



Though the Option Is Available, School Districts Do Not Test Students for Steroids

at a glance

Steroid use among high school students is relatively low, but has increased over time. Student surveys indicate that steroid use among Florida students is slightly below the national rate.

If the Legislature wishes to address the issue of steroid use by high school athletes, options include continuing the policy of local control and decision making as to whether students should be tested, requiring school districts to cover steroid dangers in health and athletic programs, requiring districts to specifically prohibit steroid use in student codes of conduct, and/or mandating random testing of student athletes. While some Florida school districts have implemented drug testing programs for students, none specifically test for steroid use. Steroid testing is expensive, with costs ranging from \$50 to \$250 per test. Although testing facilities are limited, school districts wishing to conduct such tests could contract for testing services with the National Drug Free Sport, Inc., which conducts drug tests for college athletes, the University of Florida, or private companies.

Scope

This project was conducted in response to a legislative request for information on steroid use among high school students and potential legislative options to combat steroid use.

Background

Substance abuse by America's youth has been a long-standing concern. Although general drug use has declined, smoking, drinking, and illicit drug use continue to be leading causes of morbidity and mortality. Anabolic steroid abuse is a growing concern, particularly among young athletes.

Anabolic steroids are the familiar name given to synthetic substances related to male sex hormones. Unlike recreational drugs such as alcohol and marijuana, anabolic steroids are not usually taken for their psychoactive effects but rather for their physical effects on the body, in particular their role in promoting muscle and strength development.¹ Athletes may take steroids to gain a competitive performance edge, although these drugs have serious short- and long-term dangers.

Steroid use has been linked to more than 70 physical and psychological side effects, many of which are irreversible. These include damage to the liver and cardiovascular and reproductive systems, as well as increased long-term risks of heart attacks and strokes. Steroid abuse by young adults can interfere with bone growth and lead to permanently stunted growth. Steroid users are

¹ 2003 *Monitoring the Future Survey*, University of Michigan's Institute for Social Research, 2004.

also vulnerable to physical and psychological side effects including acne, infertility, stunted growth, mood swings, and increased aggression. In males, steroids can cause withered testicles, sterility, and hair loss, while in females steroids can lead to irreversible masculine traits such as breast reduction.² People who inject steroids also risk contracting HIV and other blood-borne diseases from infected needles.

State and federal law both allow for student drug testing. Florida’s school districts currently exercise local authority and control in deciding whether to implement a student drug testing policy based on perceived need and community input.

Steroid Use Among Students

National surveys find steroid use, although relatively low, has increased over time. Available data indicates that steroid use is relatively low among students both nationally and in Florida, substantially below the level of use of other drugs of concern. The University of Michigan’s Institute for Social Research annually surveys approximately 50,000 8th, 10th, and 12th

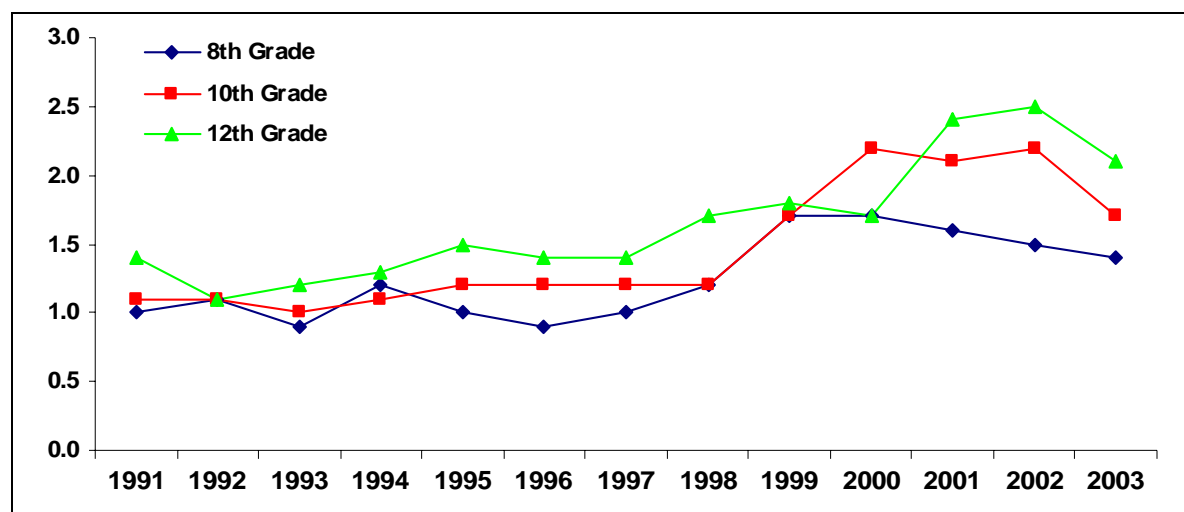
graders regarding their drug use and publishes their findings in the Monitoring the Future report. The 2002 and 2003 surveys showed a decline in the use of a number of illicit drugs—most notably marijuana and ecstasy. Other drugs showing decreased use were amphetamines, methamphetamines, tranquilizers, LSD, steroids, smokeless tobacco, alcohol, and cigarettes. The only drug showing clear evidence of increase in 2003—and then only among 8th graders—was inhalants. These are gases or fumes that can be inhaled for the purpose of getting high and include many household products such as glue, nail polish remover, gasoline, and butane.

