



To: Dr. M. Roy Wilson, President
From: Biennial Review Committee
Subject: **Drug and Alcohol Abuse Prevention Program - Biennial Review Report**
Date: August 9, 2016

EXECUTIVE SUMMARY

In response to the findings and recommendations discussed in the U.S. Department of Education's Program Review Report, dated March 17, 2016, and in compliance with the Drug Free Schools and Communities Act (DFSCA), we have completed the required biennial review of the University's drug and alcohol abuse prevention program (DAAPP). Our report is attached for your review and approval. The following is an executive summary.

Biennial Review Committee

The biennial review was conducted by the following committee:

- Thomas Cavalier, Assistant General Counsel for Compliance
- Carolyn Hafner, Associate Vice President and Chief Audit Executive
- Sarah Luke, Assistant General Counsel

The committee also provided a copy of the report to the following individuals for their review and their commentary. Their feedback has been incorporated herein.

- Louis Lessem, Vice President and General Counsel
- David Strauss, Dean of Students
- Jeannine Bessette, Director of Housing and Residential Life
- Ramona Benkert, President of the Nursing Practice Corporation (NPC)¹
- Diane Dailey, Director of Benefits and Wellness, Total Compensation and Wellness (TCW)
- Jeffrey Kuentzel, Director of Counseling and Psychological Services (CAPS)

Regulatory Requirements

The Drug-Free Schools and Communities Act (DFSCA) requires that institutions of higher education receiving federal funds develop and implement a program to prevent the unlawful possession, use, or distribution of illicit drugs and alcohol by students and employees. The program must include annual notifications of the following: institutional standards of conduct; a description of sanctions for violating federal, state, and local law and institutional standards of conduct; a description of health risks associated with alcohol and other drug use; a description of treatment options; and a biennial review of (1) the program's effectiveness and (2) the consistency of the enforcement of sanctions.

¹ The NPC is a separate non-profit organization which manages the Campus Health Center (CHC)

In conjunction with the biennial review, the DFSCA requires the University to:

- Determine the effectiveness of the DAAPP
- Ensure that sanctions for violations of the standards of conduct are consistently enforced
- Implement changes to the program if they are needed

The committee complied with these requirements in the completion of this review.

Standards of Conduct

We reviewed the following standards of conduct which apply to employees and/or students at the University:

- Board of Governors Statute 2.20.04, Drug and Alcohol Abuse on Campus, http://bog.wayne.edu/code/2_20_04.php
- Board of Governors Statute 2.85.06, Alcoholic Beverages Use on Campus, http://bog.wayne.edu/code/2_85_06.php
- Board of Governors Statute 2.31.02, the Student Code of Conduct, http://bog.wayne.edu/code/2_31_02.php
- Wayne State University Community Living Guide, http://housing.wayne.edu/pdf/community_living_guide_2015.pdf

We also reviewed the WSU Student Athlete Handbook and the Life Advisor EAP Service Report (provided by Ulliance, WSU's third party servicer).

Research Methodology and Data Analysis

The Committee obtained and reviewed supporting documentation from various key areas within the University as evidence of the following:

- Distribution of required materials
- The number of students and employees who were involved in the unlawful possession, use, or distribution of illicit drugs and alcohol.
- The number of any fatalities
- The sanctions imposed

We used Excel to sort and analyze the data to identify (1) that sanctions were imposed consistently and (2) any trends that may be useful in determining the effectiveness of the program and/or recommendations for improvement. The data and related analyses are summarized in **Exhibits A-D** of this report.

Program Effectiveness

The committee found the DAAPP was effective during 2014 and 2015. This determination was based on the following:

1. The University effectively notified all students and employees of its DAAPP on an annual basis.

2. The University consistently imposed sanctions for violations of its Standards of Conduct in accord with the DFSCA
3. The University's counseling, treatment, and rehabilitation resources were effective in addressing the illegal use of alcohol and drugs by students and employees.

Proposed Changes

Based on our review, the committee believes that WSU's DAAPP is substantively in compliance with the DFSCA. However, we have several recommendations to improve the DAAPP's technical compliance and the overall effectiveness of the program:

- Biennial Review Committee
- Management Oversight and Coordination
- Office of the Registrar
- Annual Distribution
- Consistent Application of Sanctions
- Counseling and Psychological Services (CAPS)
- Employee Assistance Program (EAP)
- Recordkeeping

Please refer to the **Biennial Review Report** for a more comprehensive discussion of our analysis of the 2014 and 2015 data and our recommendations to improve compliance and effectiveness.

Drug and Alcohol Abuse Prevention Program Biennial Review Report

Wayne State University's (WSU's) drug and alcohol abuse prevention program ("DAAPP") established standards to prevent the use of illicit drugs and the abuse of alcohol by students and employees on campus or as a part of University activities.

