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**EARLS v. BOARD OF EDUCATION:**
A TIMID ATTEMPT TO LIMIT SPECIAL NEEDS FROM BECOMING NOTHING SPECIAL

DAVID BADANES†

**INTRODUCTION**

In *Earls v. Board of Education*, the Court of Appeals for the Tenth Circuit held that the suspicionless drug testing of public school students participating in extracurricular activities was unconstitutional. The Tecumseh School District in Tecumseh, Oklahoma implemented a policy that required students participating in extracurricular activities to submit to urine drug testing, regardless of any suspicion that a particular student was using illegal drugs. Two students challenged the testing policy on the grounds that it violated the Fourth Amendment. The school district defended the policy asserting that the drug testing was constitutional under the "special needs" doctrine developed by the Supreme Court. In contrast to the Tenth Circuit, other courts of appeals have held that similar drug testing schemes are constitutional. Furthermore, in 1995, the Supreme Court

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1 242 F.3d 1264 (10th Cir. 2001), cert. granted, 122 S. Ct. 509 (2001).
2 See id. at 1278 (finding that the school district must demonstrate "some identifiable drug use problem among a sufficient number of those subject to the testing, such that testing that group of students will actually redress its drug problem").
3 See id. at 1267 ("Each student seeking to participate in such activities must sign a written consent agreeing to submit to drug testing prior to participating in the activity, randomly during the year while participating . . .") (emphasis added).
4 See id. at 1268.
6 See Earls, 242 F.3d at 1269.
7 See Miller v. Wilkes, 172 F.3d 574, 582 (8th Cir. 1999), vacated as moot, No. 98-3227, 1999 U.S. App. LEXIS 13259 (8th Cir. June 15, 1999); see also Joy v. Penn-Harris-Madison Sch. Corp., 212 F.3d 1052, 1062-63 (7th Cir. 2000); Todd v. Rush County Sch. Corp., 133 F.3d 984, 985-86 (7th Cir. 1998). The Seventh Circuit
upheld a testing program that required student athletes to undergo suspicionless drug testing.8

This Comment agrees with the *Earls* court that the Tecumseh School District's testing policy was unconstitutional. It argues, however, that the rationale of the *Earls* court was erroneous and its analysis and application of the facts too timid. Furthermore, this Comment contends that the special needs doctrine deserves judicial clarification so that it may remain a limited exception to the Fourth Amendment.

Part I of this Comment briefly outlines the United States Supreme Court cases that established the contours and scope of the special needs doctrine. It also examines some of the dissenting opinions and scholarly criticisms of the special needs doctrine. Part II discusses and analyzes the Tenth Circuit's opinion in *Earls*. Finally, Part III suggests a more cogent special needs test.

I. ESTABLISHING THE SPECIAL NEEDS DOCTRINE

The Fourth Amendment of the United States Constitution affords the American populace protection from unreasonable searches and seizures conducted by the government.9 The full text of the Amendment reads:

The right of the people to be secure in their persons, houses, papers, and effects, against unreasonable searches and seizures, shall not be violated, and no Warrants shall issue, but upon probable cause, supported by Oath or affirmation, and particularly describing the place to be searched, and the persons or things to be seized.10

Both scholars and the Supreme Court have debated the exact meaning and interpretation of the Fourth Amendment.11

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9 U.S. CONST. amend. IV.
10 Id.
In recent years, the Court has seemingly settled upon the general rule that a nonconsensual search is unconstitutional if it is not authorized by a valid warrant or some level of individualized suspicion. Yet, the Court has carved out a limited number of exceptions to this general rule and has allowed some searches in the absence of either a warrant or individualized suspicion.

The Court has also announced that a search is reasonable when an important governmental need, beyond the normal need for law enforcement, makes the warrant and probable cause requirements impracticable, and the government’s interest outweighs the individual’s privacy interest. In essence, this describes the special needs doctrine. The genesis of the special

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2. See Ferguson v. City of Charleston, 532 U.S. 67, 69 (2001) (declaring “the general rule that an official nonconsensual search is unconstitutional if not authorized by a valid warrant”); Chandler v. Miller, 520 U.S. 305, 308 (2000) (explaining that the Fourth Amendment imposes a “restraint on government conduct [which] generally bars officials from undertaking a search or seizure absent individualized suspicion”); Skinner v. Ry. Labor Executives' Ass'n, 489 U.S. 602, 624 (1989) (observing that prior Supreme Court “cases indicate that even a search that may be performed without a warrant must be based, as a general matter, on probable cause to believe that the person to be searched has violated the law”); United States v. Martinez-Fuerte, 428 U.S. 543, 560–61 (1976) (explaining that even if probable cause is not required, “some quantum of individualized suspicion” remains necessary before a search is reasonable).

3. See, e.g., Mich. Dep't of State Police v. Sitz, 496 U.S. 444, 455 (1990) (upholding alcohol testing at roadside checkpoints); Martinez-Fuerte, 428 U.S. at 545 (allowing brief detentions for questioning of individuals at international border crossings).


5. As one scholar points out, however, the Supreme Court has not “adequately
needs doctrine was Justice Blackmun's concurring opinion in *New Jersey v. T.L.O.*

In *T.L.O.*, the Court held that public school officials are agents of the government, and therefore searches of schoolchildren conducted by school officials must comport with the Fourth Amendment. Nonetheless, the Court concluded that the Fourth Amendment does not require school officials to "obtain a warrant before searching a student who is under their authority." The Court reasoned that the warrant requirement is unsuited to the school environment, as it "would unduly interfere with the maintenance of the swift and informal disciplinary procedures needed in the schools." Instead of a warrant requirement, the Court substituted a balancing test this weighs the government's interests in conducting the warrantless search against the individual's privacy interests. Additionally, in a school setting, the probable cause requirement may be eschewed so long as there is a reasonable belief that the warrantless search will be fruitful in discovering a violation of either the law or the rules of the school. Justice Blackmun's concurring opinion, however, asserted that the balancing test should be the exception, not the rule. He also stated that "[o]nly in those exceptional circumstances in which special needs, beyond the normal need for law enforcement, make the warrant and probable-cause requirement impracticable, is a court entitled to substitute its balancing of interests for that of the Framers."

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[17] See id. at 333.
[18] Id. at 340 (indicating that it would "frustrate the governmental purpose behind the search") (quoting Camara v. Mun. Court, 387 U.S. 523, 532-33 (1967)).
[19] Id.
[20] See id. at 337 (weighing the government's interest against the individual's interest and stating that reasonableness is determined by "balancing the need to search against the invasion" upon which the search intrudes) (quoting Camara, 387 U.S. at 532-33); see also Terry v. Ohio, 392 U.S. 1, 22-27 (1968) (discussing the necessity of a balancing test).
[22] See *id.* at 352-53 (Blackmun, J., concurring) (clarifying that probable cause is not necessary when there are reasonable grounds for suspecting that the search will turn up evidence).
[23] Id. at 351.
Subsequent to the T.L.O. decision, the Court has repeatedly applied the special needs doctrine. The Court has found special needs to exist in situations as diverse as: searches of a government employee's office, administrative inspections of an automobile salvage yard, and searches of a probationer's apartment upon the belief that there might be weapons on the premises.