As shown in Exhibit 1, the national student surveys have found that steroid use is low, with about 2% of students reporting using steroids. Reported use is highest among high school seniors, and has almost doubled in this age group from 1.1% in 1992 to 2.1% in 2003. Steroid use was higher among male students than female students; depending on the age, reported use by males was between 50% and 300% higher than among females.

Students responding to the national survey reported that steroids are relatively easy to obtain. The percentage of seniors who perceive that steroids are dangerous also has declined over time.

² *Steroid Abuse by School Age Children*, U.S. Department of Justice, Drug Enforcement Administration Office of Diversion Control, March 2004.

Exhibit 1
National Steroid Use Rates Show a Gradual Increase with Reductions in 2003



Source: Monitoring the Future; National Results on Adolescent Drug Use, Overview of Key Findings, 2003.

Florida surveys find comparable steroid use results. Available data indicates that steroid use among Florida's students is comparable to national levels. To track drug use trends, Florida conducts an annual Youth Substance Abuse Survey of students in grades 6 through 12.³ The 2003 survey found that a relatively low percentage of students reported using anabolic steroids, substantially below the reported use of recreational drugs such as alcohol and tobacco. (Data on overall drug use is presented in Table A-1, Appendix A.) Overall, 1.4% of Florida's students reported using steroids in the past, and less than 1% (0.4%) of students reported using steroids during the past 30 days. Based on these survey results, approximately 19,350 of Florida's 1.4 million students in grades 6 to 12 have used steroids in their lifetime and approximately 5,600 students have used steroids in the last 30 days.

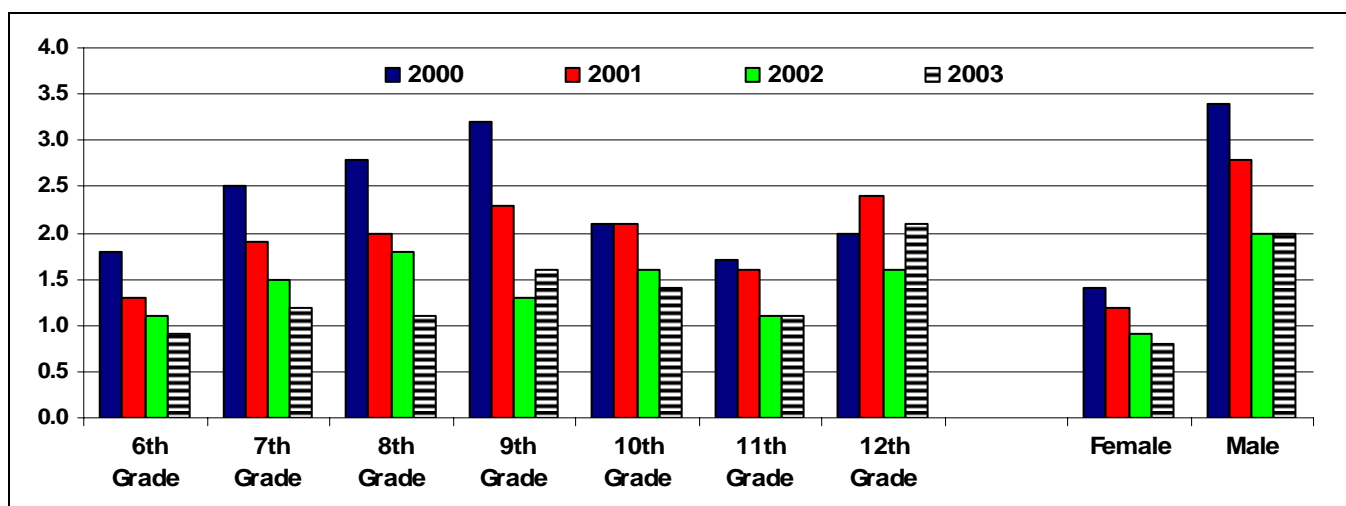
As illustrated in Exhibit 2, reported steroid use among Florida's students generally declined between 2000 and 2003, and males are far more likely to use steroids than females. Use rates did increase, however, in the 9th and 12th grades, in 2003. As in the national data, steroid use rates varied among grade levels. Projecting from the Florida survey results, approximately 3,000 high school seniors (out of a population of 144,977) used steroids in 2003 while fewer 6th graders used steroids; (2,000 of 207,354 students).

It should be noted that steroid use among student athletes is likely higher than among the general student population. The Florida survey data does not identify athlete respondents. However, steroid usage rates for males are consistently higher than for the total population. (See Exhibit 2.) Male usage rates reached a high of 3.4% in 2000 and declined to 2% in 2003.⁴

³ The Departments of Children and Families, Health, Education, and Juvenile Justice—under the leadership of the Governor's Office of Drug Control, collaborate to implement the survey.

⁴ The Florida Youth Substance Abuse Survey warns that given the extremely low prevalence rates of steroid use among Florida students, analyses that attempt to precisely specify or quantify steroid use changes over time are subject to error.