These standards of conduct are documented in the following:

- Board of Governors Statute 2.20.04, Drug and Alcohol Abuse on Campus, http://bog.wayne.edu/code/2_20_04.php
- Board of Governors Statute 2.85.06, Alcoholic Beverages Use on Campus, http://bog.wayne.edu/code/2_85_06.php
- Board of Governors Statute 2.31.02, the Student Code of Conduct, http://bog.wayne.edu/code/2_31_02.php
- Wayne State University Community Living Guide, http://housing.wayne.edu/pdf/community_living_guide_2015.pdf

We also reviewed the WSU Student Athlete Handbook and the Life Advisor EAP Service Report (provided by Ulliance, WSU's third party servicer).

In accordance with the Drug Free Schools and Communities Act ("DFSCA") and associated regulations, WSU is required to conduct a biennial review of its DAAPP. This 2016 review covers years 2014 and 2015.

The review has been conducted by the following University officials:

- Thomas Cavalier, Assistant General Counsel, Compliance
- Carolyn Hafner, Associate Vice President and Chief Audit Executive
- Sarah Luke, Assistant General Counsel

Through the biennial review, the University must (1) determine the effectiveness of the DAAPP, (2) ensure that sanctions are consistently enforced, and (3) implement changes to the program if they are needed. In addition, through its March 17, 2016, Program Review Report, the Department of Education (DoE) has required the University to describe the research methods and data analysis tools that the committee used to determine the effectiveness of the program. The DoE further required that the University identify responsible offices that will conduct the biennial review. These requirements are addressed in the body of this report.

Effectiveness of the DAAPP for 2014 and 2015

To determine the effectiveness of the DAAPP for years 2014 and 2015, the Committee considered the following:

1. Whether the University complied with the DFSCA's requirement that it distribute, in writing, specific information about its DAAPP to all students and employees.

2. Whether the University consistently imposed sanctions for violations of the University's Standards of Conduct in accord with the DFSCA
3. Whether the University's counseling, treatment, and rehabilitation resources were effective in addressing the illegal use of alcohol and drugs by students and employees.

1. The University Complied with the DFSCA's Requirement that it Distribute, in Writing, Specific Information About its DAAPP to all Students and Employees.

The DFSCA requires the annual distribution to each student and employee of:

- A. Standards of conduct that clearly prohibit, at a minimum, the unlawful possession, use, or distribution of illicit drugs and alcohol by students and employees on the institution's property or as part of any of the institution's activities.
- B. A description of the applicable legal sanctions under local, State, or Federal law for the unlawful possession or distribution of illicit drugs and alcohol.
- C. A description of the health-risks associated with the use of illicit drugs and the abuse of alcohol.
- D. A description of any drug or alcohol counseling, treatment, or rehabilitation or re-entry programs that are available to employees or students.
- E. A clear statement that the institution will impose sanctions on students and employees (consistent with local, State, and Federal law), and a description of those sanctions, up to and including expulsion or termination of employment and referral for prosecution, for violations of the standards of conduct required by subparagraph (A).

We reviewed the 2014 and 2015 Annual Security and Fire Safety Reports which include notices of the University's DAAPP to determine whether those notices satisfy the requirements of the DFSCA.

Publication

Based on our review, the required information set forth in the DFSCA (A-E above) were included in the Annual Security and Fire Safety Report (ASFSA) that was published online in both 2014 and 2015.

Both reports are available at:

<u>Report</u>	<u>Website</u>	<u>Distribution Dates</u>
2014 ASFSA	http://police.wayne.edu/docs/security-report-2014.pdf	October 10, 2014
2015 ASFSA	http://police.wayne.edu/docs/security-report-2015.pdf	October 1, 2015 June 7, 2016 (updated)

The Committee notes that several other University websites contain links to the report, namely the websites of the Office of the General Counsel, the Wayne State University Police Department, the Dean of Students Office and safety@wayne.edu. In addition, a direct link to the current report has recently been added to the footer on all wayne.edu supported websites.

Distribution

The Committee has determined that the University distributed Annual Security and Fire Safety reports, which included the DAAPP Report, via electronic mail from the Office of the President on October 10, 2014 and October 1, 2015. The email described the Annual Security and Fire Safety Report and how to access it online. The email was sent to CURRENTSTUDENTS@lists.wayne.edu and EMPLOYEES@lists.wayne.edu. In addition, the Committee notes that the University revised and redistributed its 2015 Annual Security and Fire Safety Report on June 7, 2016. That redistribution included an email from the Office of the President to STUDENTS@lists.wayne.edu² and EMPLOYEES@lists.wayne.edu. The President's email included a direct link to the 2015 Annual Security and Fire Safety Report.