The Court was confronted with the issue of whether the government may conduct suspicionless drug testing of individuals in Skinner v. Railway Labor Executives' Ass'n. In Skinner, the Federal Railroad Administration (FRA) enacted regulations mandating blood and urine analysis for any employees involved in train accidents which resulted in "(i) a fatality, (ii) the release of hazardous material accompanied by an evacuation or a reportable injury, or (iii) damage to railroad property of $500,000 or more." The drug testing did not require any level of suspicion that a particular employee had been under the influence of drugs or alcohol at the time of the accident. The Court found that the government's concern for safe rail transportation presented the requisite special need. Ultimately, the balancing test conducted by the Court led to the conclusion that the government's interests in safe rail transportation overshadowed the individual's privacy rights; therefore, the FRA regulations were constitutional. In its decision, the Court affirmed that the testing did constitute a search for Fourth Amendment purposes.

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24 See Dodson, supra note 15, at 263.
29 Id. at 609.
30 See id. at 609–12 (describing the regulations). An employee who refused to provide the required blood or urine samples would have his duties restricted for nine months. Id. at 610–11.
31 See id. at 620 (indicating that the government's interest in ensuring safety is a special need justifying departures from the ordinary warrant procedures and probable cause requirements).
32 See id. at 633 (stating that such a test "is not an undue infringement" on the privacy of employees).
33 See id. at 617 ("Because it is clear that the collection and testing of urine intrudes upon expectations of privacy that society has long recognized as reasonable, the Federal Courts of Appeals have concluded unanimously, and we agree, that these intrusions must be deemed searches under the Fourth
that under the facts presented in the case, however, there was no constitutional requirement for individualized suspicion;\textsuperscript{34} but, it emphasized that this requirement would be dispensed with only "in limited circumstances."\textsuperscript{35}

In \textit{National Treasury Employees Union v. Von Raab},\textsuperscript{36} the United States Customs Service implemented a suspicionless drug testing regime as a condition to applying for certain employment positions.\textsuperscript{37} The policy required all employees who held positions that had a direct involvement in drug interdiction or that required the individual to carry firearms or handle classified material\textsuperscript{38} to submit a urine sample for drug testing.\textsuperscript{39} The government identified two special needs: to ensure that front-line interdiction personnel had unimpeachable integrity and judgment,\textsuperscript{40} and that employees who carried firearms were drug-free.\textsuperscript{41} Here, as in \textit{Skinner}, the necessity for individualized suspicion was dispensed with on the theory that the government had a need to discover "latent" or "hidden" drug use.\textsuperscript{42} The Court ruled that the requirement was constitutional.\textsuperscript{43}

A perceived drug problem in public schools led to the expansion of suspicionless drug testing policy in \textit{Vernonia School District 47J v. Acton}.\textsuperscript{44} The Vernonia School District drug testing policy required all students who wished to participate in extracurricular athletics to submit to a random, suspicionless drug-testing program.\textsuperscript{45} In \textit{Acton}, the Court identified a special

\textsuperscript{34} \textit{See id.} at 624. The Court explained that it has "usually required 'some quantum of individualized suspicion' before concluding that a search is reasonable," but "a showing of individualized suspicion is not a constitutional floor, below which a search must be presumed unreasonable." \textit{Id.} In support of its decision, the Court noted substantial findings by the FRA that alcohol and drug use were a frequent cause of train accidents. \textit{Id.} at 606–07.

\textsuperscript{35} \textit{Id.} at 624.

\textsuperscript{36} 489 U.S. 656 (1989).

\textsuperscript{37} \textit{See id.} at 660–61.

\textsuperscript{38} \textit{See id.} The Court remanded to the lower court for reconsideration the part of the policy that applied to positions involving the handling of classified material. \textit{See id.} at 664–65.

\textsuperscript{39} \textit{See id.} at 661 (describing the collection process).

\textsuperscript{40} \textit{See id.} at 670. The government further justified the special need on the grounds that employees had to be physically fit. \textit{Id.}

\textsuperscript{41} \textit{See id.} at 670–71.

\textsuperscript{42} \textit{Id.} at 668.

\textsuperscript{43} \textit{See id.} at 677.

\textsuperscript{44} 515 U.S. 646 (1995).

\textsuperscript{45} \textit{See id.} at 649–50 (describing the policy).
need based on a variety of factors.\textsuperscript{46} The Court reasoned that a warrant requirement "would unduly interfere" with the school's disciplinary functions and that a probable cause requirement would impede the "substantial need" of the school system to "maintain order in the schools."\textsuperscript{47} Having found a special need, the Court applied a balancing test, weighing the government's interests against the students' privacy interest.\textsuperscript{48}

In dicta, the Court noted that the government's interests need not be compelling, rather, they must be important enough "to justify the particular search at hand."\textsuperscript{49} According to the Court, the government's interest in deterring drug use among schoolchildren was certainly important.\textsuperscript{50} This interest was reinforced by the fact that school officials served a "custodial and tutelary" purpose and that a "proper educational environment requires close supervision of schoolchildren."\textsuperscript{51}

In comparison with the government's interest, the Court found the students' privacy interests to be minimal.\textsuperscript{52} Three factors were utilized to assess the students' privacy interest.\textsuperscript{53} The first factor was the nature of the privacy interest upon which the search intruded.\textsuperscript{54} According to the Court, only "legitimate" privacy expectations are protected by the Fourth Amendment.\textsuperscript{55} The Court stated the proposition that "students within the school environment have a lesser expectation of privacy than members of the general population."\textsuperscript{56}

\textsuperscript{46} See id. at 653 (adopting Justice Blackmun's statement in \textit{T.L.O.}).
\textsuperscript{47} Id.
\textsuperscript{48} See id. at 654–57.
\textsuperscript{49} Id. at 660–61 (contending that although the Court in \textit{Skinner and Von Raab} [had] . . . characterized the government interest motivating the search as 'compelling', it would be incorrect to dispose of a case with a simple finding that a compelling state interest did not exist).
\textsuperscript{50} See id. at 661–62 (explaining that the deterrence of drug use among schoolchildren also helps to protect the entire educational process).
\textsuperscript{51} Id. at 655.
\textsuperscript{52} See id. at 656–57 (reasoning that students, and student athletes in particular, have a lesser expectation of privacy).
\textsuperscript{53} See id. at 654–60.
\textsuperscript{54} See id. at 654.
\textsuperscript{55} Id. The Court added that the legitimacy of an expectation of privacy may vary depending upon the context in which the individual is asserting the right. Id.
\textsuperscript{56} Id. at 657. The Court reasoned that the individual's legal relationship with the State affected the expectation of privacy. Id. Because schoolchildren are in the "temporary custody of the State," they possess a lower expectation of privacy. Id. Moreover, "Fourth Amendment rights, no less than First and Fourteenth Amendment rights, are different in public schools than elsewhere." Id. at 656.
Furthermore, student athletes have an even lower privacy expectation, in part, because athletes must undress and shower in a public locker room. The Court concluded that students who voluntarily participate in school athletics have reason to expect intrusions upon their privacy rights.

The second factor concerned the nature of the intrusion. This factor consisted of two components: the collection process itself and the information disclosed concerning the contents of the human body. The Court described the urination collection procedure as "nearly identical to those typically encountered in public restrooms," and therefore, found it to be a negligible intrusion upon privacy interests. As for the information disclosed, the tests were limited to detecting the presence of drugs and not other sensitive data. Additionally, the results of the tests were only disclosed to a limited number of school personnel and not turned over to any law enforcement agency. In the Court's evaluation, this component was also not a significant invasion of privacy.

The last factor considered concerned the nature and immediacy of the governmental concern and the efficacy of the government's means for addressing it. The Court held the nature of the governmental concern to be important, especially since the drug testing program was narrowly tailored towards school athletics. The Court believed the risk of immediate physical harm to the drug users or their fellow athletes was

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57 See id. at 657 (pointing out that "[s]chool sports are not for the bashful"). The Court also noted that student athletes have a reduced expectation of privacy because they "voluntarily subject themselves to a degree of regulation." Id.

