# **Archived Information**

# Safe and Drug-Free Schools and Communities Act State Grants for Drug and Violence Prevention Program

Nonregulatory Guidance for Implementing the SDFSCA Principles of Effectiveness



U.S. Department of Education
Office of Elementary and Secondary Education
Safe and Drug-Free Schools Program

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## Safe and Drug-Free Schools Principles of Effectiveness

Having safe and drug-free schools is one of our Nation's highest priorities. To ensure that recipients of Title IV funds use those funds in ways that preserve State and local flexibility but are most likely to reduce drug use and violence among youth, a recipient shall coordinate its SDFSCA funded programs with other available prevention efforts to maximize the impact of all the drug and violence prevention programs and resources available to its State, school district, or community, and shall --

- o Base its programs on a thorough assessment of objective data about the drug and violence problems in the schools and communities served. Each SDFSCA grant recipient shall conduct a thorough assessment of the nature and extent of youth drug use and violence problems. Grantees are encouraged to build on existing data collection efforts and examine available objective data from a variety of sources, including law enforcement and public health officials. Grantees are encouraged to assess the needs of all segments of the youth population. While information about the availability of relevant services in the community and schools is an important part of any needs assessment, and while grantees may wish to include data on adult drug use and violence problems, grantees shall, at a minimum, include in the needs assessment data on youth drug use and violence:
- With the assistance of a local or regional advisory council where required by the SDFSCA, establish a set of measurable goals and objectives and design its programs to meet those goals and objectives. Sections 4112 and 4115 of the SDFSCA require that grantees develop measurable goals and objectives for their programs. Grantees shall develop goals and objectives that focus on behavioral or attitudinal program outcomes, as well as on program implementation (sometimes called "process data"). While measures of implementation (such as the hours of instruction provided or number of teachers trained) are important, they are not sufficient to measure program outcomes. Grantees shall develop goals and objectives that permit them to determine the extent to which programs are effective in reducing or preventing drug use, violence, or disruptive behavior among youth;
- Design and implement its programs for youth based on research or evaluation that provides evidence that the programs used prevent or reduce drug use, violence, or disruptive behavior among youth. In designing and improving its youth programs, a grant recipient shall taking into consideration its needs assessment and measurable goals and objectives, select and implement programs for youth that have demonstrated effectiveness or promise of effectiveness, in preventing or reducing drug use, violence, or disruptive behavior, or other behaviors or attitudes demonstrated to be precursors to or predictors of drug use or violence. While the Secretary recognizes the importance of flexibility in addressing State and local needs, the Secretary believes that the implementation of

research-based programs will significantly enhance the effectiveness of programs supported with SDFSCA funds. In selecting effective programs most responsive to their needs, grantees are encouraged to review the breadth of available research and evaluation literature, and to replicate these programs in a manner consistent with their original design; and

Evaluate its programs periodically to assess its progress toward achieving its goals and objectives, and use its evaluation results to refine, improve, and strengthen its program, and to refine its goals and objectives as appropriate. Grant recipients shall assess their programs and use the information about program outcomes and fidelity of replication to re-evaluate existing program efforts. The Secretary recognizes that prevention programs may have a long implementation phase, may have long-term goals, and may include some objectives that are broadly focused. However, grantees shall not continue to use SDFSCA funds to implement programs that cannot demonstrate positive outcomes in terms of reducing or preventing drug use, violence, or disruptive behavior among youth, or other behaviors or attitudes demonstrated to be precursors to or predictors of drug use or violence. Grantees shall use their assessment results to determine whether programs need to be strengthened or improved, and whether program goals and objectives are reasonable or have already been met and should be revised. Consistent with Sections 4112 and 4115 of the SDFSCA, grant recipients shall report to the public on progress toward attaining measurable goals and objectives for drug and violence prevention.

