


M E M O R A N D U M

January 27, 2020

TO: Health and Human Services Committee
Education & Culture Committee

FROM: Vivian Yao, Legislative Analyst 

SUBJECT: **Discussion - school-based substance abuse prevention programming**

The Health and Human Services and Education & Culture Committees will receive a briefing from Montgomery County Public Schools (MCPS) and the Montgomery County Department of Health and Human Services (DHHS) on substance abuse prevention efforts in schools.

The following individuals are expected to participate in the discussion:

- Ruschelle Reuben, Associate Superintendent, Office of Student and Family Support and Engagement, MCPS
- Cara Grant, Supervisor, Pre-K-12 Health & Physical Education, MCPS
- Raymond Crowel, Director, Department of Health and Human Services (DHHS)

In preparation for the briefing, Council staff asked MCPS and DHHS staff to address the following discussion topics:

- Substance abuse trend data for youth under 18 in the County.
- Evidence-based or best practices in delivering substance abuse prevention education to young people.
- MCPS sponsored/directed substance abuse prevention activities.
- Collaborative efforts between MCPS, DHHS and other key stakeholders to implement substance abuse prevention efforts in schools.

Presentation materials for today's discussion submitted by MCPS and DHHS are attached at ©1-11.

A. Substance abuse trend data

To provide context on the need for substance abuse prevention efforts, data trends on the use of controlled substances by youth in the county is provided on ©2-3. Some of the data highlights the following:

- The most recent data from the Youth Risk Behavior Survey (YRBS) shows that in 2016 high school students show decreasing trends in controlled substance use, including use of alcohol, vaping, marijuana, cocaine, heroin, synthetic marijuana and prescription drugs without a prescription. **Council staff notes that the most recent YRBS data is from 2016 and quite stale.**
- Despite the decreasing trends for high school students, the 2016 YRBS shows increasing trend for controlled substance use by middle school students including alcohol, vaping, cocaine and prescription drug (without a prescription) use.
- ©2 shows the number of adolescents ages 13-17, who received public health substance use disorder services in FY16-FY19: 348 in FY16, 356 in FY17, 361 in FY18 and 338 in FY19. There were less than 50 children ages 0-12 in each year.
- Between 2016 and 2019, 35% of all emergency room visits related to a substance use disorder by residents 18 years or younger were by Non-Hispanic Whites, 28% were by Non-Hispanic African Americans, 23% by Hispanic/Latinos. In terms of geography, the largest number of emergency room visits from 2016-2019 related to a substance use disorder were for children and adolescents who resided in the 20874 (Germantown) area.

B. MCPS sponsored/directed prevention activities in schools

The MCPS presentation indicates that “MCPS is committed to supporting students through the challenges they may face in remaining drug free.” MCPS uses multiple methods to address alcohol, tobacco and other drug use including Board of Education policy, MCPS regulations, state requirements, health education, and local school programming.

Health Education

Students in kindergarten through high school receive instruction on alcohol, tobacco and other drugs with curriculum content addressing drug trends, including the recent addition of vaping, juuling, and e-cigarette information. The following table (included at ©5 and reproduced below) summarizes the content of the instruction and how it is delivered.

K-5	6-8	9-12
CONTENT Defining drugs/ medication, harmful and habit-forming effects, refusal skills, influences	CONTENT Benefits of drug-free lifestyle, community resources, psychological and physical dependence, drug trends	CONTENT Media influences, types of drugs, community resources, legal consequences of drug use
INSTRUCTION First and last week of each quarter except quarter 4, taught by classroom teacher	INSTRUCTION One quarter per year (\approx 9 weeks per year) taught by health and/or physical education (PE) teacher	INSTRUCTION One semester graduation requirement (18 weeks total) taught by health and/or PE teacher

MCPS researches and works with DHHS substance use specialists to understand and incorporate information on current trends and data and to inform curriculum development and revisions. Students have access to health and safety education on developing healthy decision-making skills through health education curriculum and local school programs.

Teacher and Community Training and Awareness

MCPS prioritizes teacher professional development regarding substance abuse and alcohol, tobacco, and other drugs and provide ongoing learning opportunities on trends, prevention, and intervention. MCPS staff, along with school communities, have access to training on the warning signs of overdose and how to administer naloxone and youth mental health first aid.