58 See id.

59 See id. at 658.

60 See id. The Court also stated that it was insignificant whether medical information was disclosed prior to, or after, the urine samples were gathered. Id. at 659.

61 Id. at 658.

62 See id. (explaining that the drug tests do not detect whether the student is "epileptic, pregnant, or diabetic"). But see Skinner v. Ry. Labor Executives' Ass'n, 489 U.S. 602, 647 (1989) (Marshall, J., dissenting) (stating that drug tests can now "uncover not only drug or alcohol use, but also medical disorders such as epilepsy, diabetes, and clinical depression").

63 See Acton, 515 U.S. at 658. The school also did not impose punishment on students because of test results. Id.

64 See id. at 660.

65 See id.

66 See id. at 661-62. The Court also cited some general detrimental effects of drug use by young adults. Id. at 662.
The Court also found that due to the "state of rebellion" that was "fueled by... drug abuse," the school district had an immediate problem that needed to be addressed. According to the Court it was "self-evident" that the drug testing program was an efficient means to curb drug abuse among student athletes. The Court ruled that the three factor test was met, and therefore held the school district's drug testing policy constitutional.

Although the Court found suspicionless drug testing constitutional under the Skinner, Von Raab, and Acton fact patterns, subsequent decisions have shown that there are some areas where such testing is invalid. In Chandler v. Miller, the Court held unconstitutional the suspicionless drug testing of candidates for specific elected offices. In Ferguson v. City of Charleston, a drug testing policy was deemed unconstitutional because the special need identified was too thoroughly intertwined with law enforcement.

In Chandler, the Court was confronted with a state statute that mandated drug testing of candidates running for specified state offices. The Court's analysis stated that in order to override the Fourth Amendment's normal requirement of individualized suspicion, the alleged special need must be substantial. The Court indicated that in each alleged special needs case, the "courts must undertake a context-specific inquiry, examining closely the competing private and public interests advanced by the parties." Although the Court did not explicitly mention the three factors used in Acton, it indirectly

67 See id.
68 Id. at 662–63. But see id. at 684–85 (O'Connor, J., dissenting) (questioning whether there was a demonstrated drug problem in the school district); Respondent's Brief at 2, Vermonia Sch. Dist. 47J v. Acton, 515 U.S. 646 (1995) (No. 94-590) (disagreeing with the government's contention that the drug abuse problem was severe; and claiming that "there is little evidence of Vernonia students using drugs, and no evidence of any athlete in Vernonia ever competing while on drugs").
69 Acton, 515 U.S. at 663.
70 See id. at 664–65.
71 520 U.S. 305 (1997).
72 See id. at 308–09.
74 See id. at 84–86.
75 See Chandler, 520 U.S. at 308.
76 See id. at 318.
77 Id. at 314.
discussed the same issues. The Court articulated that the testing method authorized by the state was "relatively noninvasive," implying that the first two prongs of the Acton test were satisfied. The government, however, did not present any evidence of drug usage by political candidates—undercutting any justification that the policy was necessary to contain an immediate problem. Finally, the particular testing parameters were not efficient and "not well designed to identify candidates who violate antidrug laws." Since there was neither an immediate problem, nor an efficient policy, the third part of the Acton test was found to be non-existent by the Court. As for the government's interest, the Court reasoned that since public officials do not perform functions that could jeopardize public safety, the importance of the government's interest was diminished.

In Ferguson, a case that was decided on the same day as Earls, a state hospital developed a policy that required drug testing of certain maternity patients. Central to the ruling was the fact that if the patient's test revealed evidence of drug use, the results could be sent directly to law enforcement officials and the patient could be subject to immediate arrest. The Court held that what distinguished Ferguson from earlier special needs

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78 See id. at 318–21 (analyzing the testing method, the lack of a documented drug problem among candidates, and the government's interest).
79 Id. at 318.
80 See id. at 318–19.
81 Id. at 319. According to the Court, the drug testing procedures were designed in such a way that a candidate would have sufficient notice to abstain from taking drugs in preparation for a scheduled test date. Id. at 319–20.
82 See id. at 320.
83 See id. at 321–22.
84 Both case were decided on March 21, 2001. See Ferguson v. City of Charleston, 532 U.S. 67, 67 (2001); Earls v. Bd. of Educ., 242 F.3d 1264, 1265 (10th Cir. 2001).
85 As a state-owned institution, the members of the hospital were agents of the government and were therefore subject to the Fourth Amendment. See Ferguson, 532 U.S. at 76 (citing New Jersey v. T.L.O., 469 U.S. 325, 335–37 (1985)).
86 See id. at 70–73 (detailing the policy guidelines which would trigger the mandatory drug testing of a maternity patient).
87 See id. The policy did distinguish between discovery of drug use during pregnancy—in which case law enforcement was to be notified only upon the patient's testing positive a second time—and discovery of drug use after labor—in which case law enforcement would be notified immediately. In practice, however, any initial positive tests were immediately reported to law enforcement. See id. at 72 & n.5.
cases was that the asserted special need was too entangled with law enforcement. The Court also noted that unauthorized dissemination of a patient's diagnostic tests is a "far more substantial" invasion of privacy than what existed in the earlier special needs cases. Significantly, the Court affirmed Chandler's holding that courts must closely scrutinize the government's alleged special need. The Ferguson court also rejected the viewpoint that "any nonconsensual suspicionless search could be immunized under the special needs doctrine by defining the search solely in terms of its ultimate, rather than immediate, purpose."

A. The Special Needs Doctrine Only Applies in Limited Circumstances

The special needs doctrine is an exception to the general warrant and probable cause requirements. Recent Supreme Court cases have used the special needs doctrine only in the context of drug testing. In these cases, the Court has either limited its application to the specific facts presented or rejected entirely the use of the doctrine. The foregoing demonstrates the Court's recognition that the special needs doctrine should remain a limited one.

The dearth of cases in which the Court has invoked the special needs doctrine supports the inference that the doctrine is

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88 See id. at 78–79.
89 Id. at 78 (distinguishing the effects of disseminating a patient's test information to a third party from the effects of an adverse test result on someone applying for a voluntary benefit).
90 See id. at 81.
91 Id. at 84 (calling such an approach "inconsistent with the Fourth Amendment"). The government had tried to justify the drug-testing program by stating that its ultimate purpose was to protect the health of pregnant women. Id. at 81.
92 See supra notes 12–15 and accompanying text.
93 See Smiley, supra note 11, at 827.
94 See Ferguson, 532 U.S. at 79 (deciding that the lower court's ruling should be reversed on the issue of special needs); Chandler v. Miller, 520 U.S. 305, 321 (1997) (limiting the decision in Von Raab to its unique facts and holding that the special needs doctrine did not apply); Vernonia Sch. Dist. 47J v. Acton, 515 U.S. 646, 666 (1995) (Ginsburg, J., concurring) (clarifying that in her opinion the decision was limited to student athletes); Skinner v. Ry. Labor Executives' Ass'n, 489 U.S. 602, 634 (1989) (deciding only that the specific regulations are constitutional); see also id. at 636 (Marshall, J., dissenting) (suggesting that the majority was attempting to limit its opinion to "safety-sensitive jobs").
only applicable in exceptional situations. Further confirmation for this proposition can be found in the majority's opinion in Acton, where they warned “against the assumption that suspicionless drug testing will readily pass constitutional muster in other contexts.”