#### Safe and Drug-Free Schools and Communities Act

### State Grants for Drug and Violence Prevention Guidance for Implementing Principles of Effectiveness

#### Introduction

The Safe and Drug-Free Schools and Communities Act (SDFSCA) State and Local Grants Program, authorized by the Elementary and Secondary Education Act (ESEA) (Title IV, Sections 4111-4116, 20 U.S.C. 7111-7116), is a central part of the Federal Government's effort to encourage the creation of safe, disciplined, and drug-free learning environments that will help all children meet challenging academic standards. The program provides support for school- and community-based programs to help our Nation's communities prevent alcohol and other drug use, as well as youth violence. Program funds support activities designed to lead to attainment of the seventh National Education Goal<sup>1</sup>, and address significant goals and objectives contained in the National Drug Control Strategy.

A primary aim of the 1994 reauthorization of the ESEA was to provide recipients of funds with expanded flexibility to design and implement programs that meet State and local needs and support education reform strategies. This increased flexibility must be matched by improved accountability for achieving measurable results. The revised statutory provisions of the SDFSCA State and Local Grants Program reflect this policy goal. Specifically, the reauthorization sought to increase accountability for program funds by requiring:

- o a local needs assessment using objective data;
- o establishment of measurable goals and objectives for SDFSCA programs at the State and local levels; and
- o the implementation of procedures to assess progress toward meeting these goals and objectives.

<sup>&</sup>lt;sup>1</sup>By the year 2000, every school in the United States will be free of drugs, violence, and the unauthorized presence of firearms and alcohol and will offer a disciplined environment conducive to learning.

The U.S. Department of Education (ED) has a responsibility to promote the most effective possible use these limited resources, which in many cases are the only funds available to local schools and communities to address their youth drug and violence problems. With the increased availability of information about promising and successful drug and violence prevention programs, State and local decisions about which prevention programs to implement should be guided by research on best practices. Furthermore, schools and community organizations that initiate programs designed to prevent youth drug use or violence, yet do not conduct a high-quality needs assessment or establish clear and objective measurable expectations about program outcomes, have difficulty determining whether their programs are successful.

As one of a series of activities designed to improve the quality of drug and violence prevention programming implemented with SDFSCA funds, ED has developed Safe and Drug-Free Schools (SDFS) Principles of Effectiveness. These principles, linked closely to the provisions of the SDFSCA, will provide a framework to help SDFSCA State and Local Grant funds recipients design, implement, and evaluate programs in order to use funds as efficiently and effectively as possible.

#### **Purpose of the Guidance Package**

The SDFS Principles of Effectiveness were published as a final rule in the *Federal Register*, June 1, 1998. A copy of the final Principles is included earlier in this guidance package.

This supplemental non-regulatory guidance is provided to highlight some important aspects of the SDFS Principles of Effectiveness and to interpret key issues that may be involved in implementing the Principles. State and local educational agencies and Governor's Program fund recipients may rely on this guidance in administering programs supported with SDFSCA State and Local Grants Program funds.

The SDFSCA and the applicable regulatory provisions found in the Education Department General Administrative Regulations remain in effect and continue to govern implementation of the SDFSCA State and Local Grants Program. ED officials, including the Inspector General, will consider State and local recipients that follow approaches contained in this guidance to be in compliance with the applicable Federal statute and regulations.

This guidance package uses the general term "program" to describe a prevention activity; this term is intended to encompass other related terms, including project, activity, and strategy.

# I. General Questions about the Principles

- Q1. What funds are subject to the requirements of the Principles?
- A1. All funds appropriated for the SDFSCA State and Local Grants Program are subject to the requirements of the Principles. Programs supported with SDFSCA State and Local Grants funds include the State and Local Educational Agency Program, the Governor's Program, and the SDFSCA Indian Youth Program, administered by the Bureau of Indian Affairs.
- Q2. Who must implement these Principles?
- A2. Entities that receive SDFSCA State and Local Grants Program funds, either through grants, sub-grants (in the case of local educational agencies in the State and Local Educational Agency Program), or contracts must comply with the Principles.
- Q3. What are State educational agency (SEA) responsibilities under the Principles?
- A3. SEAs will play a significant role in the successful implementation of the Principles. In addition to disseminating information and providing technical assistance and guidance about implementing the Principles to its local educational agencies (LEAs), an SEA must be certain that LEA applicants for SDFSCA State and Local Grants Program funds are implementing the Principles at the LEA level. SEA staff will need to examine needs assessment information, review goals and objectives, and determine if the programs proposed meet the standards established by the Principles, and may use a variety of processes and procedures to make these determinations, including applications or progress reports.
- Q4. What are SDFSCA Governor's Program responsibilities under the Principles?
- A4. Governor's Program responsibilities mirror those of the State educational agency staff for the State and Local Educational Agency Program. The entity administering the Governor's Program must adjust existing processes and procedures or develop new processes and procedures to make certain that grants and contracts awarded with SDFSCA State and Local Grants Program funds comply with the standards established by the Principles.
- Q5. What are the responsibilities of LEAs and other entities that receive SDFSCA State and Local Grants Program funds from a State educational agency or an agency administering the Governor's Program?