Conclusion We conclude that the University satisfied the annual notification requirements through inclusion of a compliant DAAPP description in its Annual Security and Fire Safety Report, distributed annually to all students and employees in 2014 and 2015.

2. The University Consistently Imposed Sanctions for Violations of its Standards of Conduct in Accord with the DFSCA

The Committee gathered information concerning the number of drug and alcohol-related violations and fatalities that occurred on WSU's campus or as part of a University activity and were reported to University officials in those years. To this end, we reviewed information from the three areas charged with enforcing the standards of conduct listed above:

- Office of Housing and Residential Life
- Wayne State University Police Department
- Student Conduct

The Committee then analyzed the data to ensure that each violation of the standards of conduct resulted in a sanction. The summary of our analyses can be found in the following exhibits:

- **Exhibit A** is a summary of the drug and alcohol violations which occurred on campus and at university sponsored events in 2014 and 2015. The summary shows the number and type of each violation as well as the sanctions issued.
- **Exhibit B** is an analysis of the alcohol violations that occurred in university housing and the sanctions issued for such violations in 2015. Information about the 2014 violations and sanctions was lost in the implementation of a new computer system used to track violations of the CLG. In addition, the transfer of information concerning 2015 violations to the new system resulted in the reporting of one incident multiple times in many cases. The committee manually revised the reports from Housing to ensure they accurately reflected the number of incidents reported. We have also asked Housing to work with the C&IT department to ensure that this error does not recur.

² STUDENTS@lists.wayne.edu includes all of those who have been enrolled at any time in the past year. It is maintained by the University's C&IT department and is programmatically updated on a nightly basis.

- [Exhibit C](#) is an analysis of the drug violations that occurred in University Housing and sanctions issued for such violations in 2014. Our review revealed four instances in 2014-15 where Community Directors chose not to issue sanctions for drug and alcohol violations. We find this inconsistent with University Policy and the DFSCA and recommend that Housing review these matters to determine why no sanctions were issued. We also noted one instance where no sanctions were imposed by the Student Conduct Office and we recommend a similar review of that matter as well.
- [Exhibit D](#) is an analysis of sanctions issued by WSUPD for drug and alcohol violations in 2014 and 2015. Our review revealed that there appeared to be inconsistent sanctions imposed for the severity of the violations. We recommend that these be reviewed by the WSUPD to identify and document the rationale for these sanctions

We noted that there were no drug or alcohol related fatalities reported to University officials during 2014 – 2015.

Conclusion

The Committee finds that, with limited exception, sanctions were consistently enforced for violations of the standards of conduct in compliance with the DFSCA.

3. The University’s Counseling, Treatment, and Rehabilitation Resources Were Effective in Addressing the Illegal use of Alcohol and Drugs by Students and Employees.

Counseling and Psychological Services (CAPS)

Students who need assistance with drug or alcohol problems may contact Counseling and Psychological Services (CAPS). In addition to providing individual counseling, CAPS operates a Substance Use Committee, comprised of several licensed CAPS staff members with expertise in assessment and treatment of substance use disorders. The committee runs a weekly substance use support group for students, conducts specialized assessments to determine disposition of CAPS cases with substance use concerns, and advises on CAPS outreach efforts regarding prevention. CAPS also maintains a list of referrals for substance abuse treatment.

Information from CAPS showed a total of 736 and 845 students in 2014 and 2015, respectively, visited the center for services. Students who received services from CAPS completed data forms which reflected their perceptions of their own drug and alcohol use. We have analyzed that data in aggregate form. The data from CAPS showed no significant difference in the level of service provided to students or students’ perceptions of their own drug and alcohol use. We note that CAPS does not currently compile information concerning the number of students it treats for alcohol and drug abuse each year.

Campus Health Center (CHC)

Students may also receive treatment through the Campus Health Center (CHC), a non-profit organization that provides a wide range of primary care services. During 2014 and 2015, respectively, 10 and seven students were treated for substance use. The CHC’s system does not currently distinguish patients from those seen for drug or alcohol use. Consequently, we were unable to segregate these cases. Inquiries with CHC’s management indicated that students are evaluated using the SBIRT approach (i.e., Screening, Brief Intervention, and Referral to Treatment) and other underlying causes may be identified (i.e., depression, anxiety) which attribute to the use of drugs and/or alcohol.

The CHC provides information about its services to all students annually at orientation. They also provide a significant amount of information to students at their website at www.health.wayne.edu/resources.html. Monthly newsletters entitled, “*Student Health 101*” are posted online for easy access. The CHC often refers students to CAPS or to the Dean of Students if a serious concern exists. We are pleased that students are receiving the treatment they need, and suggest that housing and student conduct consider referrals to the CHC where appropriate.