MCPS will host the “Let’s Clear the Air” anti-vaping symposium and participate in community-wide public awareness prevention campaigns. Additional community awareness events include parent academies, school wellness fairs, countywide mental health awareness fairs, school forums, and Montgomery County Council of Parent Teacher Associations mental health fairs.

C. Collaborative efforts between MCPS, DHHS, and other key stakeholders to implement prevention efforts in schools

MCPS and DHHS work collaboratively to improve access to behavioral health services for children and youth and raise attention to behavioral health as a public health concern. The two agencies collaborate to offer (1) substance abuse prevention programs and activities through the Linkages to Learning Program and High School Wellness Centers (2) focus groups in selected high school to capture student voices, (3) secondary school youth substance abuse prevention clubs (currently in three schools with plans to expand to all), (4) Know the Risks MC public awareness campaign, (5) Adolescent Substance Abuse Prevention Program (ASAPP) including substance use prevention and coping skills groups in eight schools, presentations at 13 schools, and four community fairs, and (6) Unique You, a program listed in the National Registry for Evidence Based Prevention Programs targeting 3rd and 4th graders.

MCPS is a referral source for the DHHS Screening and Assessment Services for Children and Adolescents (SASCA) program. During the 2018-2019 school year, SASCA assessed 987 students: 810 were determined to be in need of substance use or mental health education and treatment and 277 were determined to be in need of both.

Additional collaborative efforts between the agencies and/or with community organizations described in the presentation materials at ©9-11 include:

- Family Services, Inc.’s Recovery and Academic Program (RAP) provides students in recovery from substance use with a safe place to learn, accompanied with the supports necessary to remain in recovery.
- Arise and Flourish has presented to several MCPS secondary Schools to educate students and raise awareness of substance use and addiction.
- MCPS and DHHS, along with EveryMind, Inc. and Family Services, Inc., implemented the “BTheOne” public awareness campaign to support youth mental health and prevent substance abuse through a series of public service announcement posters, and a website that provides information and resources for students, families and staff
- EveryMind is working to increase social media reach.
- MCPS, DHHS, and the County’s Police, Fire and Rescue, Sheriff, Police Foundation, and Collaboration Council have developed the COPE Trailer to educate adults about adolescent

substance use and warning signs that may suggest that their children are engaged in substance use.

- The presentation identifies areas where there is interest to expand efforts in substance abuse prevention in schools including
 - a countywide public health prevention awareness campaign,
 - development of student curriculum on risks and dangers and resources for students found to be using or possessing in school,
 - development of family education programs,
 - developing student prevention groups at all secondary schools,
 - appropriate treatment options for adolescents,
 - expanded Behavioral Health and Crisis Services prevention programs and services for children and adolescents.

Discussion Issues

The Joint Committee may be interested in asking the following questions:

- Are there alternatives to accessing County level youth risk behavior information? The County has for many years sought County level data from the YRBS, but even with access to this data, there are concerns that the data does not accurately reflect current trends in youth substance abuse. Council staff understands that Fairfax County implements their own survey to get timely data. Can the County similarly implement a survey independent of the State survey? What are barriers that would need to be overcome?
- What is the budget and staffing for substance abuse prevention and education services in DHHS and MCPS currently?
- What best practices in substance abuse prevention and education could MCPS and DHHS implement comprehensively? What resources, e.g, staffing, training, operating funding, etc., would be required for implementation? For example, what would be needed to roll out school-based prevention clubs at every secondary school, Unique You in all elementary schools, a comprehensive public awareness campaign, or appropriate treatment options that meet the needs of all County youth.
- What models could be implemented comprehensively to educate families about substance abuse prevention? Are there evidence-based or promising practices for parent education and involvement?
- What legislative or enforcement process can be made to more effectively restrict use of e-cigarette devices or products?