Exhibit 2
Florida Steroid Use Rates Have Declined in Most Grades, with Males the Most Likely Users



Source: 2003 Florida Youth Substance Abuse Survey.

Student Drug Testing Programs

To help reduce the incidence of drug use among high school students, some schools and school

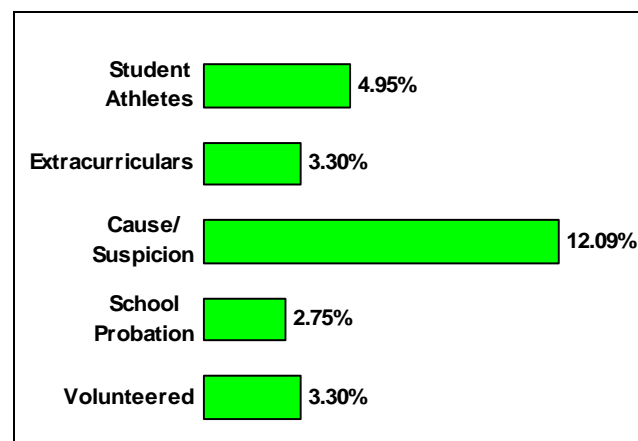
districts, both nationwide and in Florida, have instituted student drug testing programs. There are opposing perspectives on whether school drug testing serves as an effective deterrent to drug use. Proponents argue that testing serves

as a deterrent, and some schools have reported that drug use has declined after implementing drug testing programs. Opponents argue that random tests are not an effective deterrent because they do not target students most likely to engage in drug use.

While some U.S. school districts have implemented student drug testing programs, few specifically test for steroids. Two nationwide surveys found that about one in six high schools test students for drugs. A 2003 online survey of high school athletic directors across the country found that 13% of 861 respondents had a high school drug-testing policy in place.⁵ A separate 2003 study building on the Monitoring the Future nationwide survey collected information from 722 school administrators and found that 18% of schools had some kind of drug testing program between 1998 and 2001.⁶ As Exhibit 3 illustrates, of the limited number of schools conducting student drug tests, most are likely to test based on suspicion or cause.

The online survey of athletic directors revealed that most testing programs consisted of urinalysis analyzed at a laboratory (78%) to test for substances such as marijuana (95%), cocaine (86%), and amphetamine and methamphetamine (85%). Only 29% of the respondents with a student drug testing program tested for anabolic steroids. The athletic directors reported that marijuana, alcohol, and anabolic steroids were the top drugs that they would like to see tested for in the future.

Exhibit 3 School Districts with Student Drug Testing Programs in 2001 Were Most Likely to Test for Cause or Suspicion



Source: "Relationship Between Student Illicit Drug Use and School Drug-Testing Policies," *Journal of School Health*, April 2003, Vol. 73, No. 4.

Testing processes and costs vary. National school drug testing programs are generally either administered on-site by school district employees or conducted using a private contracted vendor. Districts conducting in-house tests must ensure that comprehensive policies and procedures are in place and strictly adhered to for accurate results. The programs can range widely in cost depending on the types of drugs tested for and the amount of control retained over the samples. Tests for some common drugs such as marijuana and cocaine can cost as little as \$3 and do not require trained personnel or special equipment. However, tests for steroids can cost from \$50 to \$250 or more depending on the tests performed. Some types of drug tests are easily found on the Internet and can be purchased in bulk to achieve economies of scale. Regardless of whether student drug testing programs are administered in-house or by contract, a district must consider potential additional costs related to specimen collection and processing such as staff time, specimen collection equipment, and mailing costs.

⁵ The survey was conducted by the National Federation of State High School Associations (NFHS), National Interscholastic Athletic Administrators Association (NIAAA), and The National Center for Drug Free Sport, Inc.

⁶ "Relationship Between Student Illicit Drug Use and School Drug-Testing Policies," *Journal of School Health*, April 2003, Vol. 73, No. 4.

Few Florida school districts drug test students and none test for steroids. Consistent with the national perspective, our survey of Florida's school districts found that most do not have a student drug testing program.⁷ Florida has 11 districts with current student drug testing programs. These districts use urinalysis to test for illicit drugs as defined by federal and state statutes; eight also test for alcohol. None of the districts currently test for steroids.

The 11 Florida districts with testing programs vary in the student populations tested. All of these districts conduct drug testing for student athletes. Three districts also test students involved in extracurricular activities and two test student drivers. Eight of the 11 districts apply the program districtwide, while in three districts testing is in only one high school. The districts do not test all students in the targeted groups but test a sample of students. Most (nine) of the districts have structured their testing policy to allow for two options, testing an entire team or testing on an individual basis, although in practice none of the districts test entire athletic teams because of cost. Instead, the districts test a percentage of athletes during the year and randomly thereafter. The remaining two districts test students strictly on a random, lottery draw basis.

The average cost per drug test for these Florida districts is \$23 and the school administering the test generally pays the cost. In two districts, students are required to pay for some tests, with the districts paying for the initial drug tests and the students paying for subsequent random tests or for follow-up confirmation if the initial test is positive. See Appendix C for an overview of the districts' testing programs and costs.