Employee Assistance Program (EAP)

Employees may obtain assistance for drug or alcohol abuse from the EAP which provides short-term counseling and crisis intervention for a wide variety of personal issues, including substance abuse. EAP is a free benefit offered to eligible employees. The University engages the services of Ulliance Inc. to administer EAP. Human Resources (HR) provides information about EAP in conjunction with new employee orientation, supervisory training, or upon request. Employees may also access EAP information on HR’s website at www.hr.wayne.edu.

Ulliance provides counseling sessions for employees and their immediate family members. They also provide consultation to management and HR representatives on how to handle employees who may be suspected of having issues with alcohol or drugs. Periodically, Ulliance provides seminars on various topics they believe are needed based on the issues that employees bring to them (i.e., stress depression, substance use, etc.).

Ulliance provides HR with an annual report on the usage of its services. Their report summarizes and illustrates the number of employees using EAP services by various categories. One category is substance use. Our review of the 2014 and 2015 reports indicated that a total of five employees used the EAP services over the two-year period for substance use, however, Ulliance’s system did not segregate the substance use by alcohol or drugs. Accordingly, the committee was unable to obtain this data, however, there was no indication that the substance use was of an illegal nature. In 2014 and 2015, five and 15 employees, respectively, received resources other than counseling (i.e., literature, other education) and in 2014, three managers consulted with EAP concerning potential substance abuse issues among employees. There were no consultations in 2015.

Athletics

The WSU Athletics department maintains and distributes its Student Athlete’s Handbook on an annual basis to all athletes. As a Division II school, the Athletics department ensures compliance with the rules promulgated in the National Collegiate Athletics Association (NCAA) Manual which has strict requirements regarding the use of drugs and alcohol. Athletics employs the services of a nationally known consultant to provide counseling to students who have used alcohol.

Conclusion

The Committee concludes that the university’s counseling, rehabilitation, and treatment resources were effective in addressing the concerns of many students and employees 2014 and 2015.

Proposed Changes

As a result of our review, the committee offers the following recommendations for improving the technical compliance and overall effectiveness of the DAAPP.

Biennial Review Committee

We recommend that, going forward, the biennial review committee consist of, at a minimum, the following members or their designees: the Dean of Students, the Director of Housing and Residential Life, the President of the Nursing Practice Corporation (Campus Health Center), the Director of CAPS, the Associate Vice President and Chief Audit Executive, the Athletics Director, the Registrar, and the Director of Benefits.

Oversight and Coordination

The University has a wealth of information and expertise on drug and alcohol abuse treatment and prevention. For example, our review showed that substance abuse issues are regularly addressed through programming in the residence halls and University apartments. The WSUPD provides an annual training on alcohol abuse and alcohol poisoning for housing employees. The athletics department has its own substance abuse consultant who specializes in helping student athletes. Most recently, the Dean of Students Office created a new Student Activities Coordinator position to focus on student wellness issues, including substance abuse. In addition, the University's bystander prevention training, "No Zebras, No Excuses," addresses substance abuse in the context of sexual assault prevention, an important issue on college campuses. We applaud the University for taking these important proactive measures.

However, our review also showed that the University's DAAPP efforts are currently decentralized. We recommend that the University designate an office or offices to oversee the DAAPP and work to coordinate the existing programming. We believe that the University and the DAAPP would benefit greatly from increased synergies which may promote improved effectiveness and efficiencies. We also recommend that the designated office(s) consider collaboration with schools and colleges within the University (i.e., nursing, social work, medicine) where appropriate.

Office of the Registrar

Our inquiries with the University's Registrar revealed that many of the students who seek medical withdrawals do so for substance abuse related issues. Although the Registrar's Office has not historically collected specific data on this, we recommend that (1) the Registrar's Office begin to collect data on the number of students seeking medical withdrawals due to drug and/or alcohol abuse issues and (2) the data be used in evaluating the effectiveness of the University's DAAPP.

Annual Distribution

We recommend that all future distributions of required DAAPP information be sent to STUDENTS@lists.wayne.edu in lieu of CURRENTSTUDENTS@lists.wayne.edu because the STUDENTS list serve includes all of those who have been enrolled at any time in the past year. It is maintained by the University's central Computing and Information Technology (C&IT) department and is programmatically updated on a nightly basis. The Committee believes that this list will reach a broader scope of the student population.

Consistent Application of Sanctions

We recommend that the University review its internal practices with respect to the imposition of sanctions to determine whether additional measures are required to promote parity among students sanctioned for violations of similar severity (see also [Exhibits B - D](#)).