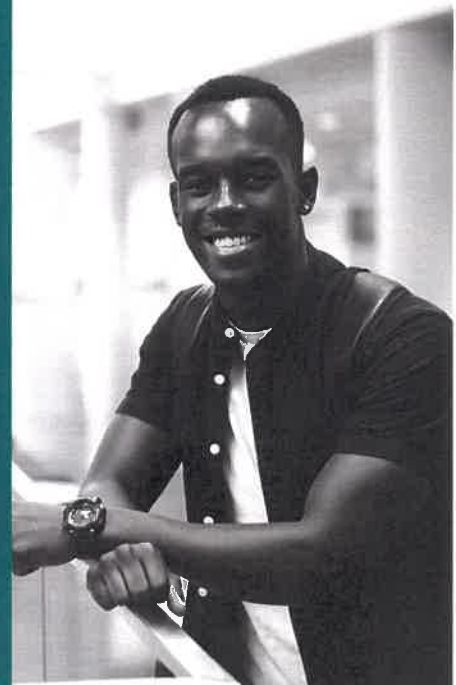
JOINT HEALTH AND HUMAN SERVICES
AND EDUCATION AND CULTURE COMMITTEE

SUBSTANCE USE PREVENTION EDUCATION

JANUARY 30, 2020

MONTGOMERY COUNTY SUBSTANCE USE PREVENTION EFFORTS IN SCHOOLS

- Data Trends
- Montgomery County Public Schools (MCPS) Substance Use Prevention Efforts and Best Practices in Education
- Montgomery County Collaborations
- Moving Forward



MONTGOMERY COUNTY PUBLIC SCHOOLS (MCPS) MIDDLE AND HIGH SCHOOL SUBSTANCE USE

Item	Middle School	High School	
	MCPS*	MCPS*	National**
Ever drank alcohol	16.0% ↑	50.1%	60.4% ↓
Had first drink before 13 years of age	-	12.6% ↓	15.5% ↓
Had first drink before 11 years of age	8.7% ↑	-	-
Currently drink alcohol	6.0% ↑	23.6% ↓	29.8% ↓
Binge drank in previous 30 days	-	11.2% ↓	13.5% ↓
Rode with driver who had been drinking	15.7% ↑	11.2% ↓	16.5% ↓
Ever used electronic vaping device	15.2% ↑	30.3% ↓	42.2% ↓
Ever used marijuana	3.9% ↓	27.0% ↓	35.6% ↓
Currently use marijuana	3.4% ↓	16.0% ↓	19.8% ↓
Ever used cocaine	3.5% ↑	3.9% ↓	4.8% ↓
Ever used heroin	-	2.6% ↓	1.7% ↓
Ever used synthetic marijuana	-	4.2% ↓	6.9% ↓
Used prescription without a prescription	3.5% ↑	10.3% ↓	14.0% ↓

* 2016 Youth Risk Behavior Survey (YRBS; most recent available for MCPS)