- A5. The Principles are likely to have the greatest impact at the subgrantee level (i.e. for local educational agencies or in community-based organizations that are administering programs supported with SDFSCA Governor's Program funds). LEAs and other entities receiving SDFSCA State and Local Grants Program funds from a State agency must re-examine their current efforts to be certain that they are consistent with each of the Principles. In some cases, this reexamination may result in the need to collect or analyze data, develop or modify measurable goals and objectives, determine whether existing efforts are based on research, and establish a mechanism for determining if program efforts are resulting in the desired outcomes as identified in the goals and objectives. Some entities may find that, because the Principles are tightly linked to existing SDFSCA requirements, their current program meets all the requirements of the Principles. Others may find that it is necessary to make changes in one or more areas in order to satisfy the requirements contained in the Principles.
- Q6. Are LEAs that participate in the SDFSCA State and Local Grants Program as part of a consortium subject to the requirements of the Principles?
- A6. All LEAs that receive SDFSCA State and Local Grants Program funds are subject to the requirements of the Principles, whether they receive their grant individually, or are part of a consortium.
- Q7. Are the services provided to nonpublic school teachers and students with SDFSCA State and Local Grants funds subject to the Principles?
- A7. SDFSCA State and Local Grants funds expended to provide services to nonpublic school teachers and students are subject to the Principles. However, it is the responsibility of the LEAs rather than the non-public schools within their boundaries to implement programs for nonpublic school teachers and students that are consistent with the Principles.
- Q8. Some SDFSCA grant funds are spent for salaries and other similar expenses. How are these kinds of expenditures affected by the Principles?
- A8. While SDFSCA grant funds may be expended for purposes such as salaries, benefits, or travel, these sorts of expenditures are usually made to support the implementation of particular activities, programs, or strategies. Recipients may use SDFSCA funds for these kinds of expenditures if the activities, programs, or strategies being implemented with them satisfy the requirements contained in the Principles.
- Q9. When must we implement the Principles?

- A9. The final rule promulgating the Principles takes effect on July 1, 1998, and applies to SDFSCA State and Local Grants Program funds obligated on or after that date.
- Q10. Can implementation of the Principles occur over time?
- A10. All SDFSCA State and Local Grants Program funds obligated by ED on or after July 1, 1998 must be spent in accordance with the Principles. ED realizes that recipients may face challenges in implementing the Principles initially, and believes that the Principles embody an on-going process that will lead to improving drug and violence prevention programming.
- Q11. Are funds carried over from Fiscal Year 1997 subject to the Principles?
- A11. Yes. The Principles apply to all SDFSCA State and Local Grants Program funds obligated on or after July 1, 1998.
- Q12. What will happen if recipients of SDFSCA State and Local Grants funds fail to implement the Principles?
- A12. ED believes that implementation of Principles is a very serious matter, and will develop an approach to monitoring and enforcement as it reviews how all affected parties are progressing with implementation of the Principles. ED's strategy will be comprehensive, encompassing collection of information about implementation, provision of technical assistance, and development of a continuum of actions to ensure implementation of the Principles.
- Q13. Are any additional funds available to help implement the Principles?
- A13. No additional appropriations are available specifically to support implementation of the Principles. The Principles are designed to provide a framework for entities that will support their efforts to make the most efficient and effective use of existing and future years' funds provided under the SDFSCA State and Local Grants Program.
- Q14. Where can affected entities get help in implementing the Principles?
- A14. The Resources section of this guidance package includes information about publications, WebSites, and organizations that can provide help in implementing the Principles. LEAs and Governor's Program recipients are strongly encouraged to work with their granting agency (e.g. their SEA or agency designated to administer the SDFSCA Governor's Program) on implementation of the Principles.