The University did not keep statistics on drug and alcohol violations committed by employees in 2014 and 2015. The committee is therefore unable to determine whether sanctions, if any, were consistently imposed for such violations. We recommend that the University assemble a committee to closely evaluate this area to determine the appropriate course of action in light of the University's policies, procedures, past practices, and collective bargaining agreements. The committee should include, at a minimum, representatives from the Office of the General Counsel, Labor Relations, the Office of the Provost, and Human Resources.

CAPS

The committee is pleased to note that students are taking advantage of the service offered to them through CAPS. We recommend that CAPS consult with peer institutions to determine whether current utilization of services by students at the University is on par with other similar institutions. If not, we recommend renewed focus on promoting CAPS services to our students.

We also recommend that CAPS begin collecting data which reflects how many students it treats for alcohol and drug related issues. A review of such information would allow us to better assess how this valuable resource is being utilized, an important factor in determining the effectiveness of the program. We also suggest that Housing and Student Conduct review their internal procedures to ensure that referrals to CAPS are given where appropriate.

EAP Program

While we are pleased that employees are using the services provided by EAP, we believe that EAP may be underutilized. We therefore recommend that HR meet with Ulliance to identify additional services (i.e., training, referrals, etc.) that can be used which would better promote the use of EAP to all employees.

Record Keeping

The following University departments should revise their record keeping practices for drug and alcohol violations to assist in future reviews of DAAPP effectiveness:

- *WSUPD*: Maintain a log reflecting the drug and alcohol violations addressed by the police on campus or at University sponsored events each year.
- *CAPS*: Maintain records reflecting how many students it treats for alcohol and drug related issues.
- *Housing*: Retain accurate information concerning all drug and alcohol violations. Work with C&IT on all future system conversions to ensure data is retained.
- *CHC & EAP*: Maintain records that distinguish between alcohol and drug cases.

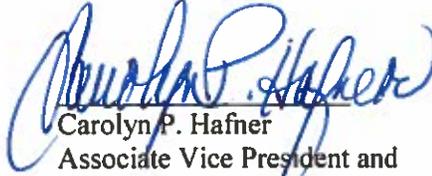
- *Office of the Registrar*: Maintain a record of the number of students obtaining substance abuse related medical withdrawals.

Additionally, all DAAPP records must be retained for at least three years following the biennial review.

Respectfully Submitted on August 9, 2016 by:



Thomas F. Cavalier
Assistant General Counsel
for Compliance

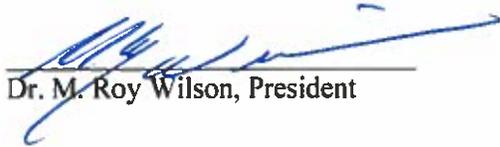


Carolyn P. Hafner
Associate Vice President and
Chief Audit Executive



Sarah A. Luke
Assistant General Counsel

Reviewed and approved by:



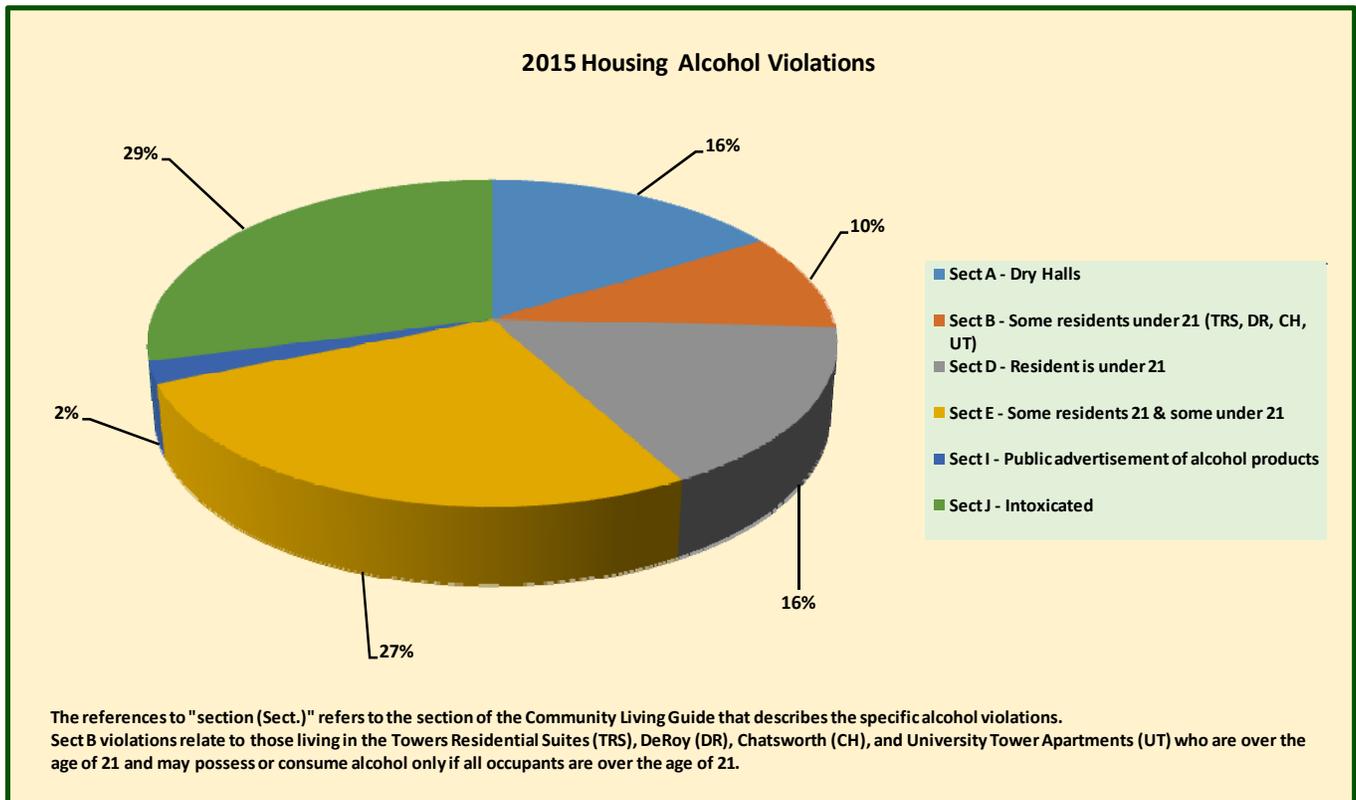
Dr. M. Roy Wilson, President

8/19/2016
Date

**Summary of Drug & Alcohol Violations
For Fiscal Years 2014 and 2015**

Department	Violations		Total	Sanctions
	Drugs	Alcohol		
2015				
Housing	12	93	105	Community Director (CD) development meeting, residence hall community service; removal from Housing; residence hall probation; written warning; residence hall education program; create a bulletin board; reflective paper; loss of privileges; banned from Housing/Dining facilities
WSU Police	2	12	14	Criminal charges; referral to Student Conduct; ordinance violation citation; referral to a hospital
Student Conduct	4	0	4	Removal from WSU program; suspension for Fall 2015 semester; probation; recommended career counseling; discretionary sanction; 1 case had no sanction
Totals	18	105	123	
2014				
Housing	-	-	-	Not applicable
WSU Police	8	7	15	Criminal charges; referrals to Student Conduct and Dean of Students; ordinance violation citation; referral to a hospital and to the Community Director
Student Conduct	4	2	6	Probation; discretionary sanction; suspension; WSU suspension; permanent ban from all WSU Housing facilities, residence halls, and apartment buildings; Two cases involved both drugs and alcohol; One case had no sanctions
Totals	12	9	21	