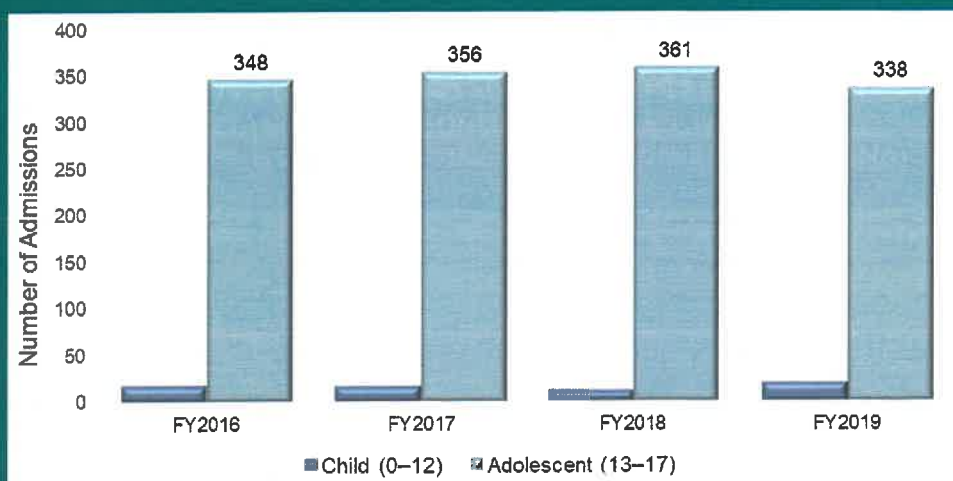
** 2017 YRBS

↑ indicates increase since YRBS two years prior

↓ indicates decrease since YRBS two years prior

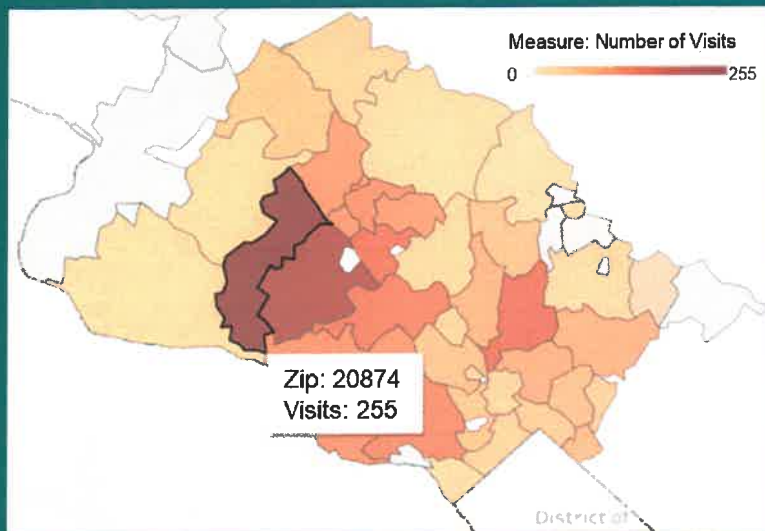
- indicates question was not asked of this grade level

MONTGOMERY COUNTY CHILDREN AND ADOLESCENTS RECEIVING PUBLIC HEALTH SUBSTANCE USE DISORDER SERVICES, 2016–2019 (PRIMARY SUBSTANCE AT TIME ADMISSION WAS MARIJUANA)



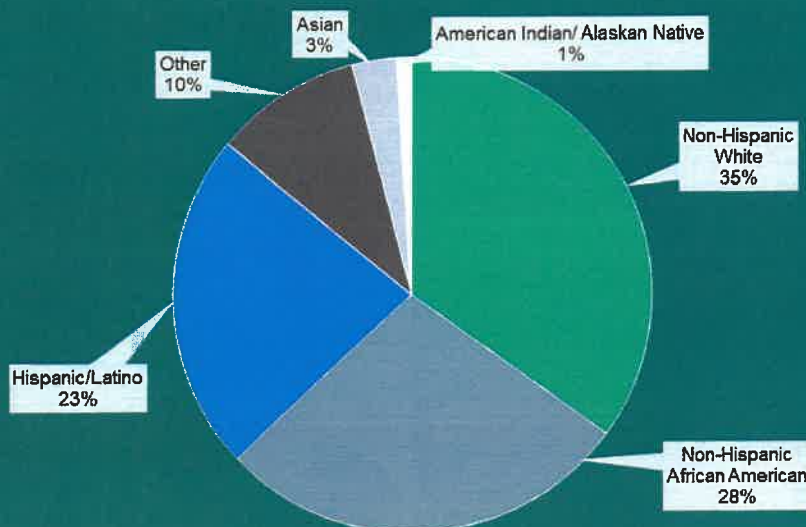
Source: Maryland Public Behavioral Health System Administrative Service Order Paid Claims, January 2020

**MONTGOMERY COUNTY UTILIZATION MAP OF EMERGENCY ROOM VISITS
RELATED TO ANY SUBSTANCE USE DISORDER FOR RESIDENTS 18 YEARS OF
AGE AND UNDER, 2016–2019 (TOTAL NUMBER OF VISITS = 2468)**



Source: Maryland
Chesapeake Regional
Information System for
Our Patients (CRISP)
Public Health
Dashboard, January
2020

**MONTGOMERY COUNTY EMERGENCY ROOM VISITS RELATED TO ANY SUBSTANCE
USE DISORDER, BY RACIAL AND ETHNIC CATEGORIES, FOR RESIDENTS 18 YEARS OF
AGE AND UNDER, 2016–2019 (TOTAL NUMBER OF VISITS = 2468)**



Source: Maryland
CRISP Public Health
Dashboard, January
2020



MCPS SUBSTANCE USE PREVENTION EFFORTS

- MCPS is committed to supporting students through the challenges they may face remaining drug-free using:
 - Comprehensive Approach to prevention
 - Board of Education Policy
 - MCPS Regulations
 - State Requirements
 - Health Education Content and Classes
 - Local School Programming
 - Ongoing Teacher Professional Development



