanta, GA, July, 1990.

### **Schools**

- (1) to establish a firm school policy of rules on drug abuse;
- (2) to provide a mechanism to measure and monitor drug use among the school population;
- (3) to provide prevention strategies, including classroom time for drug prevention education in grades K-12;
- (4) to minimize distractions from teaching, address behavior problems, and enforce the schools' anti-drug policy, utilizing the police where appropriate;
- (5) to develop early intervention efforts aimed at identifying the problem students and referring them for treatment and counseling or other juvenile justice system programs/contacts.

**When police are asked to teach drug education in the school, provision should be made for:**

- training and assistance to police on school alcohol and other drug prevention education,
- a means to coordinate scheduling of assemblies and classroom instruction,
- a definition of the classroom teacher's and officer's respective roles during the lessons and follow-up activities, and
- provision of overall support for law enforcement involvement in the school; including:
  - A defined communication channel that establishes the procedures for liaison between school and law enforcement authorities;
  - A planned strategy to facilitate communication with the wider community in the maintenance of Drug-Free School Zones; and
  - The establishment of a primary contact and facilitator for the police-school relationship, who will be responsible for project oversight and further development.

When you actually write your agreement, you may want to include specific provisions to:

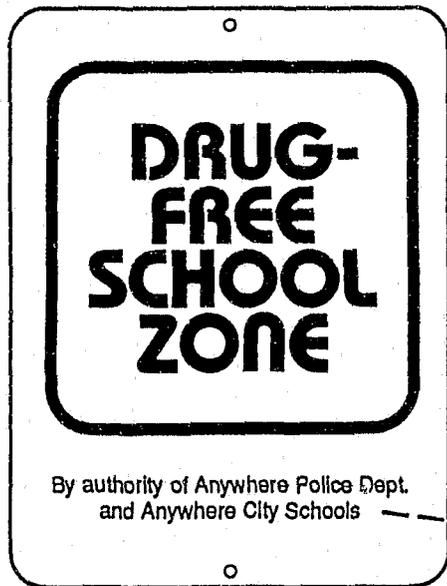
- (1) Establish appropriate liaisons;
- (2) Define terminology within the agreement concerning controlled dangerous substances, undercover school operations, planned narcotic surveillance, routine patrols, planned arrest, spontaneous arrest, and school operating hours;
- (3) Establish protocols for conducting undercover school operations, including:
  - a) requests to conduct operations
  - b) school consultation and cooperation
  - c) security, disclosure, and terminations agreements
  - d) use of undercover officers as school employees
  - e) limitations on undercover officer conduct
  - f) post-operation reporting and seminars

- (4) Establish protocols for planned narcotic surveillance, including:
  - a) notice and consultation
  - b) limitations
  - c) target subjects
- (5) Establish routine patrols with aggressive enforcement plans, protocol for notice to school officials, and on-site reporting;
- (6) Establish protocols for referrals and evidence pick-up:
  - a) providing procedures concerning required referrals, nonapplicability to treatment program records and information
  - b) securing physical evidence pending referrals and pick-up, providing prompt responses to referrals and requests for pick-up, and securing a chain of custody
- (7) Establish arrest protocols, whether by school officials or by others, including spontaneous and/or planned arrests;
- (8) Provide notice of arrests for:
  - a) students on school grounds,
  - b) non-students on school grounds, and
  - c) students off school grounds during school operating hours;
- (9) Establish protocols for school searches, including "suspicion" and "probable-cause" determinants;
- (10) Provide for police presence at extracurricular events;
- (11) Establish interrogation and interview procedures;
- (12) Provide mechanisms for student and parent assistance (such as tiplines, student watch, or Drug-Free School Zone watch groups);
- (13) Establish mechanisms for joint training of officers and educators;
- (14) Establish provisions for monitoring, reviewing, and revising the school/police partnership and for periodic conferences;
- (15) Establish a grievance protocol for the resolution of disputes;
- (16) Establish a provision to maintain a fully participating partnership agreement signed by the chief education and law enforcement officials responsible for the success of the partnership.