In Chandler, the Court characterized the special needs doctrine as representing “particularized exceptions to the main rule.” Significantly, Chandler also limited the Von Raab decision, stating that it was “[h]ardly a decision opening broad vistas for suspicionless searches, [rather,] Von Raab must be read in its unique context.” Additionally, Chandler imposed a higher standard for special needs by stating that the special need must be substantial. Ferguson confirmed Chandler and reiterated that an alleged special need must be analyzed to determine if it “fit[s] within the closely guarded category of constitutionally permissible suspicionless searches.”

The Court has been very consistent in its position that the special needs doctrine is the exception to the main interpretation of the Fourth Amendment. Arguably, the decisions in Chandler and Ferguson can be interpreted as indicating the Court's intention to more strictly limit the application of the special needs doctrine.

B. Criticisms of the Special Needs Doctrine

The special needs doctrine has been highly criticized.

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95 Since 1987, when Justice Blackmun's concurrence in T.L.O. established the special needs doctrine, there have been only eight cases in which the Supreme Court has used the doctrine as the basis for its holding. See Ferguson, 532 U.S. at 79; Chandler, 520 U.S. at 318; Acton, 515 U.S. at 653; Skinner, 489 U.S. at 619; Nat'l Treasury Employees Union v. Von Raab, 489 U.S. 656, 665-66 (1989); Griffin v. Wisconsin, 483 U.S. 868, 873-74 (1987); New York v. Burger, 482 U.S. 691, 702 (1987); O'Connor v. Ortega, 480 U.S. 709, 725 (1987).

96 Acton, 515 U.S. at 665.

97 Chandler, 520 U.S. at 313.

98 Id. at 321.

99 See Smiley, supra note 11, at 824.

100 Chandler, 520 U.S. at 309; see Ferguson, 532 U.S. at 77.

101 See supra notes 92-97 and accompanying text.

102 See, e.g., Dery, supra note 11, at 75; Buffaloe, supra note 11, at 530-31; Smiley, supra note 11, at 812-13; see also Ross H. Parr, Note, Suspcionless Drug Testing and Chandler v. Miller: Is the Supreme Court Making the Right Decisions?, 7 WM. & MARY BILL RTS. J. 241, 273 (1998) (submitting that the Acton decision is inconsistent with the Court's previous case law). See generally LaFave, supra note 11, §§ 10.3(d), (e).
Justice Blackmun, the originator of the doctrine, believed that the doctrine should be limited; in fact he dissented in the next two cases that adopted the special needs doctrine. In both instances, Blackmun argued that there was no special need preventing the government from obtaining a warrant. Other dissenting opinions by Supreme Court justices have been scathing in their disparagement of the special needs doctrine and its associated balancing test.

In *T.L.O.*, Justice Brennan's dissent argued that the Court had made a serious error by abandoning the probable cause requirement. Brennan further contended that the majority opinion's balancing test “vastly overstate[d] the social costs that a probable-cause standard entails” and failed to give adequate weight to the individual's privacy interest. According to the dissent, “warrantless searches are per se unreasonable, subject only to a few specifically delineated and well-recognized exceptions.” Brennan also argued that the purported search must be significantly less intrusive than a full-scale search and that sufficient weight must be given to the privacy interests in the balancing test for a warrantless search to be justified. Brennan defined a special need as one beyond the mere need to apprehend lawbreakers. It should only be invoked in those situations of exigency that would make “obtaining a warrant either impossible or hopelessly infeasible.” Brennan conceded that this strictness might deter some searches, but maintained this was the Fourth Amendment's very purpose.

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103 See New Jersey v. T.L.O., 469 U.S. 325, 351 (Blackmun, J., concurring).
104 See Griffin v. Wisconsin, 483 U.S. 868, 881 (1987) (Blackmun, J., dissenting) (arguing that a warrant should have been required); O'Connor v. Ortega, 480 U.S. 709, 742 (1987) (Blackmun, J., dissenting) (expounding his viewpoint that there was no demonstrated special need); see also Buffaloe, supra note 11, at 537 (contending that Justice Blackmun did not intend “to create a category of special needs exceptions to the warrant and probable cause requirements”).
105 See Griffin, 483 U.S. at 881 (Blackmun, J., dissenting); O'Connor, 480 U.S. at 742 (Blackmun, J., dissenting).
106 See *T.L.O.*, 469 U.S. at 354 (Brennan, J., dissenting) (arguing that the decision was not supported by precedent).
107 *Id.* at 362 (Brennan, J., dissenting).
108 *Id.* at 354 (Brennan, J., dissenting).
109 See *id.* at 355 (Brennan, J., dissenting).
110 *Id.* at 356 (Brennan, J., dissenting).
111 See *id.* at 357 (“[F]orcing law enforcement personnel to obtain a warrant before engaging in a search will predictably deter the police from conducting some searches that they would otherwise like to conduct.”).
claimed that the Court had "jettison[ed] the probable-cause standard—the only standard that finds support in the text of the Fourth Amendment"—for an amorphous balancing test.\textsuperscript{112}

Justice Marshall's forceful dissent in \textit{Skinner} argued that the majority opinion was shortsighted and "allowed basic constitutional rights to fall prey to [a] momentary emergenc[y]."\textsuperscript{113} He called the special needs rationale "unprincipled and dangerous" and found that its exceptions had "badly distorted" the precision of Fourth Amendment jurisprudence.\textsuperscript{114} Marshall would have allowed a warrantless search without a showing of individualized suspicion only in cases where the search was routine, fleeting, and nonintrusive.\textsuperscript{115}

Marshall skillfully pointed out that even if the \textit{collection} of the urine samples was reasonable under an exigency rationale, the same is not true for the actual \textit{testing} of the samples.\textsuperscript{116} Since the urine samples would not spoil, there was ample time to obtain "a warrant authorizing, where appropriate, chemical analysis of the extracted fluids."\textsuperscript{117}

Marshall's argument also emphasized that the intrusion on privacy was more severe than the majority had indicated.\textsuperscript{118} He asserted that the Court had trivialized the intrusiveness of the searches.\textsuperscript{119} Marshall noted that the Court had previously characterized both a limited search of a person's outer clothing\textsuperscript{120} and a scraping of a suspect's fingernails\textsuperscript{121} as "severe... intrusions upon cherished personal security."\textsuperscript{122} He further explained that compelling a person to produce a urine sample on demand was a deep intrusion on "privacy and bodily

\begin{footnotes}
\item[112] \textit{Id.} at 357–58.
\item[113] \textit{Skinner} v. Ry. Labor Executives' Ass'n, 489 U.S. 602, 635 (1989) (Marshall, J., dissenting) (arguing that the "war" on drugs provides no justification for reducing the protection provided by the Fourth Amendment).
\item[114] \textit{Id.} at 639 (Marshall, J., dissenting).
\item[115] See \textit{id.} at 638 (Marshall, J., dissenting) (pointing out that other Supreme Court cases have allowed warrantless searches only under these conditions).
\item[116] See \textit{id.} at 642–43 (Marshall, J., dissenting).
\item[117] \textit{Id.} at 643 (Marshall, J., dissenting).
\item[118] See \textit{id.} at 636 (Marshall, J., dissenting) (finding the majority's characterization "startling").
\item[119] See \textit{id.} (Marshall, J., dissenting).
\item[120] See \textit{Terry} v. Ohio, 392 U.S. 1, 24–25 (1968).
\end{footnotes}
Marshall also argued that even under the majority’s balancing test, he would have come to a different conclusion.\textsuperscript{124} In his opinion, “[t]he benefits of suspicionless . . . urine testing are far outstripped by the costs imposed on personal liberty by such sweeping searches.”\textsuperscript{125} Compared to the substantial invasion of privacy interests, Marshall contended that the government’s interest was not as great as the majority concluded.\textsuperscript{126} He derided the government’s argument that drug testing would deter employees from using drugs as “simply implausible.”\textsuperscript{127} Marshall argued that since the testing only occurred after a major train accident, “if the risk of serious personal injury does not deter their use of these substances, it seems highly unlikely that the additional threat of loss of employment would have any effect on their behavior.”\textsuperscript{128}