MCPS SUBSTANCE USE PREVENTION EFFORTS

- Instruction
- Partnerships
- Research
- Data

MCPS Health Education Curriculum

• MCPS AND MARYLAND STATE DEPARTMENT OF EDUCATION (MSDE) HEALTH EDUCATION STANDARDS INCLUDE ALCOHOL, TOBACCO, AND OTHER DRUGS

• NATIONAL HEALTH EDUCATION SKILLS ALIGN WITH NIDA BEST PRACTICES FOR SUBSTANCE USE EDUCATION:

- CORE CONCEPTS
- ANALYZING INFLUENCES
- ACCESSING INFORMATION
- INTERPERSONAL COMMUNICATION
- DECISION MAKING
- GOAL SETTING
- SELF MANAGEMENT
- ADVOCACY

MCPS HEALTH EDUCATION CURRICULUM, BY GRADE LEVEL

K-5

CONTENT

Defining drugs/ medication, harmful and habit-forming effects, refusal skills, influences

INSTRUCTION

First and last week of each quarter except quarter 4, taught by classroom teacher

6-8

CONTENT

Benefits of drug-free lifestyle, community resources, psychological and physical dependence, drug trends

INSTRUCTION

One quarter per year (~ 9 weeks per year) taught by health and/or physical education (PE) teacher

9-12

CONTENT

Media influences, types of drugs, community resources, legal consequences of drug use

INSTRUCTION

One semester graduation requirement (18 weeks total) taught by health and/or PE teacher

ADDITIONAL PREVENTATIVE FACTS



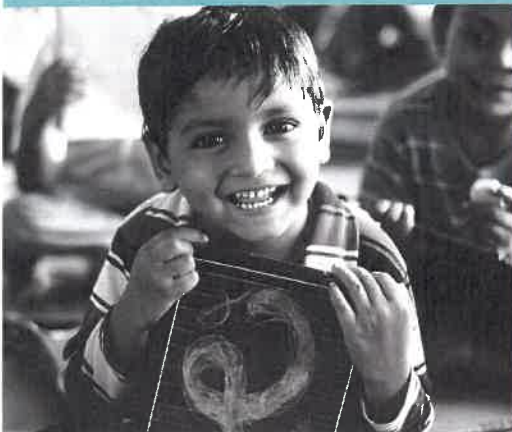
- **LET'S CLEAR THE AIR** ANTI-VAPING CAMPAIGN TO RAISE PUBLIC AWARENESS, PROVIDE EDUCATION AND RESOURCES, HOST SYMPOSIUM.

- ONGOING STAFF MEMBER PROFESSIONAL LEARNING OPPORTUNITIES ON ALCOHOL AND OTHER DRUGS, TRENDS, PREVENTION, AND INTERVENTIONS

- EDUCATIONAL PROGRAMS FOR SCHOOLS AND COMMUNITIES, INCLUDING TRAINING ON THE WARNING SIGNS OF OVERDOSE AND HOW TO ADMINISTER NALOXONE

- YOUTH MENTAL HEALTH FIRST AID TRAINING FOR STAFF MEMBERS AND THE COMMUNITY

ADDITIONAL PREVENTATIVE EFFORTS



- COMMUNITY AWARENESS EVENTS, INCLUDING PARENT ACADEMIES, SCHOOL WELLNESS FAIRS, COUNTYWIDE MENTAL HEALTH AWARENESS FAIRS, SCHOOL FORUMS WITH GOVERNMENT PARTNERS, MONTGOMERY COUNTY COUNCIL OF PARENT TEACHER ASSOCIATIONS MENTAL HEALTH FAIRS

- HEALTHY LEISURE TIME AND AFTER SCHOOL ACTIVITIES FOR ADOLESCENTS (E.G., EXCEL BEYOND THE BELL IN EIGHT MIDDLE SCHOOLS SERVING MORE THAN 2,100 STUDENTS; ACE ACADEMY SERVING 52 STUDENTS FROM FIVE ELEMENTARY SCHOOLS)

STATE AND COUNTY LEGISLATION



PASSED:

- *Maryland Good Samaritan Law* protected individuals who contact 911 in an emergency overdose situation from arrest or prosecution (2015)
- *Start Talking Maryland Act* required schools to stock Naloxone and health education curriculum to include specific information on opioid addiction and prevention (2017)
- Age to purchase tobacco and vaping devices in Maryland raised to 21 years (2019)
- Montgomery County ban on e-cigarette use in public spaces where smoking already is banned (2019)



PROPOSED IN MONTGOMERY COUNTY BAN:

- On manufacturers distributing vape products with 0.5 miles of a school
- Prohibition on distribution of any tobacco or tobacco-related product to individuals under the age of 21 Years
- Ban on sale of flavored vape products within 1 mile of a school

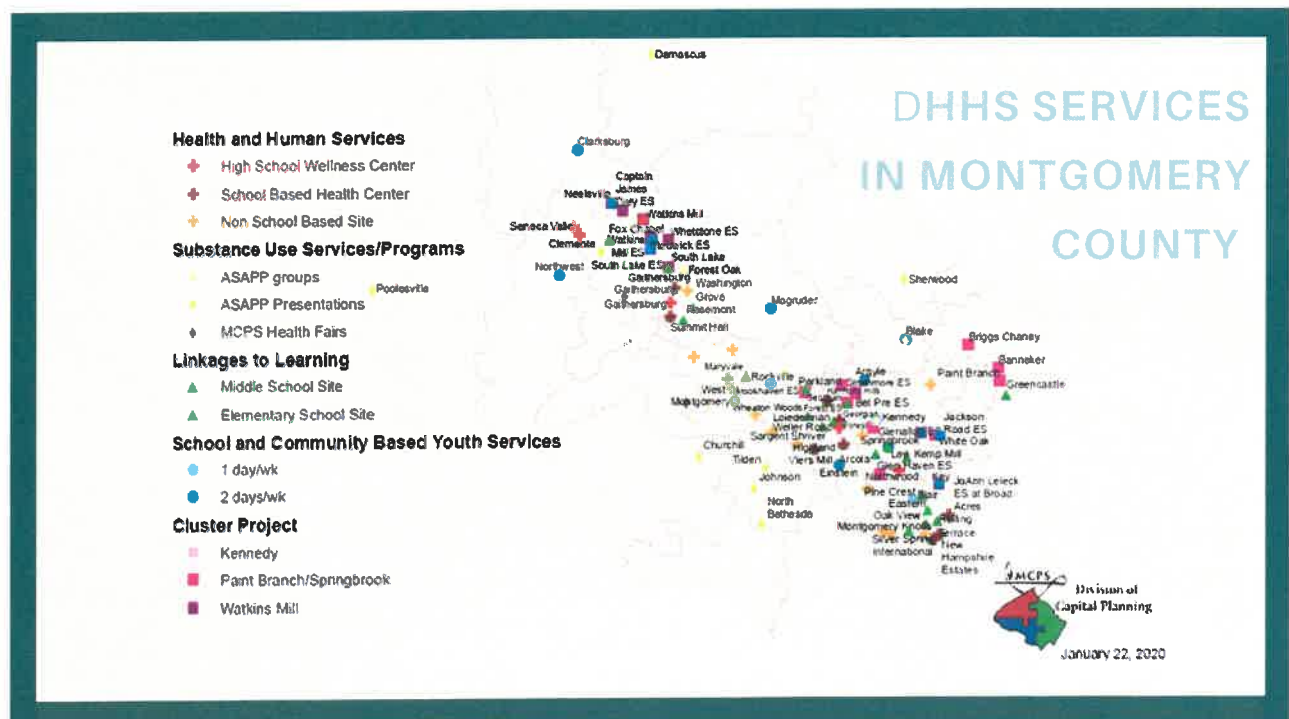
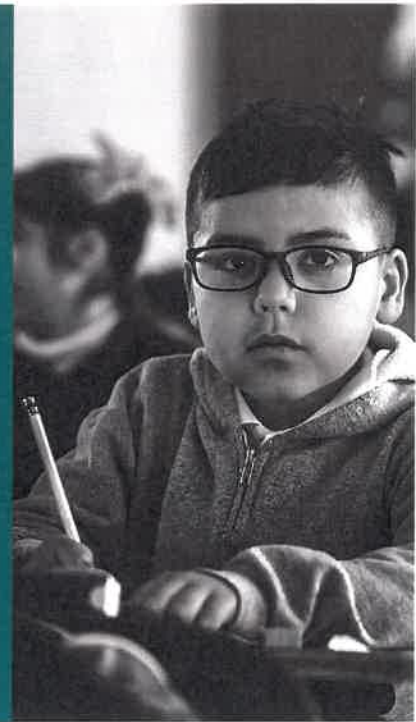