Testing with cause. In addition to testing certain groups of students on a random basis as discussed above, some Florida school districts have a provision in their student codes of conduct to drug test individual students based on reasonable suspicion; however, districts

reported that this provision is only occasionally used. These policies authorize testing when students exhibit behaviors that give rise to reasonable suspicion that they are using illicit drugs. Some districts define reasonable suspicion as observable phenomena; abnormal conduct or erratic behavior; significant deterioration in athletic performance; report of use by a credible source; evidence that an athlete tampered with a drug test; and evidence that an athlete has used, possessed, sold, solicited, or transferred drugs. Several districts also reported policies in place to drug test students as a condition of attending alternative school to avoid expulsion for drug-related offenses. Districts with these policy provisions also reported that they are only occasionally used and few students are tested overall.

Legislative Policy Options

There are several policy options the Legislature could consider if it wishes to address the issue of drug and steroid use by high school athletes. These include continuing the current policy of authorizing districts to conduct drug tests but leaving this as a local option, enacting educational requirements to inform students, teachers, and coaches of drug and steroid dangers; and encouraging or requiring districts to conduct drug tests of certain student groups. Appendix B provides an overview of these options and their advantages, disadvantages, and related issues for consideration.

Educational options

These options are intended to combat steroid use by educating students, teachers, and coaches about the dangers of these drugs. In addition, the criteria for suspicion-based testing could be amended to include steroid-specific factors, which could enhance identification of students using steroids and allow districts to target their limited drug testing resources.

Prevention programs. Faced with the potential high cost of testing, community opposition, and litigation, steroid use could be addressed through increased efforts to educate students

⁷ These districts gave several reasons for not having student drug testing programs, including lack of funding, no perceived need, legal liability concerns, and community opposition.

and educators about these drugs and the dangers they pose. As surveys of Florida students have shown, drug use often begins in the early teen years. As such, prevention programs would be more likely to succeed if they were begun in middle school.⁸

Specific prevention options include those discussed below.

- Require steroid abuse to be included in class curricula. Districts would be mandated to cover the dangers of steroid use in certain specified courses such as physical education and health sciences, and would thus address all students rather than specified groups such as athletes. The Florida High School Athletic Association (FHSAA) is currently distributing posters and pamphlets about the dangers of steroid and supplements to its members throughout the state. In addition, there are FCAT preparation materials that integrate alcohol, tobacco, and other drug prevention concepts into subject practice items for the 4th, 5th, 8th, and 10th grades.
- Require student athletes and/or those participating in extracurricular activities to attend a drug, steroid/supplement educational lecture as a condition of participation. These lectures could be given by coaches, other teachers, or health professionals.
- Require districts to include a steroid use prohibition in their student code of conduct. Though the student code of conduct generally includes a prohibition against drug use, steroids are not specifically identified.
- Require development of a statewide coaches' code of ethics for public school employees that includes a requirement to report suspected steroid use. Currently, there is a Coaches Code of Ethics in the National Federation of High Schools Coaches Association but nothing at the state level. The code requires coaches to take an

active role in the prevention of drug, alcohol, and tobacco abuse and to avoid the use of alcohol and tobacco in front of players.

Revise suspicion criteria. While districts have established criteria to identify and test students suspected of using drugs, these criteria are not always designed to address steroid use. As noted on page 5, the criteria generally are based on conditions directly opposed to steroid use outcomes; specifically, a significant deterioration in athletic performance. Drugs like marijuana and alcohol may reduce an athlete's performance but steroid use is more likely to significantly and rapidly increase performance. Districts could be mandated to include steroid effects, e.g., rapid gain of weight and strength, within their drug suspicion criteria that can be used as a basis for required drug testing

Steroid testing options

If the Legislature wishes to change its current policy of authorizing districts to conduct drug testing but leaving this as a local option, the Legislature could consider three options for steroid testing programs.

- Establish incentives to encourage school districts to establish steroid and illicit drug testing programs. This could be done by providing partial or full funding grants, or by providing technical assistance services to help districts establish such programs.
- Require the Florida High School Athletic Association (FHSAA) to develop high school drug prevention and control guidelines and districts to comply as a condition of membership. The FHSAA could develop guidelines outlining required testing and testing options, including restricting testing to sports play-offs or championship events. Guideline compliance would be a condition of FHSAA membership.
- Require school districts to implement a drug testing program for steroids and illicit drugs. In this option, districts would be mandated to establish programs to test specified student groups such as athletes for steroids and/or other illicit drugs.

⁸ The Florida Department of Education's website lists 45 alcohol, tobacco, and other drug prevention programs; 13 aimed at elementary students, 21 aimed at middle school students, and 11 aimed at high school students.

Florida student drug testing programs that test for illicit drugs other than steroids, on average, pay \$23 per test. The steroid testing options we identified range from \$50 to \$250 per test. With 215,000 high school athletes in Florida, testing just 5% of this population annually could cost from \$537,500 to \$2,687,500 in lab fees depending on the type of test conducted and the entity contracted with to perform the tests. These figures do not take into account potential related expenses such as staff training to correctly collect and mail specimens; staff time to observe specimen collection and handling; equipment to collect the specimen; and, the cost of postage to mail the specimen.

Laboratory options. If the Legislature determined to mandate or encourage steroid testing, these tests could be conducted by several entities. These include private testing laboratories, the National Center for Drug Free Sport, Inc., and a University of Florida toxicology laboratory.