Marshall, in a similar vein as Brennan’s \textit{T.L.O.} dissent, pointed out that invalidating the FRA’s testing policy might “hinder the [g]overnment’s attempts to make rail transit as safe as humanly possible. But, constitutional rights have their consequences, and one is that efforts to maximize the public welfare, no matter how well intentioned, must always be pursued within constitutional boundaries.”\textsuperscript{129}

In \textit{Von Raab}, Justice Scalia’s dissent focused on the lack of any “real evidence of a real problem that will be solved by urine testing of Customs Service employees.”\textsuperscript{130} According to Scalia, the Court’s earlier approval of a special need was based upon “well-known or well-demonstrated evils.”\textsuperscript{131} Scalia’s argument demonstrates his belief that any use of the special needs doctrine

\begin{itemize}
  \item \textsuperscript{123} \textit{Id.} at 645 (Marshall, J., dissenting) (arguing that drawing blood, or demanding a urine sample, is no less intrusive then the searches in \textit{Terry} and \textit{Cupp}).
  \item \textsuperscript{124} \textit{See id.} at 650 (Marshall, J., dissenting); \textit{see also} Dodson, \textit{supra} note 15, at 274 (“What the balancing test amounts to is how the Justices feel about a particular law.”).
  \item \textsuperscript{125} \textit{Skinner}, 489 U.S. at 650.
  \item \textsuperscript{126} \textit{See id.} at 652–54.
  \item \textsuperscript{127} \textit{Id.} at 653.
  \item \textsuperscript{128} \textit{Id.}
  \item \textsuperscript{129} \textit{Id.} at 650.
  \item \textsuperscript{131} \textit{Von Raab}, 489 U.S. at 684 (Scalia, J., dissenting).
\end{itemize}
should be limited to targeted groups against whom the use of the doctrine makes sense. Notably, Scalia characterized urine testing as a "type of search particularly destructive of privacy and offensive to personal dignity."  

In Justice O'Connor's Acton dissent, she argued that the majority's approval of a broad-based search of every student athlete was a "greater threat to liberty" than a suspicion-based search of individual athletes. She argued that a suspicionless policy should only be approved when it was "clear that a suspicion-based regime would be ineffectual." In her view, if "an individualized suspicion requirement would not place the government's objective in jeopardy", then the Court should require individualized suspicion. O'Connor reasoned that the school district had already demonstrated it could reasonably identify students who were using drugs, therefore, the district would not be hampered by an individualized suspicion requirement in its quest to deter drug use.  

Scholars have also objected to the special needs doctrine. One commentator described the special needs doctrine as a "judicial rubber stamp of approval for randomized drug-testing programs." According to this critic, the courts favor the government's interests and inadequately account for the privacy interests of the individual when conducting the balancing test. Another scholar called the special needs doctrine a "failed experiment" that could potentially validate searches in many other contexts. This scholar argued that the special needs doctrine "has failed to provide courts with a coherent basis on

132 See id. at 685–86 (Scalia, J., dissenting) (discussing how the decision could have been limited to "employees assigned specifically to drug interdiction duties").
133 Id. at 680 (Scalia, J., dissenting). Scalia wrote the majority opinion in Acton where he portrayed similar urine testing as a negligible infringement of privacy interests. See Acton, 515 U.S. at 658.
134 Acton, 515 U.S. at 667 (O'Connor, J., dissenting).
135 Id. at 667–68 (O'Connor, J., dissenting).
136 Id. at 674 (O'Connor, J., dissenting).
137 See id. at 679–80 (O'Connor, J., dissenting) (contending that a "suspicion-based testing [program] . . . would have gone a long way toward solving Vernonia's school drug problem while preserving the Fourth Amendment rights of" the students).
138 Dodson, supra note 15, at 276.
139 See id. at 276–77.
140 Smiley, supra note 11, at 836–37 (indicating that the special needs decisions "have the potential to validate government intrusions in many other aspects of our lives").
SPECIAL NEEDS DOCTRINE

which to render search and seizure decisions."\textsuperscript{141}

Another commentator's criticism of the special needs exception is that it has turned "the warrant preference rule on its head."\textsuperscript{142} According to this commentator, the balancing test does not "adequately safeguard the rights protected by the Fourth Amendment."\textsuperscript{143} Still another scholar suggests that the courts have used the doctrine to justify "greater intrusions into an individual's zone of privacy."\textsuperscript{144} Other critics of the special needs doctrine have complained that it is "arbitrary, and ad-hoc,"\textsuperscript{145} and provides an "inadequate guide" to courts in deciding future cases.\textsuperscript{146}

II. THE EARLS DECISION

The Tecumseh school district in Oklahoma adopted a drug testing policy that required drug testing of all students who participated in any extracurricular activity, including such activities as academic teams, Future Farmers of America, band, and vocal choir.\textsuperscript{147} Prior to participating in an activity, each student was required to sign a written consent agreeing to submit to random drug testing.\textsuperscript{148} The test was designed to detect the presence of amphetamines, marijuana, cocaine, and

\textsuperscript{141} Id. at 835 (declaring that "different courts have reached completely opposite outcomes when applying special needs," and therefore a conclusive interpretation of the doctrine is warranted).

\textsuperscript{142} Buffaloe, supra note 11, at 530–31 (arguing that as a result of the special needs cases, the warrant preference rule only accounts for a "portion of government searches conducted").

\textsuperscript{143} Id. at 551 (criticizing the balancing test as one that is "malleable and unprincipled," and which "inevitably results in a decision upholding the search in question").

\textsuperscript{144} Michael Polloway, Comment, Does the Fourth Amendment Prohibit Suspicionless Searches—Or Do Individual Rights Succumb to the Government's "So-Called" Special Needs?, 10 SETON HALL CONST. L.J. 143, 182 (1999) (claiming that the Supreme Court engages in circular reasoning whereby "the more the government intrudes [on privacy], the less privacy we expect; thereby giving the government more authority to intrude").

\textsuperscript{145} Logan, supra note 11, at 447–48 (agreeing with other critics that the doctrine leads to "inconsistent results... and a dearth of guidance to lower courts [in] applying" the special needs standards).


\textsuperscript{147} See Earls v. Bd. of Educ., 242 F.3d 1264, 1267 (10th Cir. 2001).