Analysis of Housing’s 2015 Alcohol Violations and Sanctions

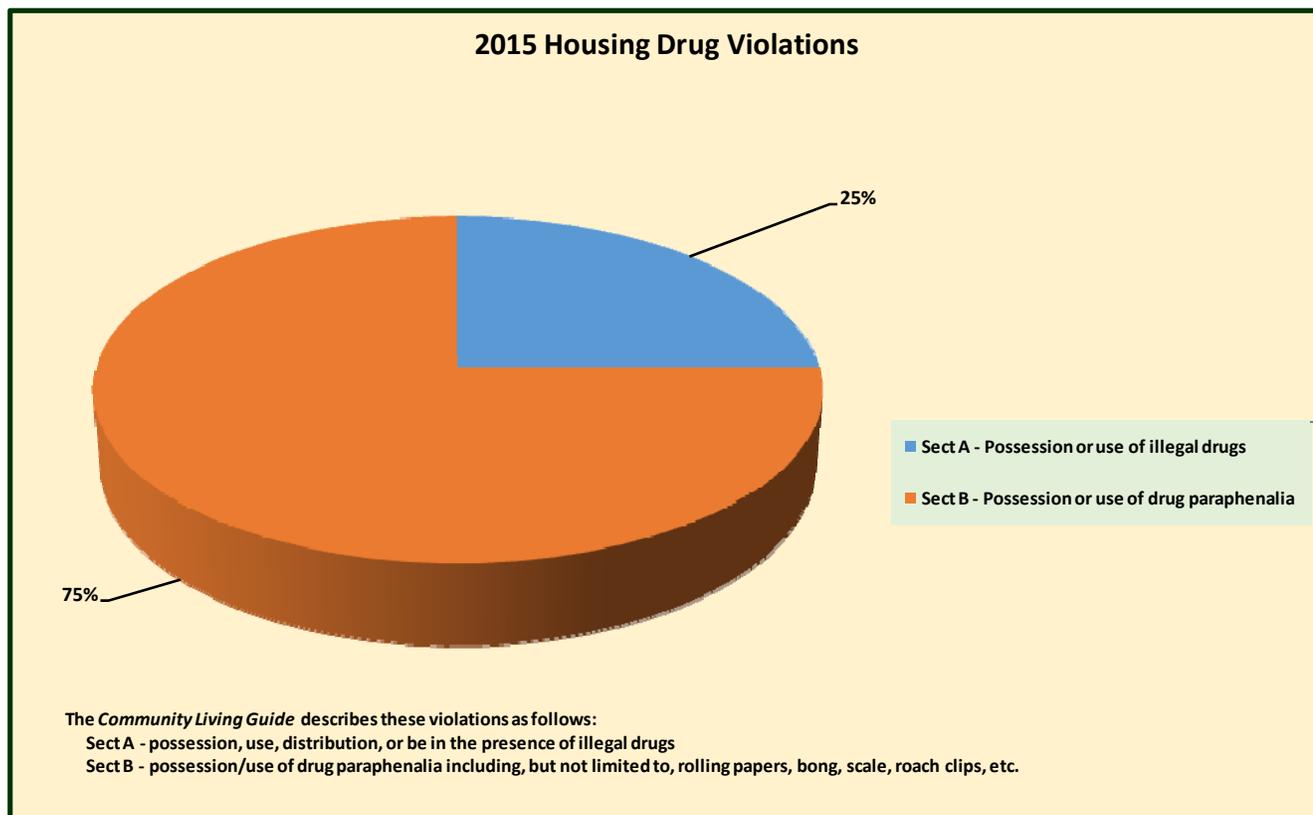


The following table illustrates the percentage of the sanctions that were imposed for a specific alcohol violation.

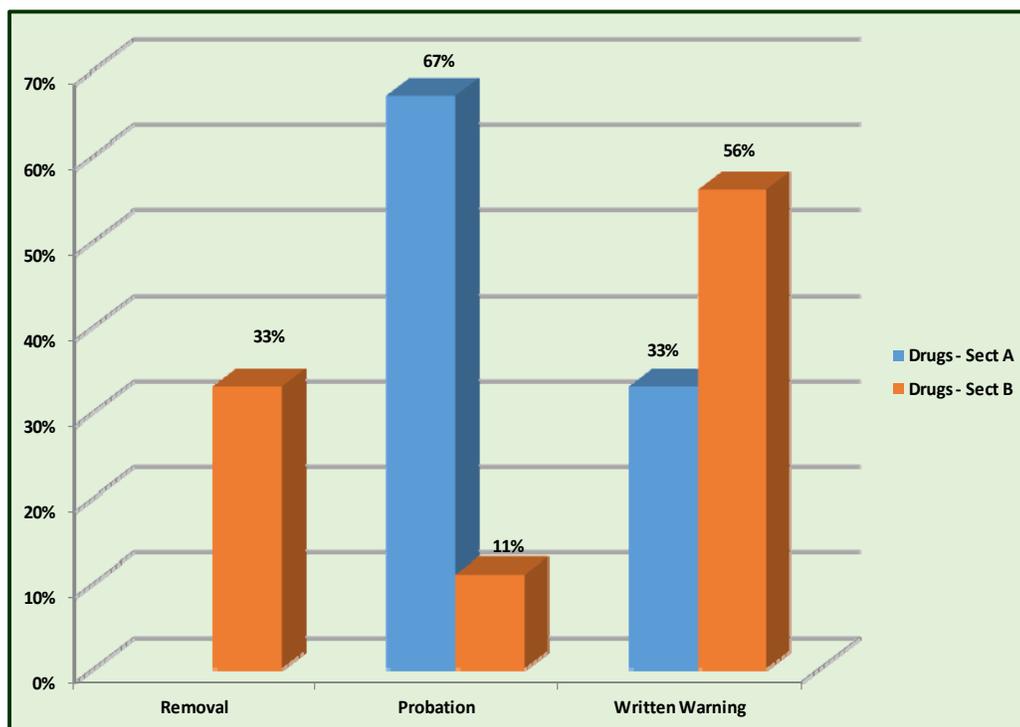
CLG Alcohol Violations	Community Dir. Mtg.	Comm. Service (RH/Apt.)	Educ. Program	Removal from Residence	Probation	Written Warning	Create Bulletin Board	Write a Reflective Paper	Loss of Guest Privileges	Banned from All Housing Fac.
Sect A	13%	47%	40%							
Sect B				33%	11%	56%				
Sect D	13%	47%	40%							
Sect E	8%	28%	20%		8%	20%	16%			
Sect I					50%			50%		
Sect J					26%	37%	15%		19%	4%

The Committee noted that sanctions appeared to become more significant with the severity of the violations, however, Community Directors (CDs) are given latitude in evaluating each violation on an individual basis. Per the CLG, the Section I violations include any signs or advertisements that are visible from public areas and any alcohol-related signs, displays or objects visible from outside of the residence hall room, suite, or apartment.