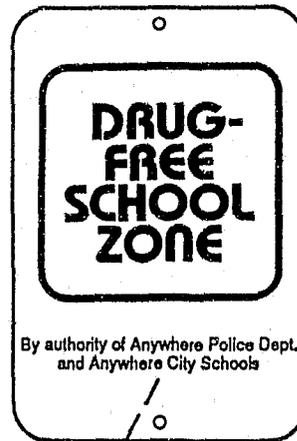
# DRUG-FREE SCHOOL ZONE SIGNS

Available for Prompt Delivery  
 from the National Coalition for Drug-Free School Zones  
 Distributed by the Chiefs of Police National Drug Task Force

Regular Size  
 18" x 24"



Small Size  
 12" x 18"



By authority of Anywhere Police Dept.  
 and Anywhere City Schools

By authority of Anywhere Police Dept.  
 and Anywhere City Schools

Your Local Sponsoring Organization(s)  
 Names Here (2 Lines Maximum)

## About the Signs

All signs are made on durable .080 gauge aluminum with reflective backgrounds for increased visibility.

Two color combinations are available: White/Blue or Yellow/Black.

Two lines of space are provided to identify the sponsoring organization(s).

Signs are pre-drilled with two holes for easy mounting.

Fixtures for mounting signs are available at nominal cost.

## Product No.

## Description

## Price

DFSZ-24-W/Blu

Drug-Free School Zone signs, 18" x 24", on White reflective background with blue legend, package of two signs

\$49.50 per Pkg.

*Prices do not include shipping and handling*

DFSZ-24-Y/Blk

Drug-Free School Zone signs, 18" x 24", on "school bus" Yellow reflective background with black legend, package of two signs

\$49.50 per Pkg.

DFSZ-18-W/Blu

Drug-Free School Zone signs, 12" x 18", on White reflective background with blue legend, package of two signs

\$35.50 per Pkg.

DFSZ-18-Y/Blk

Drug-Free School Zone signs, 12" x 18", on "school bus" Yellow reflective background with black legend, package of two signs

\$35.50 per Pkg.

### TO ORDER DRUG-FREE SCHOOL ZONE Signs:

Send your order to: DFSZ Signs, Chiefs of Police National Drug Task Force, Box 18645, Washington, D.C. 20036.

When placing your order, please identify the desired number and color combination of DFSZ signs by the appropriate Product Number on your department/organizational letterhead, and attach a Check/Money Order.

# E. Listing of State DFSZ Boundaries

National Coalition for Drug Free School Zones, Survey of State Drug Laws, 1991

State	DFSZ	Zone	Availability Laws
Alabama	Yes	3 miles	Yes A
Alaska	Yes	500 ft.	None
Arizona	Yes	300 ft.	Yes A
Arkansas	Yes	1000 ft.	None
California	Yes	1000 ft.	Yes A
Colorado	Yes	1000 ft.	Yes A
Connecticut	Yes	1000 ft.	None
District of Columbia	Yes	1000 ft.	None
Delaware	Proposed*	1000 ft.	None
Florida	Yes	1000 ft.	None
Georgia	Yes	1000 ft.	Yes A, T
Hawaii	Yes	750 ft.	Yes A
Idaho	Yes	1000 ft.	None
Illinois	Yes	1000 ft.	Yes A
Indiana	Yes	1000 ft.	Yes A
Iowa	Yes	1000 ft.	Yes A, T
Kansas	Yes	1000 ft.	Yes T
Kentucky	Yes	1000 yd.	Yes T
Louisiana	Yes	1000 ft.	None
Maine	Yes	1000 ft.	None
Massachusetts	Yes	1000 ft.	None
Maryland	Yes	1000 ft.	Yes A, T
Michigan	Yes	500 ft.	None
Minnesota	Yes	300 ft.	Yes A
Mississippi	Yes	500 ft.	Yes T
Missouri	Yes	1000 ft.	None
Montana	Yes	1000 ft.	Yes A
Nebraska	Proposed	1000 ft.	Yes A
Nevada	Yes	1000 ft.	None
New Hampshire	Yes	1000 ft.	None
New Jersey	Yes	1000 ft.	Yes A, T
New York	Yes	1000 ft.	None
New Mexico	Yes	1000 ft.	Yes A
North Carolina	Yes	1000 ft.	None
North Dakota	Yes	300 ft.	Yes A, T
Ohio	Yes	1000 ft.	None
Oklahoma	Yes	1000 ft.	Yes A
Oregon	Yes	1000 ft.	Yes T
Pennsylvania	Yes	1000 ft.	None
Rhode Island	Yes	Grounds	None
South Carolina	Yes	1/2 mile	Yes A
South Dakota	No	-	Yes A
Tennessee	Proposed	1000 ft.	Yes A
Texas	Proposed	1000 ft.	Yes A
Utah	Yes	1000 ft.	Yes A
Vermont	Yes	Grounds	None
Virginia	Yes	1000 ft.	None
Washington	Yes	1000 ft.	Yes A, T
West Virginia	Yes	1000 ft.	None
Wisconsin	Yes	1000 ft.	None
Wyoming	Yes	1000 ft.	None

## TOTALS

Zones: 46  
Pro/Pen: 4  
None: 1

Mode: 1000 ft.  
Longest: 3 mile  
Shortest: Grounds

#: 27  
Alcohol: 23  
Tobacco: 10

\* Prosecutes under federal statute 21 U.S.C. 845a (Supp. 1989).