# **II. Principle One -- Needs Assessment**

Each recipient shall base its programs on a thorough assessment of objective data about the drug and violence problems in the schools and communities served.

Each SDFSCA grant recipient shall conduct a thorough assessment of the nature and extent of youth drug use and violence problems.

#### **Questions and Answers**

- Q15. What constitutes a "thorough" assessment? Who decides what data to include in the needs assessment process?
- A15. In order to preserve flexibility at the State and local level, ED will not prescribe elements or data sources that must be included in a needs assessment for it to be considered thorough. ED encourages recipients to assemble and analyze information that will help them develop a full understanding of:
  - o the nature and extent of the youth drug and violence problem in their area;
  - o existing efforts to prevent drug use and violence; and
  - o existing activities that help monitor success of prevention programs. For example, assembling and analyzing information might help a recipient understand what drugs are in use in the community, if drugs are widely used by youth in the community or only used by a small proportion of youth, whether drug use is intense or infrequent, and if drug use is occurring at school, in homes, or at other locations in the community. Based on this information and detailed knowledge about existing prevention efforts and their effectiveness, recipients should be able to establish high-priority targets for problems that currently are not being effectively addressed.
- Q16. What is meant by "objective" data?
- A16. "Objective" generally means not influenced by emotion, surmise, or personal opinion. This definition is consistent with ED's intent to have recipients use concrete information to assess problems and programs. While subjective information may play an important part in understanding implementation and other program issues, it is important for recipients to base decisions about programs, and the allocation of SDFSCA resources, on objective data that can form the basis for achieving consensus on activities and assessing real, measurable progress. Examples of objective data include information from records that details the number of referrals to law enforcement for bringing a firearm to school, or results from student surveys about the proportion of students engaged in binge drinking activities. In contrast, subjective data might include information collected in a focus group about teacher perceptions of safety, or student evaluations of a

- program that assess how much they enjoyed the lessons presented.
- Q17. Must all the data included in the needs assessment be objective?
- A17. Entities may want to include subjective as well as objective data in their needs assessment process in order to develop a thorough picture of the drug or violence problems in their schools or communities. Subjective data may provide important information about program implementation and other issues that will help entities complete the best possible needs assessment.
- Q18. Will a needs assessment that contains only "process" data meet the requirements of the Principles?
- A18. Because entities are to develop measurable goals and objectives for prevention programs that link to changes in student attitudes and behaviors, needs assessment information that focuses only on process and implementation issues (such as the number of teachers trained or the number of hours of instruction provided) will not provide sufficient support for the goal-setting or evaluation processes embodied in the Principles.
- Q19. How often must data be collected for the needs assessment?
- A19. Recipients must decide how frequently they need to collect data in order to produce a reliable and useful needs assessment. Recipients are in the best position to know how rapidly situations are changing in their communities and whether available data should still be included in a strong needs assessment process. Recipients are encouraged to balance the burden associated with data collection and analysis with the urgent need for implementation of programs that effectively prevent youth drug use and violent behavior.
- Q20. What if we want to focus our programs exclusively on violence prevention -- must our needs assessment include both drug use and violence?
- A20. Initial assessment efforts should include data about both problems. The decision to focus programs exclusively on violence, for example, should be one that is derived from the results of the needs assessment process, not one that precedes collection and analysis of information about the nature and extent of the problem in a particular school or neighborhood.
- Q21. If we do surveys to obtain information about drug use and violent behavior, do the Protection of Pupil Rights Amendment requirements apply to those surveys?