Private testing laboratory. A variety of private labs exist that could conduct steroid analyses. For example, we contacted one private laboratory that offers tests for at least 20 different steroids. The lab estimated that tests for the steroids identified by the National Collegiate Athletic Association and International Olympic Committee as well as other illicit drugs and steroid masking agents would cost between \$85 and \$125 per test depending on the volume of analyses done each month.⁹

National Center for Drug Free Sport, Inc. This organization was founded specifically to focus on the testing needs of sports organizations. It has been used by the National College Athletic Association (NCAA) to conduct its athlete drug testing programs since 1999. The organization offers a full range of drug testing and related services. It schedules drug-testing events, provides random selections of student athletes, manages sample collection and lab analysis, reports test results, and manages the appeal

process for schools when an athlete tests positive for an illegal substance. In addition, the organization provides a number of programs to help institutions evaluate and create effective testing policies and programs.

The National Center for Drug Free Sport, Inc., indicated that the potential cost of steroid tests for high school athletes would depend on the specific drugs to be tested. Its full World Anti-Doping Agency test, which is administered to Olympic athletes and tests for all banned and illicit drugs, costs \$200 per sample. The center also offers a full-spectrum anabolic steroid and illicit drug test, which is administered to NCAA athletes, at a cost of \$150 per sample. At a lower cost, the center offers a full-spectrum test that examines for all known performance-enhancing substances listed on the NCAA list of banned substances but not illicit drugs, for a cost of \$100 per sample. Finally, the center offers a less costly analysis that tests for the seven steroids that have been detected in college athletes over the past 10 years at a cost of \$50 per sample.

University of Florida lab. The University of Florida operates an auxiliary toxicology lab with a mission to stimulate and support interdisciplinary research and graduate education in toxicology, environmental health, and related areas. This lab is a for-profit facility that receives no state, federal, or university funding. The lab director indicated that providing analyses for a high school drug testing program could be within the lab's mission, although it currently does not provide these types of services. The director was unable to provide specific steroid test costs, as costs depend on a variety of factors including what steroids were tested for, the number of tests performed, the required turn-around time, and the level of testing/detection. Notwithstanding these factors, the director reported a general per sample steroid test cost of \$100 to \$250. The director noted that depending on the number of samples to be analyzed, the toxicology lab could require additional staff, equipment, and facility space.

⁹ These organizations issue an annual list of banned drug classes consisting of substances reported to enhance performance and substances potentially harmful to the health and safety of athletes.

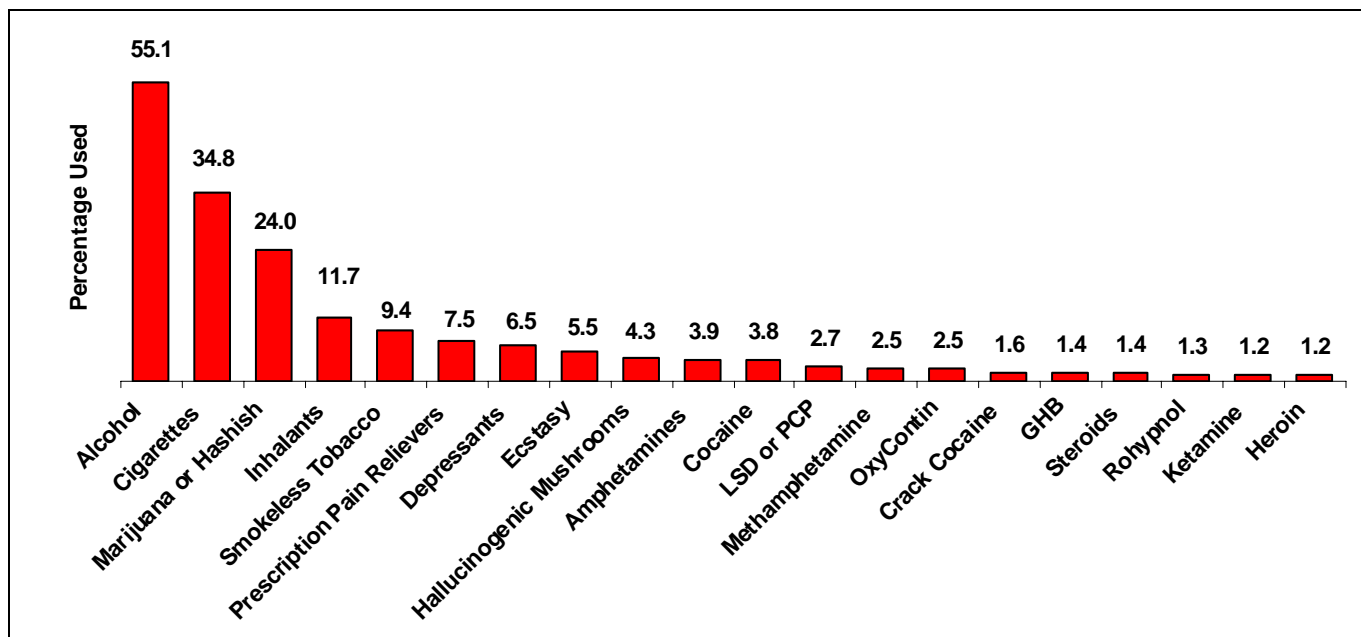
Appendix A

A Comparison of National and Florida Youth Lifetime Drug Use Rates

As illustrated in Tables A-1 and A-2, in both Florida and across the nation, alcohol is by far the most commonly used drug among students. After alcohol, students reported cigarettes and marijuana as the most commonly used drugs. Prevalence rates for other drugs were substantially lower. When compared to other illicit drugs, steroid use rates are low both nationally and in Florida.