A = Alcohol T = Tobacco

# F. How to Prove a Drug-Free School Zone Case

by Ron Susswein<sup>3</sup>

Experience has shown that, in most cases, persons charged with Drug-Free School Zone violations plead guilty, often in consideration for a reduced sentence. It is nonetheless essential that prosecutors be prepared to prove all of the elements of the Drug-Free School Zone offense. If a prosecutor's office were unable easily and inexpensively to prove these violations, defendants would soon learn to demand jury trials, burdening already crowded court dockets and eventually leading to a disproportionately high percentage of acquittals or dismissals.

In most states, the Drug-Free School Zone provision is a separate crime which, therefore, requires the prosecution at trial to prove beyond a reasonable doubt all of the elements of the offense. The prosecution must, for example, prove that the underlying drug offense occurred within 1,000 feet of school property. Note that this entails two separate questions of fact, both of which must be proved beyond a reasonable doubt by competent, admissible evidence. First, the prosecution must establish the distance involved.<sup>4</sup> Second, the prosecution must establish that the property or building involved is actually a "school," for the purposes of the Drug-Free School Zone law.

In New Jersey, the legislature has authorized a means by which these essential elements can easily be proved without having to go to the expense of calling engineers and/or school officials as trial witnesses. Specifically, New Jersey law authorizes municipal or county governments to enact an ordinance which adopts a map prepared by the municipal or county engineer. These maps, which are typically made at little expense from preexisting tax maps, depict the location and boundaries of all of the Drug-Free School Zones within the jurisdiction. Accordingly, these ordinances would establish not only the outer boundaries of the zones, but would also constitute proof that the properties located at the center of these zones are *bona fide* schools within the meaning of the state's Drug-Free School Zone law. (A copy of the model ordinance which is used throughout New Jersey can be found in the Appendix A).

Once such an ordinance is enacted, the approved maps become an "official finding and record of the

government." As such, these maps are admissible at trial as a well accepted exception to the general rule against the use of hearsay evidence. Moreover, because these approved maps constitute official government records, they are said to be "self-authenticating," meaning that it is not necessary for the prosecution in its case-in-chief<sup>5</sup> to call the engineer who actually prepared the map to testify as to the map's authenticity.

Even in states which do not have legislation expressly authorizing the creation and admissibility of Drug-Free School Zone maps, prosecutors, working in close cooperation with municipal officials, should still be able to successfully introduce and rely upon such maps and ordinances in accordance with ordinary state evidence rules, which generally govern the admissibility of hearsay and which set forth the procedures for authenticating documentary exhibits.

These maps have proven to be a compelling and extremely cost-effective form of evidence. They clearly show the jury that the alleged offense occurred within a designated Drug-Free School Zone. Indeed, experience has shown that providing a copy of the map to the defense attorney in the course of ordinary discovery is often all that is necessary to convince the defendant that he or she has no realistic chance of prevailing in a jury trial. For this reason, the production and approval of such maps is a critical step in implementing any Drug-Free School Zone enforcement program.

- 3 Mr. Susswein is currently the Executive Assistant Prosecutor for the Union County New Jersey Prosecutor's Office.
- 4 Technically, the prosecution need not establish the exact distance from the location of the offense to the boundaries of school property. Rather, the prosecution need only establish that the offense occurred anywhere within a defined Drug-Free School Zone. Thus, for example, a defendant could not prevail at trial by arguing that there is some question as to whether the offense occurred at a distance of 300, 350, or 400 feet. Rather, the only issue properly put before the jury is whether the offense occurred within 1,000 feet of school property. It is, therefore, immaterial that there is some uncertainty as to the exact distance, provided that the prosecution proves beyond a reasonable doubt that the bright-line threshold has been met.
- 5 Of course, the defendant remains free to call any witness at trial as part of his or her defense. In that event, the cost associated with the testimony of such a witness is usually borne by the defense, rather than by the prosecution.