\textsuperscript{148} See id.
opiates in a student’s urine.\textsuperscript{149} The testing procedure required a student to go to a restroom with a faculty member who would stand outside the closed restroom stall as the student urinated into a vial.\textsuperscript{150} The monitor would then pour the contents of the vial into two bottles.\textsuperscript{151} Together, the monitor and the student would seal the bottles.\textsuperscript{152} The student would also fill out a form, which would be submitted to the drug testing lab, listing any medications legally prescribed for the student.\textsuperscript{153} Two students, one a member of the marching band and academic team, the other a member of the academic team, challenged the drug testing policy.\textsuperscript{154}

The \textit{Earls} court explained that the analysis of this case was determined by the nature of the Fourth Amendment right as it applies to schoolchildren.\textsuperscript{155} The court declared that students’ Fourth Amendment rights are different from those of adults and are determined by considering “what is appropriate for children in school.”\textsuperscript{156} The \textit{Earls} court ultimately accepted \textit{Acton}’s proposition that special needs exist in the school environment.\textsuperscript{157} The majority, however, recognized another Tenth Circuit decision that interpreted \textit{Chandler} as requiring courts to first inquire “whether the government has established the existence of a special need before proceeding to any balancing of government and private interests.”\textsuperscript{158} Nonetheless, the court chose to ignore its own precedent and used the \textit{Acton} decision as the primary guide for its analysis.\textsuperscript{159} The court also indicated, however, that it would have found that a special need existed

\begin{itemize}
\item \textsuperscript{149} See id. The tests also detected the presence of barbiturates and benzodiazepines. \textit{Id.}
\item \textsuperscript{150} \textit{Id.}
\item \textsuperscript{151} \textit{Id.}
\item \textsuperscript{152} \textit{Id.}
\item \textsuperscript{153} \textit{Id.} at 1268.
\item \textsuperscript{154} See \textit{id.}
\item \textsuperscript{155} See \textit{id.}
\item \textsuperscript{156} \textit{Id.} at 1268–69 (quoting \textit{Vernonia Sch. Dist. 47J v. Acton}, 515 U.S. 646, 663 (1995)).
\item \textsuperscript{157} See \textit{id.} at 1270.
\item \textsuperscript{158} \textit{Id.} at 1269 (citing \textit{19 Solid Waste Department Mechanics v. Albuquerque}, 156 F.3d 1068, 1072 (10th Cir. 1998)). \textit{19 Solid Waste Department Mechanics} involved a drug testing program instituted by the city that required certain city employees to undergo a substance abuse test. See \textit{id.} at 1071. In that case, the Tenth Circuit held that before a court undergoes a balancing test it must determine whether there is a special need. See \textit{id.} at 1269.
\item \textsuperscript{159} See \textit{Earls}, 242 F.3d at 1270.
\end{itemize}
even under a Chandler analysis.\footnote{See id. at 1270 n.4 (reasoning that a potential drug abuse problem would be sufficient to demonstrate a special need).}

In evaluating the nature of the students' privacy interest the court concluded that, like the athletes in Acton, "participants in other extracurricular activities have a somewhat lesser privacy expectation than other students."\footnote{Id. at 1276.} The court discounted any difference in the level of "communal undress" between athletes and participants in extracurricular activities, declining to give it "much weight" in its analysis.\footnote{Id. at 1275.} The court reasoned that it was more significant that certain aspects of participating in extracurricular activities legitimately lowered a student's expectation of privacy.\footnote{See id. at 1275–76. The court also remarked, however, that it did "not believe that voluntary participation in an activity, without more, should reduce a student's expectation of privacy in his or her body." Id. at 1276.} The Earls court explained that since the students voluntarily agreed to "follow the directives and adhere to the rules set out by the director of the activity", their privacy expectations were lowered.\footnote{Id.}

Earls dispensed with the character of the privacy intrusion issue in one short paragraph.\footnote{See id.} In the court's opinion, the case was squarely within the Acton fact pattern, and therefore, the invasion of privacy was insignificant.\footnote{Id. at 1276.} Thus, the first two prongs of the Acton test were satisfied.

The third prong of the Acton test, however, was not satisfied.\footnote{Id.} The court held that the nature and immediacy of the drug testing policy were not sufficient to outweigh the student's privacy interest.\footnote{Id.} Primarily, the court questioned the immediacy of the need for a drug testing program.\footnote{See id. at 1276–78.} The court noted the "paucity of evidence of an actual drug abuse problem among those subject to the [policy]."\footnote{Id. After detailing the evidence of drug use in the school district, the court concluded that such evidence was minimal. See id. at 1272–74. For the 1999–2000 school year only one student, out of 241, had tested positive for drug use. Id. at 1273.} Without a drug abuse
problem, the efficacy of the drug testing policy was doubtful.\footnote{See id. at 1277.}

The court implied that the government’s interest in \textit{Earls} was not as important as the government interest that existed in \textit{Acton}.\footnote{See id. at 1276–77 (comparing the risk of physical harm to extracurricular participants with the risk of physical harm to student athletes).} The court acknowledged that deterring drug use among student athletes is important due to the particular dangers such drug use causes.\footnote{See id. at 1276.} It was difficult, however, for the court to imagine how drug-abusing participants in the vocal choir were in any more physical danger than the drug-abusing non-participating students.\footnote{See id. at 1277.} The court also identified students not covered by the policy who were more appropriate candidates for drug testing than the identified extracurricular participants.\footnote{See id. (specifying that students working with shop equipment or in school laboratories are involved in activities that could be considered dangerous).} The court ultimately concluded that the school district’s policy too often tested the wrong students.\footnote{See id. (stating that there are students who are not subject to the policy who also have little or no supervision, including students involved in other student organizations).}

The court considered an alternative rationale for the drug testing program—namely, that the tests were needed because extracurricular students were subject to less supervision than students in classrooms.\footnote{See id. at 1277.} Again, the \textit{Earls} court discounted this argument, stating there was an imperfect match between the need to test and the group tested.\footnote{See id.}

After concluding that the third prong was unsatisfied, thereby rendering the policy unconstitutional, the \textit{Earls} court stated:

\begin{quote}
[A]ny [school] district seeking to impose a random suspicionless drug testing policy as a condition to participation in a school activity must demonstrate that there is some identifiable drug abuse problem among a sufficient number of those subject to the testing, such that testing that group of students will actually redress its drug problem.\footnote{Id. at 1278. The court, however, did not want to state a bright line rule which would quantify the minimum level of drug usage sufficient for a school district to “demonstrate” an identifiable drug abuse problem. Id.}
\end{quote}
A. Criticism of the Earls Analysis

The Earls court’s decision to virtually ignore Chandler and base its analysis on Acton’s three part test is misguided. Since, the Chandler case was decided after Acton, it represents the current Supreme Court’s philosophy on the special needs doctrine. According to tenets of legal jurisprudence, a more recent decision should shape a court’s analysis on a particular area of law. The Chandler decision indicates that the alleged special need has to be “substantial—important enough to override the individual’s acknowledged privacy interest, sufficiently vital to suppress the Fourth Amendment’s normal requirement of individualized suspicion.” Chandler indicated that a demonstrated problem of drug abuse was not a necessary prerequisite for a special need claim, but evidence of drug usage would bolster any argument that a drug testing program was warranted and appropriate. Chandler distinguished the only case in which a drug testing program was validated without a prior demonstration of a drug abuse problem. Arguably, the Court is indicating that it would take an extreme case to override its preference for a prior demonstration of a drug abuse problem before finding the required substantial special need.

As the Earls court noted, the evidence of actual drug usage in the Tecumseh school district was minimal, and possibly non-existent among the target group, therefore, a special need did not exist. Once a court determines the government cannot establish a special need, it should not proceed to apply the balancing test. This was confirmed by the Chandler decision,

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180 As the Ferguson case was decided on the same day as Earls, the Earls court would not be expected to have used that case in its analysis. See supra note 84 and accompanying text.


183 See id. at 319.

184 See id. at 320–21 (negating the government’s argument that the Von Raab decision should lead the Court to conclude that a pre-existing drug problem was not a requirement). The Court, however, did not overrule Von Raab, but limited it to its unique facts. See id. at 321.