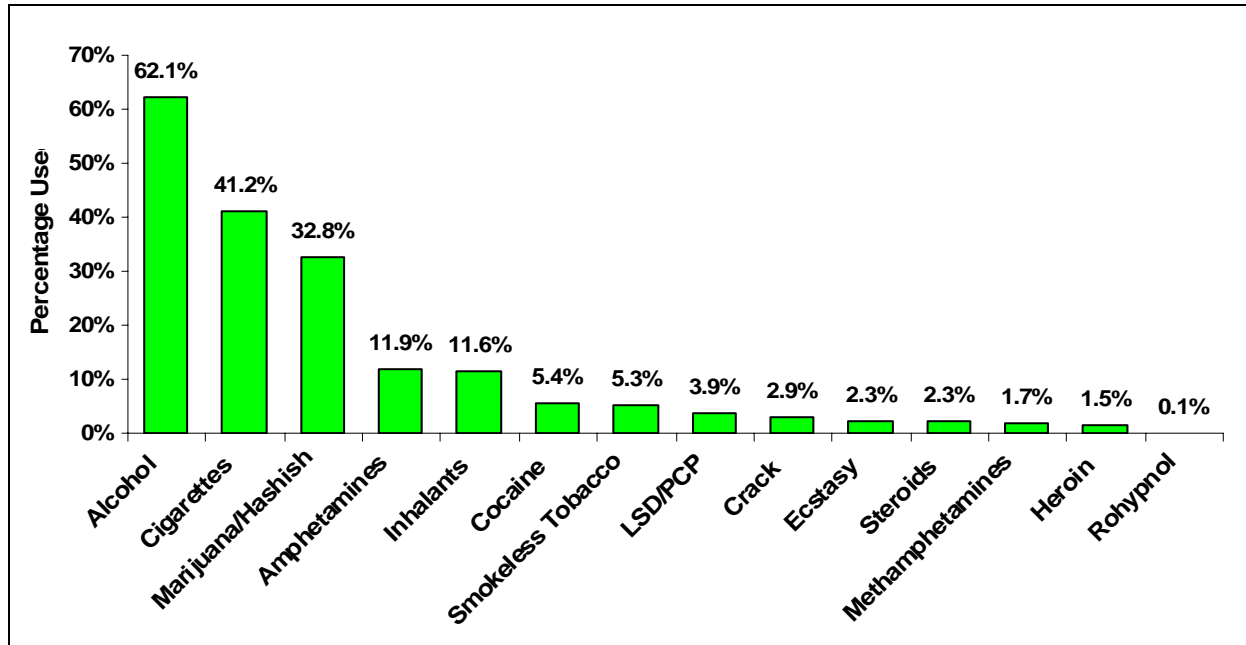
According to the most recent Florida Youth Substance Abuse Survey, general drug use trends among Florida’s students suggest that reductions in alcohol, tobacco, and other drug use recorded between 2000 and 2002 are leveling out. Data from the 2004 survey, available in December 2004, is needed to confirm this trend. National survey data reveals that substance abuse remains widespread among America’s youth with half (51%) of students trying illicit drugs by the time they finish high school.

Table A-1
Florida Youth Lifetime Drug Use Rates Are Concentrated Among a Few Drugs



Source: 2003 Florida Youth Substance Abuse Survey, May 2003, Florida Department of Children and Families, Executive Office of the Governor.

Table A-2
National Youth Lifetime Drug Use Rates Are Concentrated Among a Few Drugs



Source: Compiled by OPPAGA from information in *2003 Monitoring the Future Survey*, University of Michigan's Institute for Social Research, June 2004.

Appendix B

Overview of Legislative Policy Options for High School Drug Testing

There are several policy options the Legislature could consider if it wishes to change its current policy of authorizing districts to conduct drug tests but leaving this as a local decision. These options include mandating the districts take steps to inform students, teachers, and coaches of steroid dangers; and encouraging or requiring districts to conduct drug tests of certain student groups. Appendix A provides an overview of these options and their advantages, disadvantages, and related issues for consideration.