DHHS COLLABORATIVE EFFORTS

- Mental health supports for students and families, including substance use (e.g., through School-based Wellness Centers, Linkages to Learning)
- Focus groups in selected high schools to capture student voice
- Secondary school youth prevention clubs (currently in 26 schools with plans to expand to all secondary schools)
- Know the Risks MC public awareness campaign
- Adolescent Substance Abuse Prevention Program (ASAPP) substance use prevention and coping skills groups in eight schools, presentations delivered to 13 schools, and four community fairs
- Unique You in elementary schools

DHHS COLLABORATIVE EFFORTS

- During the 2018–2019 school year, SASCA assessed 987 students.
- Of these, 810 students were determined to be in need of substance use or mental health education/treatment.
- 277 students were determined to be in need of both substance use and mental health education/treatment.






COUNTY COLLABORATIVE EFFORTS

- **Family Services, Inc.**

The Recovery and Academic Program (RAP) provides students in recovery from substance use with a safe place in which to learn, accompanied with the supports necessary to remain in recovery.

- **Arise and Flourish**

Arise and Flourish has conducted 68 presentations MCPS secondary schools to over 16,000 students to educate and raise awareness of substance use and addiction.



COUNTY COLLABORATIVE EFFORTS

- **BTheOne**

Collaboration between MCPS, DHHS and EveryMind to employ adaptive leadership strategies used to address youth mental health and substance use through a series of public service announcements, posters, and a website that provides information and resources for students, families, and staff members to support mental health and prevent substance use (BTheOne.org).

- **EveryMind** is using Twitter (BtheOne10) and Instagram (BtheOne_10) to raise awareness and drive traffic to the BtheOne.org webpage

COPE TRAILER

MCPS, the Montgomery County Department of Police, DHHS, Montgomery County Fire and Rescue Services, Montgomery County Sheriff's Department, Montgomery County Police Foundation, and Collaboration Council developed the COPE Trailer to teach adults about adolescent substance use and warning signs that may suggest that their children are engaged in substance use behavior.



MOVING FORWARD

County funding to support substance use education, prevention, intervention, and enforcement efforts

- Countywide public health prevention awareness campaign on substance use in students, including a community anti-vaping symposium
- Development of student curriculum on risks and dangers, how to get help, and other resources for students found to be using or in possession of substances at school
- Development of family education program related to addiction, prevention, and intervention
- Elevate student voice and youth empowerment through student group at each secondary school with staff member advisor and technical assistance from the county
- Appropriate treatment options for adolescents (typical adult cessation programs cannot serve adolescents)



COUNTY FUNDING TO SUPPORT SUBSTANCE USE EDUCATION, PREVENTION, INTERVENTION, AND ENFORCEMENT EFFORTS

- MCPS staffing to focus on prevention efforts and coordination
- Expanded Behavioral Health and Crisis Services, DHHS, prevention program (e.g., Overdose Intervention Team; community wide marketing for prevention; high school leadership training, student groups)
- Expanded Child and Adolescent Behavioral Health and ASAPP supports for education and early intervention efforts; promoting substance use prevention school-based groups; providing educational community and school presentations; expanding the BTheOne campaign; providing anti vaping intervention; substance use and mental health screening and assessment services; and delivering school-based co-occurring treatment options)

Montgomery County currently defines "minor" as someone under 18 years of age and "tobacco product" as an item that contains tobacco. Maryland state law now prohibits the sale of tobacco products to individuals under 21 years of age and not all e-cigarette devices and products contain tobacco.

Designate Alcohol Beverage Services (ABS) to enforce Maryland State Code, Health General, Section 24-307 to allow ABS to enforce restrictions on the sale of any tobacco product or e-cigarette device and product to an individual under 21 years of age, and charge the business, rather than the sales clerk.

Allow ABS jurisdiction to enforce Montgomery County Code 24-11 in retail stores AND vape shops (currently, only MCPD is allowed to cite vape shops under Maryland State law).