185 See Earls v. Bd. of Educ., 242 F.3d 1264, 1272–74 (10th Cir. 2001) (detailing the level of drug usage among the student population).

186 See 19 Solid Waste Dep’t Mechs. v. City of Albuquerque, 156 F.3d 1065, 1072 (10th Cir. 1998).
which states that without a special need a court should discontinue its inquiry.\textsuperscript{187} Alternatively, as O'Connor's dissent in \textit{Acton} demonstrates, the \textit{Earls} court could have held that a suspicion-based program would have sufficed to meet the government's interest.\textsuperscript{188}

\textbf{B. How the \textit{Earls} Court Failed to Consider Other Facts in its Application of the \textit{Acton} Three Part Test.}

Assuming, arguendo, that the \textit{Earls} decision to use the \textit{Acton} three part test was correct, the court's analysis lacked clarity and failed to consider other facts that would have strengthened its eventual decision.

Students do not "shed their constitutional rights ... at the schoolhouse gate."\textsuperscript{189} Consequently, the Fourth Amendment does protect schoolchildren.\textsuperscript{190} The \textit{Earls} court unfortunately repeated and adopted the Supreme Court's statement that students within the school environment "have a lesser expectation of privacy than members of the population generally."\textsuperscript{191} A closer examination of the context in which the Supreme Court announced this proposition, however, reveals that both the Supreme Court and the \textit{Earls} court have subsequently misused this statement.

Justice Powell wrote the statement in his concurring opinion in \textit{T.L.O.};\textsuperscript{192} therefore, it does not represent the holding of the Court. Powell reasoned that due to the close association between students and their teachers, it was "unrealistic to think that students have the same subjective expectation of privacy as the population generally."\textsuperscript{193} Powell conceded, "But for purposes of deciding this case, I can assume that children in school—no less than adults—have privacy interests that society is prepared to

\textsuperscript{187} See \textit{Chandler}, 520 U.S. at 318.
\textsuperscript{191} \textit{Earls v. Bd. of Educ.}, 242 F.3d 1264, 1271 (10th Cir. 2001) (quoting \textit{Acton}, 515 U.S. at 657).
\textsuperscript{192} See \textit{T.L.O.}, 469 U.S. at 348 (Powell, J., concurring).
\textsuperscript{193} \textit{Id.}
recognize as legitimate." This indicates that his conclusion that students have a lessened privacy expectation should be limited to the facts of T.L.O. In T.L.O. the search was conducted to discover evidence of a student's violation of a school rule. Students know that they are expected to follow the rules and regulations of the school district. In this context, it may be reasonable to assume that a student would have a lesser expectation of privacy. A student, however, would not expect their privacy interests to be any different when it comes to their bodily functions. Although "children are compelled to attend school,... nothing suggests that they lose their right to privacy in their excretory functions when they do so." The student has no reason to believe he is expected to urinate on demand in the presence of a teacher. Additionally, evidence exists that forcing students to urinate on demand has caused students to suffer from stress. The Earls court should have distinguished the expected privacy interests of students in the context of obeying school rules and regulations versus the expected privacy interests of students performing excretory functions.

The Supreme Court's conclusion that the drug testing in
Acton was indistinguishable from the ordinary use of a restroom is dubious. In a case similar to Earls, the Colorado Supreme Court disagreed and indicated, “We question the ... conclusion that the ordinary use of the school’s restrooms was indistinguishable from the drug testing that took place here.” Forcing a student to urinate inside a vial for the purposes of a drug test cannot be equated to the ordinary use of a public restroom. “Ordinarily, a student urinates simply because the body requires it, not because a school district insists that the student provide a urine sample on demand in order for the school district to search it for the presence of drugs.”

The Supreme Court and the Tenth Circuit should take notice of these countervailing opinions and conclude that in the area of urine testing, a student’s privacy interests are no less than any other citizen’s under the Fourth Amendment.

The Earls court also held that, similar to the athletes in Acton, extracurricular participants have a reduced expectation of privacy compared to the general student population. The Acton court posited that student athletes have an even lesser expectation of privacy than other students. Acton came to this conclusion on the basis of how the athletes dressed and showered in the locker room, and to a lesser degree on their voluntary participation in the athletic activity. The Supreme Court’s linguistic choice to follow its declaration that “[l]egitimate privacy expectations are even less with regard to student athletes” with the statement that “[s]chool sports are not for the bashful,” indicates that the communal dressing and showering of athletes is the primary reason for its conclusion. The Supreme Court emphasized that the reason for the lower privacy expectation for student athletes was the state of “communal

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201 See Acton, 515 U.S. at 658.
202 Lopez, 963 P.2d at 1108.
203 See id.
204 Id.
205 See Earls, 242 F.3d at 1276; see also Joy v. Penn-Harris-Madison Sch. Corp., 212 F.3d 1052, 1063 (7th Cir. 2000) (holding that students who participate in extracurricular activities have a greater expectation of privacy than athletes, but a lesser expectation of privacy than the general student population).
206 See Acton, 515 U.S. at 657.
207 See id. (suggesting that because athletes have to undergo physical examinations and follow the coach’s directions there is an analogy between student athletes and employees in highly regulated industries).
208 Id.
undress” they have to endure.\textsuperscript{209} Other courts have agreed and have indicated that this is a significant factor.\textsuperscript{210} In contrast, for the most part, students involved in extracurricular activities do not have to undress in front of others or shower together.\textsuperscript{211} The \textit{Earls} court’s determination to overlook this factor is not in conformity with the Supreme Court’s analysis.

Similarly, the focus of the \textit{Earls} court on the voluntary nature of extracurricular activities is flawed. The \textit{Acton} language that volunteering is an “additional respect” indicates that this is a secondary factor, which by itself cannot support a lesser privacy expectation among the selected group of students.\textsuperscript{212} Moreover, even if the \textit{Earls} court is correct that the voluntary nature of an activity can serve as the basis for a student’s reduced expectation of privacy, the court overstates the reason it uses, while conveniently ignoring other facts that would challenge its conclusion. A Pennsylvania court agrees that “a student’s privacy interests are no less than any other student’s just by participating in any extracurricular activity.”\textsuperscript{213} The \textit{Earls} court admitted that the aspects of participating in extracurricular activities that are in common with the athletes involved in \textit{Acton} include “follow[ing] the directives and adher[ing] to the rules set out by the... director of the activity.”\textsuperscript{214} The \textit{Earls} court also agreed that this only constrains their personal freedom “in some small way.”\textsuperscript{215} It seems odd that a student who follows the rules has somehow now agreed to a lesser privacy expectation. Moreover, every student, not just students who volunteer for activities, must follow numerous rules and directives set forth by their teachers.\textsuperscript{216} This leads

\textsuperscript{209} See id. (assuming that all student athletes have to dress and undress in a locker room situation similar to the one in existence in \textit{Acton}).


\textsuperscript{211} See \textit{Earls v. Bd. of Educ.}, 242 F.3d 1264, 1276 (10th Cir. 2001); \textit{Lopez}, 963 P.2d at 1107.

\textsuperscript{212} See \textit{Acton}, 515 U.S. at 657.