Educational Options

Option	Pro	Con	Considerations
1. Require drug, steroid/supplement education be included in class curriculum; e.g., weightlifting, physical education, and health sciences	<ul style="list-style-type: none"> Ensures statewide education campaign Potential deterrent to steroid/drug use 	<ul style="list-style-type: none"> May be associated costs for additional training/educational materials and staff time to present the new material Additional class requirements could detract from time needed to teach other areas and skills 	<ul style="list-style-type: none"> Since survey results show drug use begins in early teens, would have to identify target audiences, ages, grades for the educational information to have the greatest effect FCAT practice materials using prevention concepts for alcohol, tobacco, and other drugs are available from DOE for the 4th, 5th, 8th, and 10th grades.
2. Require student athletes to complete a drug, steroid/supplement educational lecture as a condition of participating in sports	<ul style="list-style-type: none"> Ensures statewide standardized education about the dangers of steroids 	<ul style="list-style-type: none"> May require additional training/educational materials Potential inequity if required in public but not private schools 	<ul style="list-style-type: none"> Would have to determine whether the educational lecture would be standard for each district and, if so, what materials will be used and provided by whom
3. Require districts to specify a steroid use prohibition in the student code of conduct	<ul style="list-style-type: none"> Ensures statewide stated prohibition against steroid use 	<ul style="list-style-type: none"> Potential associated costs of printing and distributing revised student code of conduct 	<ul style="list-style-type: none"> Requires every school board to adopt the code of conduct changes Student code of conduct already prohibits drugs; districts could argue that steroids are implicitly included
4. Require development of a statewide coaches' code of ethics for public school employees that includes a requirement to report suspected steroid use	<ul style="list-style-type: none"> Standardizes a coach's role in assessing and reporting suspected steroid use Potential deterrent to steroid use 	<ul style="list-style-type: none"> There currently is no state level coaches' code of ethics May require additional training/educational materials to educate coaches about the symptoms/warning signs of steroid use and how to report suspected use Not clear who would be charged with developing a state-level coaches' code of ethics 	<ul style="list-style-type: none"> The National Federation of High Schools already includes in its coach's code of ethics a requirement that coaches "take an active role in the prevention of drug, alcohol, and tobacco abuse".

Testing Options

Option	Pro	Con	Considerations
5. Rely on existing state and federal law allowing for student drug testing and let each district decide whether to develop and implement a program	<ul style="list-style-type: none"> No legislative action required Districts can tailor a drug testing program to their specific needs/budget Can be implemented with existing district funds or based on district's ability to obtain funding Site-based decision allows for community input 	<ul style="list-style-type: none"> Inconsistent student drug-testing policies from district to district Some schools or districts that have high drug use may not implement a program Lack of a program in some districts may mean less deterrence 	<ul style="list-style-type: none"> A variety of existing programs and companies offer start-up assistance to districts that want to implement student drug testing programs Some districts do not have student drug testing programs because they lack community drug treatment social services for referral following a positive test
6. Mandate random student drug and steroid testing for student athletes and students involved in extracurricular activities	<ul style="list-style-type: none"> Consistent statewide student drug testing policy Potential deterrent to steroid/drug use 	<ul style="list-style-type: none"> Requires funding for tests Could create opposition from community groups, students, parents, school administrators, and civil rights groups Some districts lack drug treatment social services for referral for students with positive test results Districts are already authorized to conduct tests as needed Would not address steroid use in private schools which would not be subject to mandatory testing 	<ul style="list-style-type: none"> Must define program issues such as <ul style="list-style-type: none"> who will be tested what substances will be tested for how students will be tested; both how they will be selected and what testing method/process will be used how positive tests will be handled who will pay for the tests (initial, confirmation, any random thereafter) will there be a penalty for refusal to be tested what type of appeal mechanism will be in place for positive test results Testing 5% of the state's estimated 215,00 student athletes for steroids would minimally cost \$537,500 – this does not include illicit drugs and costs will vary based on the number of tests required per district per year There are potential additional costs for sample collection supplies, staff time to observe sample collection, and postage for sample mailing.
7. Provide incentive funding for districts to develop student drug testing programs	<ul style="list-style-type: none"> Encourages student drug testing policy implementation District decision to pursue incentive monies allows for community input Can encourage deterrence for communities that need it 	<ul style="list-style-type: none"> Requires funding for tests A statewide prescribed program may not meet the needs of all districts Student drug-testing policies could differ among districts Successful programs may be implemented but lack funding after the first year of incentive funds Some schools or districts that have high drug use may not implement a program 	<ul style="list-style-type: none"> Must establish a process to qualify for or access limited incentive funds Must determine whether program elements would be legislatively dictated or whether program assessment criteria would be developed and used to select recipients; if so, by whom Districts frequently copy existing policies that have proven successful/non-controversial; applications for incentive funds are likely to mirror one another and might be difficult to weigh/assess independently

Option	Pro	Con	Considerations
8. Require the Florida High School Athletic Association (FHSAA) to develop high school drug prevention and control guidelines and districts to comply as a condition of membership	<ul style="list-style-type: none"> • Consistent statewide application of drug testing guidelines and/or testing programs • Potential deterrent to steroid/drug use 	<ul style="list-style-type: none"> • Some FHSAA members – both private and public may opt out of the association if mandated to drug test students • Districts may not have the funds to implement required drug testing • Could create opposition from FHSAA, school districts, school administrators, students, parents community groups, and civil rights groups • Unclear who would pay for potentially required testing 	<ul style="list-style-type: none"> • Options such as testing only during the play-offs or sports championships may reduce overall costs and potential opposition

Source: OPPAGA.

Appendix C

An Overview of Florida School District Drug Testing Programs

OPPAGA surveyed Florida’s 67 school districts and identified 11 districts with current student drug testing programs. Appendix C provides an overview of these programs including whether the drug testing program is implemented districtwide or only at select locations; what population of students are tested; how students are selected for testing; what substances are tested for; how much each tests costs and who pays for testing; and, what method of testing is used.