- A21. The Protection of Pupil Rights Amendment (PPRA) applies to surveys, analyses, or evaluations that (1) reveal information in several areas, including illegal, antisocial, self-incriminating, and demeaning behavior; and (2) are conducted using U.S. Department of Education funds. The Department of Education's Family Policy Compliance Office can provide detailed technical assistance about implementation of the PPRA; contact information for that office is provided in the Resources section of this guidance.
- Q22. Must the data used in the thorough assessment reflect information about drug use and violence problems in our schools and neighborhoods, or is State-level or national data sufficient?
- A22. To the extent possible, data used in the thorough needs assessment should be focused on the drug use and violence problems in your school or neighborhood. While State-level or national data may provide interesting benchmarks for comparison, analyses of existing data at those levels indicate that there are significant regional and other differences that are likely to affect significantly the development of local needs assessment information, measurable goals and objectives, and program selection decisions.
- Q23. Must data used in the needs assessment address problems faced only by youth, or will data about the community in general suffice?
- A23. While general community data may provide important contextual information that should be part of decision making about implementing prevention programs (e.g., community norms that support alcohol and other drug use), the more closely needs assessment information can be focused on the target population for programming, the more valuable it will be in helping to identify the problem, develop measurable goals and objectives, and select appropriate interventions.
- Q24. Must all the data used in the assessment process be gathered by the recipient?
- A24. Entities are encouraged to identify data collected by other programs or agencies that are available to be incorporated into a thorough needs assessment process. We strongly encourage collaborative efforts with other agencies that result in multiple uses of data.
- Q25. What should we do with data after they are collected?
- A25. Activities following data collection are the most important part of a needs assessment process. All too often entities indicate that, although a significant expenditure of effort and resources has been made in order to collect objective

information, little use is made of that information. Data collected (or gathered from other sources) should be made an integral part of a recipient's planning process. For example, analysis of various pieces of data about drug use might help identify:

- -- what drugs are used in the area
- -- whether drugs are used by many students or if their use is concentrated in a more limited segment of the population;
- -- whether particular drugs are used more prevalently by some student age groups;
- -- whether one area of the school or community is a particularly likely site for drug use;
- -- existing student attitudes about perceived risk of harmfulness of drug use; and
- -- what other prevention resources/activities are being implemented in the school or community.

Similar analysis can be conducted of data about violence. Answers to these and similar questions should help recipients understand and prioritize their needs, identify a specific problem for attention, and develop measurable goals related to that problem.

# III. Principle Two -- Measurable Goals

Each recipient shall, with the assistance of a local or regional advisory council (where required by the SDFSCA), establish a set of measurable goals and objectives and design its programs to meet those goals and objectives.

#### **Questions and Answers**

- Q26. What is a measurable goal?
- A26. A measurable goal is one that permits a quantitative assessment of progress. An example of a measurable goal that might be used by a school is: "To reduce the number of fights between students in the upcoming school year by one-half compared to the previous year." It will be easy to assess progress toward achieving this goal because it includes a quantifiable outcome [provided that baseline (or beginning) data exist and that a process is in place for counting fights during the school year.] Contrast this with a goal on a similar topic that isn't so easily measured: "To provide a safe learning environment during the upcoming school year." While the goal is a laudable one, it will be difficult to measure success in achieving progress unless quantifiable outcomes are specified. Recipients are encouraged to review the measurable goals established by ED for the SDFSCA State and Local Grants Program as well as those established by their State. (ED's goals are included with this guidance as Appendix B.)
- Q27. How many goals must we have?
- A27. An entity should establish the number of goals that it needs to reflect adequately the outcomes it hopes to achieve. A few, well-chosen goals are probably sufficient for most programs.
- Q28. How should goals be related to the results of our needs assessment?
- A28. Measurable goals should be directly related to the results of a needs assessment. An analysis of data collected as part of the needs assessment should help an entity focus its attention on the most problematic issue and develop goals that relate to improvement in that area.
- Q29. Must goals focus on "behavioral" or "attitudinal" program outcomes?
- A29. The Principles require that programs implemented with SDFSCA State and Local Grants funds are demonstrated to be effective in reducing youth drug use or violent behavior, or in changing attitudes that are predictors of or precursors to youth drug