\textsuperscript{214} \textit{Earls}, 242 F.3d at 1276. The \textit{Earls} court did point out that unlike the athletes in \textit{Acton}, the extracurricular students did not need to obtain pre-participation physicals or insurance. \textit{Id.}

\textsuperscript{215} \textit{Id.}

\textsuperscript{216} See \textit{New Jersey v. T.L.O.}, 469 U.S. 325, 377 n.16 (1985) (Stevens, J.,
circuitously to the absurd conclusion that all students must have an even lesser privacy expectation than the general student. Furthermore, the Earls court agrees that it would be doubtful that all students could be subjected to a drug testing program.217

Furthermore, there is a convincing argument that participation in extracurricular activities is not really a voluntary choice. The Supreme Court has stated that participating in extracurricular activities is part of a “complete educational experience.”218 The Earls court conceded that extracurricular “participation has become an integral part of the educational experience for most students.”219 For high school students that apply to colleges and universities, their participation in extracurricular activities is a key component of their chances for being selected to attend their preferred college.220 The student would thus be presented with a choice between subjecting themselves to a degrading urine test or not participating in the extracurricular activity. For all the reasons presented above, the Earls court should have concluded that the Tecumseh policy failed the first prong of the Acton test.

The Tenth Circuit described the character of the intrusion involved in Earls as virtually identical to the testing process in Acton.221 One important aspect of the Acton test, however, is not present in Earls. In Acton, an initial test that indicates the presence of drugs was followed by a second test to confirm the result.222 This would at least minimize the chances of a “false

concurring and dissenting) (listing some of the rules that all students may be required to follow); see also supra note 196 and accompanying text.
217 See Earls, 242 F.3d at 1278 (speculating that the Supreme Court would not approve of a drug testing policy that tested all students).
219 Earls, 242 F.3d at 1276.
220 See Barb Berggoetz, Movement to Dump the SAT Isn't Swaying State's Colleges, THE INDIANAPOLIS STAR, Mar. 28, 2001, at A1 (indicating that extracurricular activities are a factor for more competitive schools in deciding whether to admit a student); Michael Ollove, Picking Between Students on a Whim and a Prayer; Educated Guesses Are Big Part of Admissions, THE BALTIMORE SUN, Mar. 4, 2001, at 1A (stating extracurricular activities help colleges to distinguish among its candidates); Claudia Wallis, Special Report: How to Make a Better Student, Their Eight Secrets of Success, TIME, Oct. 19, 1998, at 80 (observing that competitive colleges use participation in extracurricular activities as a sign of genuine commitment).
221 See Earls, 242 F.3d at 1276.
222 See id. at 1267–68 (according to the facts of the case only one drug test is undertaken); Vernonia Sch. Dist. 47J v. Acton, 515 U.S. 646, 650–51 (1995) (indicating that a positive test is followed by a secondary confirming test).
positive." Urine tests can yield inaccurate results as often as sixty percent of the time.\footnote{Judith Wagner DeCew, In Pursuit of Privacy: Law, Ethics, and the Rise of Technology 130 (1997).} False positives can arise from such innocent activities as the use of medications.\footnote{See id. at 132. False positives can also arise from the ingestion of certain foods. Id.} Although, in Earls, the school district claimed that its drug tests were 99.4% accurate, this would still suggest that of every 1000 students tested, six would be unfairly judged as drug users. Although this is a small number, to paraphrase a famous quote, it is better to free ten drug users than incorrectly accuse one who is innocent.\footnote{See Goetz v. Crosson, 967 F.2d 29, 39 (2nd Cir. 1992) ("[I]t is better that ten guilty persons go free than that one innocent person is convicted.") (citing William Blackstone, Commentaries 358).} It would be unconscionable to brand a student as a drug abuser when they are innocent of any wrongdoing. In addition to the false positives, the test's susceptibility to cheating renders it ill designed to identify the chronic drug user.\footnote{See New Trade Boom to Cheat Drug Tests at Work, The Southland Times (New Zealand), May 2, 2000, at 7; Christopher Reed, Beware: That Bagel Could Get You Fired; Tests That Mistake Food For Drugs Are Terrifying US Workers, The Observer, Dec. 12, 1999, at 16; Amy Shipley, Drug Tests, Troubling Results; IOC's System is Plagued by False Positives in Addition to Cheating, The Washington Post, Sept. 23, 1999, at D1 (illustrating how athletes can perform activities that will result in inaccurate results).} Since there are a variety of ways for drug users to cheat to obtain a clean result, the efficiency of urine drug testing is questionable. Additionally, the district should have to justify a warrantless search for both the collection and testing of the urine specimens.\footnote{See supra notes 115–17 and accompanying text.} The Supreme Court's depiction of the character of the intrusion in Acton, and by implication in Earls, is one that should be challenged. The character of the intrusion involved in Earls is a serious one and likely does not meet the second prong of the Acton test.

The Earls court does state persuasive reasons why the third prong of the Acton test is not met. The court could have added to its opinion that a school district should not attempt to divide the student population into broad categories and then conduct drug testing on a category-by-category basis. This would eventually result in drug testing for all but the most uninvolved and isolated students.\footnote{See Willis v. Anderson Cmty. Sch. Corp., 158 F.3d 415, 423 (7th Cir. 1998).} The court should have stated a bright line...
rule that any expansion of drug testing beyond student athletes is unconstitutional.

III. A BETTER SPECIAL NEEDS TEST

Since there is a difference in the federal courts of appeals, on the issues presented in Earls, it would be wise for the Supreme Court to clarify its position on this matter. The courts, and particularly the Supreme Court, should state a bright-line rule making suspicionless drug testing of students participating in extracurricular activities unconstitutional. A vast number of students participate in extracurricular activities. If the courts allow the special needs doctrine to apply to this population, it is only one small step to making all students subjected to urine drug testing. Consequently, despite the ills of a broad-based search, and the warnings of the Acton Court, the Fourth Amendment would have virtually no meaning or application to the schoolchildren of America.

This Comment suggests that the Court should be firm in its general rule that a warrant, or some level of suspicion, is required before a search can be conducted by the government. Unfortunately, the lower courts have misused the special needs doctrine and have validated invasive drug testing in many situations. The special needs doctrine by its very definition states that it should only be applied in situations where obtaining a warrant or requiring reasonable suspicion is "impracticable." The Court has added the additional requirement that the special need be substantial. The Supreme Court should give the lower courts a clear indication of exactly when the special needs doctrine is applicable.

The special needs doctrine should be reworked to state that

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229 See supra note 7.
231 See Dodson, supra note 15, at 282 (listing some of the situations in which courts have allowed drug testing programs); Smiley, supra note 11, at 828–30 (discussing some of the cases from the Seventh Circuit that have validated drug testing programs on the basis of the special needs doctrine).
232 See supra note 23 and accompanying text.
233 See supra notes 182–84 and accompanying text.
it would only apply to situations where the government interest is compelling and where the general public safety is substantially threatened by a well-documented and genuine danger. Furthermore, this danger should be one that would cause great harm to a large number of the population. This would preserve the special needs doctrine to situations such as nuclear power plants\textsuperscript{234} and airport safety checks.\textsuperscript{235} This new standard would oblige the Court to overturn the Acton decision, and quite possibly, the Von Raab and Skinner decisions as well.

**CONCLUSION**

The special needs doctrine is a limited exception to the requirement that the government obtain a warrant or demonstrate some level of suspicion before conducting a search. The Supreme Court has held that the government has a special need to mandate suspicionless drug testing of student athletes. The Earls decision wisely refused to extend the special needs doctrine to students participating in extracurricular activities. The Tenth Circuit, however, was too timid in its approach and should have announced a bright-line rule prohibiting a school district from adopting a urine drug testing program for students who participate in extracurricular activities as violative of the Constitution. Furthermore, the special needs doctrine needs to be restated so that it provides a more coherent guideline for the judicial system.


\textsuperscript{235} See United States v. Henry, 615 F.2d 1223, 1228–29 (9th Cir. 1980).