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District	Districtwide Policy?	Who Is Tested?	How Selected?	Cost Per Test	Who Pays for Testing?	What Is Tested for?	Type of Test
Columbia	Yes	Athletes; student drivers; extracurricular participants ²	Random	\$20.00	Safe and Drug Free School Funds	Illegal drugs as defined by federal and state statute ¹ —to include alcohol, tobacco	Urine; breath; saliva
Indian River	No - site-based decision – 1 school	Athletes	School option to test all athletes at season beginning; random thereafter	\$8.95	School conducting the test	Illegal drugs as defined by federal and state statute ¹ —principal decides specific drugs for testing	Urine
Marion	Yes	Athletes	Entire team, random individual, reasonable suspicion	\$35.00	School conducting the testing; currently seeking grant funding	Illegal drugs as defined by federal and state statute ¹ —to include marijuana, cocaine, amphetamines, opiates, PCP, hallucinogens, methaqualone, barbiturates, benzodiazepines, synthetic narcotics, designer drugs	Urine
Monroe	Yes	Athletes	Every athlete at least once; random thereafter	\$36.00	School conducting the testing	Illegal drugs as defined by federal and state statute ¹ —to include alcohol, marijuana, amphetamines, cocaine, opiates, and PCP	Urine
Nassau	Yes	Athletes, student drivers; extracurricular participants ²	Entire team; random individual; reasonable suspicion	Negotiating	School conducting the test	Illegal drugs as defined by federal and state statute ¹ —to include alcohol, marijuana, amphetamines, cocaine, opiates, and PCP	Urine

District	Districtwide Policy?	Who Is Tested?	How Selected?	Cost Per Test	Who Pays for Testing?	What Is Tested for?	Type of Test
Okeechobee	No – 1 school	Athletes	School option to test all athletes at season beginning; random thereafter	\$26.00	School conducting the test	Illegal drugs as defined by state statute ¹ — any substance controlled by the FDA; principal decides specific drugs for testing	Urine
Osceola	No - site based decision – 1 school	Athletes	Entire team or random individual	\$20.00	School conducting the test	Illegal drugs as defined in state statute ¹ — to include alcohol, marijuana, cocaine, amphetamines, opiates, and PCP— combination decided by each school	Urine
Polk	Yes	Athletes	Beginning of each season; random thereafter	\$18.00	US Dept. of Education Grant – Student Drug Test Demonstration Grant	Illegal drugs as defined by federal and state statute ¹ —to include marijuana, amphetamines, benzodiazepines, alcohol, cocaine, opiates, propoxyphene	Urine
Santa Rosa	Yes	Athletes	Entire team or random individual	\$23.00	Seasonal urinalysis paid by student; random tests thereafter paid by school	Illegal drugs as defined by federal and state statute ¹ —to include alcohol, marijuana, amphetamines, cocaine, opiates, and PCP	Urine
St. Johns	Yes	Athletes	Entire team; random individual; reasonable suspicion	\$41.00	School conducting the test	Alcohol, marijuana, cocaine, opiates, amphetamines, PCP	Urine; saliva
Taylor	Yes	Athletes; extracurricular participants ²	Random	\$25.00	Initial paid by school – confirmation paid by student	Illegal drugs as defined in state statute ¹ — to include alcohol, marijuana, narcotics, barbiturates and related sedatives, cocaine, hallucinogens, amphetamines, minor and major tranquilizers, prescription drugs, over the counter drugs, diet pills, vitamins, and stimulants	Urine

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¹ Any substance identified in Schedules I through V of 21 *United States Code* Section 202 (Controlled Substances Act) and as further defined by 21 CFR 1300.11 through 1300.15 and s. 893.03, *F.S.*

² Extracurricular activities include, but are not limited to cheerleading, dance, drama, band and its auxiliaries, chorus, school clubs, class officers/student government and any other school organizations.

Source: OPPAGA school district interviews.

The Florida Legislature

Office of Program Policy Analysis and Government Accountability



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- [OPPAGA publications and contracted reviews](#), such as policy analyses and performance reviews, assess the efficiency and effectiveness of state policies and programs and recommend improvements for Florida government.
- [Performance-based program budgeting \(PB²\) reports and information](#) offer a variety of tools. Program evaluation and justification reviews assess state programs operating under performance-based program budgeting. Also offered are performance measures information and our assessments of measures.
- [Florida Government Accountability Report \(FGAR\)](#) is an Internet encyclopedia of Florida state government. FGAR offers concise information about state programs, policy issues, and performance.
- [Best Financial Management Practices Reviews of Florida school districts](#). In accordance with the *Sharpening the Pencil Act*, OPPAGA and the Auditor General jointly conduct reviews to determine if a school district is using best financial management practices to help school districts meet the challenge of educating their students in a cost-efficient manner.

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Florida Monitor: www.oppaga.state.fl.us

Project supervised by Jane Fletcher (850/487-9255)

Project conducted by Sabrina Hartley (850/487-9232) and Natalie Walker

Gary R. VanLandingham, OPPAGA Interim Director