- use or violent behavior. Recipients must include measurable goals that relate to behavior or attitude changes.
- Q30. May goals focus just on program implementation or process data?
- A30. While descriptive information about program implementation (e.g., information about number of hours of instruction) is an important part of efforts to replicate an effective program or to make sure that a newly designed intervention is being implemented as designed, goals that focus exclusively on those issues won't help a recipient determine if the programs and activities being implemented are making a difference in the behavior or attitudes of students being served. For example, it is not sufficient to set goals for how many students will be served by a program, but rather for the positive, measurable impact on the students that will be achieved.
- Q31. Must goals cover all students in all grades, or may they focus exclusively on a target population that is a subset of enrolled students?
- A31. Goals need not cover all enrolled students if programs being implemented aren't designed to affect all students.
- Q32. What if we don't have a local advisory council?
- A32. Section 4115(a)(2) of the SDFSCA requires that LEAs receiving SDFSCA funds select a local or substate regional advisory council to perform several functions, including assisting in development of the LEA application for SDFSCA funds, reviewing program evaluations, and advising the LEA on coordination with other related community activities. Recipients that are not covered by this provision are not required to establish a local advisory council; however, close collaboration and consultation with community-based or other prevention efforts is an important part of an effort to implement an effective drug or violence prevention activity.
- Q33. How often must measurable goals be established? May goals/objectives be established for multiple years?
- A33. Recipients must have goals in place during the entire project period as established by the SEA or Governor's designated entity. Behavior or attitude changes may take some time to occur, so recipients are encouraged to establish multiple-year goals in those areas. Recipients may establish some goals that cover multiple years and others that cover shorter periods, depending on the activity being implemented.
- Q34. Must we develop goals for both drug use and violence prevention if our SDFS

- program funds will be focused exclusively on one or the other?
- A34. Recipients need not develop goals for both drug use and violence prevention if the recipient has decided, based on a thorough needs assessment, to establish a priority for programs designed exclusively to prevent either drug use or violence.
- Q35. Who will review our goals and objectives? Must they be submitted for approval?
- A35. Goals established by LEAs will be reviewed and approved by SEAs; Governors' designated agencies will review and approve goals developed by entities that receive SDFS Governor's Program funds.
- Q36. If, as a result of implementing the Principles, our existing goals change, must we amend our SDFSCA application?
- A36. SEAs or agencies designated to administer the SDFSCA Governor's Program will provide guidance to recipients in their States about this issue. Some States may have already designed applications and progress reports that collect all necessary information; others may require additional information to be certain that they have on file necessary and current information to permit appropriate administration of the program.
- Q37. What are "program outcomes"?
- A37. Program outcomes are changes in youth behavior or attitudes that are related to drug use or violent behavior. While it may be important to establish goals for and to measure other variables or elements related to program implementation, program goals must include some goals that focus on changes in youth behavior or attitudes related to drug use or violent behavior.

# IV. Principle III -- Effective Programs

Each recipient shall design and implement its programs for youth based on research or evaluation that provides evidence that the programs used prevent or reduce drug use, violence, or disruptive behavior among youth.

This principle is designed to help grantees maximize the effectiveness of SDFSCA State and Local Grant funds. It requires recipients implementing <u>programs for youth</u> to select programs that have been demonstrated to be effective or have promise of being effective in:

- -- preventing or reducing drug use, violence, or disruptive behavior; or
- -- modifying behavior or attitudes demonstrated to be precursors to, or predictors of, drug use or violence.

The application of this principle for other programs, e.g., those that do not directly serve youth, is discussed later in this section.

Local flexibility to select and implement prevention programs has been a hallmark of the SDFSCA State and Local Grants Program. The Department of Education believes that implementation of these Principles will significantly improve the effectiveness of prevention programs supported with SDFSCA State and Local Grants funds, while maintaining a significant degree of local flexibility.

#### **Programs for Youth**

This Principle focuses primarily on <u>programs for youth</u> -- that is, programs implemented directly with students, including delivery of curriculum or skills-building lessons. When SDFSCA State and Local Grants funds are used to implement these programs, the program:

- -- <u>must have been demonstrated to be effective</u> in preventing or reducing drug use, violence, or disruptive behavior, or in modifying behaviors or attitudes demonstrated to be precursors to or predictors of drug use or violence; or
- -- <u>must show promise</u> in preventing or reducing drug use, violence, or disruptive behavior, or in modifying behaviors or attitudes demonstrated to be precursors to or predictors of drug use or violence.