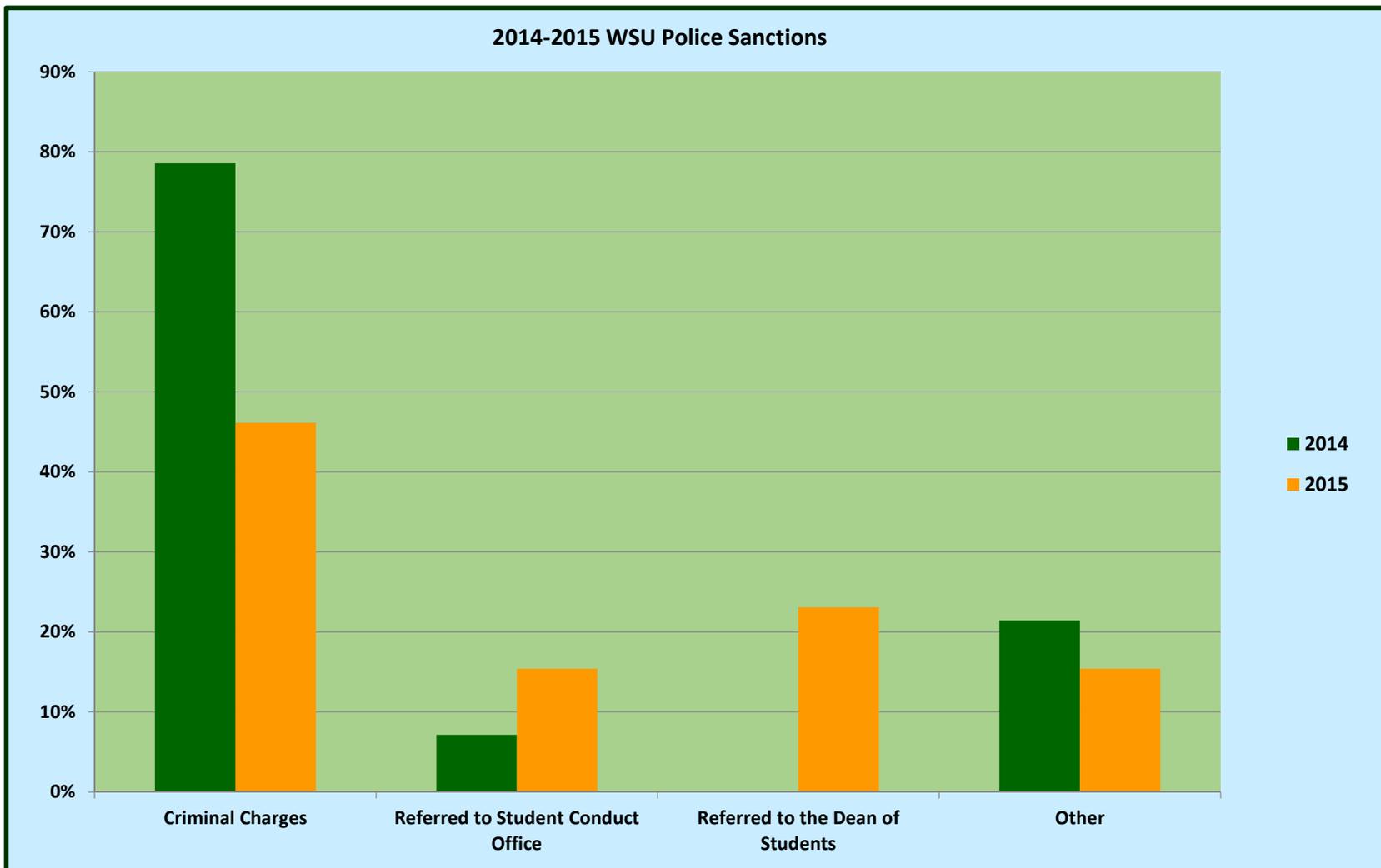
Analysis of Housing’s 2015 Drug Violations and Sanctions



2015 Housing Drug Sanctions



Although the sanctions appear to be more significant for drug violations, they appear to be inconsistent with the violation. For example, possession/use of drugs resulted in probation and written warnings, however, possession or use of drug paraphernalia resulted in removal from the residence hall facilities in 33% of the cases. Further, removal from the residence halls could allow use of the dining facilities or guest access to the residence halls/apartments.



Other sanctions include referral to a hospital, ordinance violation citations, and a developmental meeting with the Community Director.