#### **Effective Programs for Youth**

Recipients that use SDFSCA State and Local Grants Program funds to implement a youth program that has already been demonstrated to be effective in preventing or reducing drug use, violence, or disruptive behavior, or in modifying behaviors or attitudes demonstrated to be precursors to or predictors of drug use or violence, need not conduct evaluations of the effectiveness of that youth program. Recipients should take care to be certain that the program is implemented in a manner that faithfully replicates the effective program as it was originally conceptualized, implemented and tested.

While recipients that implement an already proven program are not required to demonstrate reduced drug use or violent behaviors or modified attitudes that are predictors of or precursors to drug use or violent behavior, they must consider the success of these programs **locally** as part of their response to Principle four. If drug use or violent behavior is not diminishing at the local program site, recipients should determine whether the proven program is being replicated with fidelity, and if so, whether a different intervention should be selected and implemented.

#### **Promising Programs for Youth**

In order to continue to provide SDFSCA recipients with flexibility in selecting programs and to permit the implementation of locally developed programs that may be effective but have not been rigorously evaluated, recipients may choose to implement programs that show <u>promise</u> of being effective. Recipients that choose this approach should carefully examine the program they plan to implement to determine if it holds promise of success. Does it share common components or elements with programs that have been demonstrated to be successful? Is the program clearly based on accepted research? Is there preliminary data or other information that suggest that the program shows promise of effectiveness?

If recipients decide to implement a promising program, at the end of no more than two years of implementation they must also be prepared to demonstrate to the entity providing their grant that the program has been effective in preventing or reducing drug use, violence, or disruptive behavior, or in modifying behaviors or attitudes demonstrated to be precursors to or predictors of drug use or violence. At the end of

the two-year period, recipients that cannot meet this test must select another program for implementation.

#### **Programs Not Directly Serving Youth**

Recipients may chose to adopt programs that do not directly serve youth as part of their effort to prevent youth drug use and violence. For example, the objective needs assessment may suggest that recipients implement parent training or staff development activities.

If recipients choose one of these programs that do not directly serve youth, they must still meet the requirements embodied in the SDFSCA and the Principles. While recipients implementing programs that do not directly serve youth may not be able to select interventions that have already demonstrated reductions in drug use or violent behavior or modification of attitudes that are precursors to or predictors of drug use or violent behavior, they should keep in mind the philosophy of the Principles as they select and implement these programs.

Recipients should examine available evaluation data about the proposed intervention, as well as other relevant research, including information about best practices in the field. Recipients should also identify youth-related measures of effectiveness that will assist in assessing the success of these programs that do not directly serve youth programs. For example, a recipient selecting and implementing a staff development program should consider whether its structure is consistent with identified best practices in the area of professional development. Entities selecting a parent training program should determine whether a program can provide data about how family management practices have changed as a result of the training effort.

While programs that do not directly serve youth are not required to demonstrate reduced youth drug use or violent behavior or modified attitudes that are predictors of or precursors to drug use or violent behavior, recipients must consider the success of these programs as part of their response to Principle four relating to program evaluation. If drug use or violent behavior is not diminishing, recipients should modify their programs as warranted. The need for programs that do not directly serve youth should also be established by the needs assessment and goals related to expected outcomes from implementation of the these kinds of programs should be established.

#### **Questions and Answers**

- Q38. How should our needs assessment and established goals relate to the programs we're implementing with SDFSCA funds?
- A38. They should relate closely. The programs selected for implementation should address issues identified in the needs assessment process as most problematic and should clearly contribute to achieving the established measurable goals and objectives. The Principles, when implemented as a unit, provide a framework that will help recipients use their SDFSCA grant funds in a manner that is most likely to address priority problems with practices identified as effective.
- Q39. How can I find research-based programs?
- A39. The Resources section in this guidance is available to help recipients begin to select programs that are research based; that section also includes information about available technical assistance resources. The provisions of the Department of Education Organization Act and the General Education Provisions Act prohibit ED from exercising any direction, supervision, or control over the curriculum or program of instruction of any school or school system. Because of these prohibitions, ED will not require or endorse the adoption of any particular curriculum.
- Q40. What if I can't find a program that seems to address my identified needs or goals?
- A40. Recipients may develop a program that responds to their identified needs or measurable goals; however, recipients that choose this approach should take care to ensure that the program is consistent with established best practices in the field and builds on the available research base. These recipients must also put in place a process for determining if the program meets the standards established by the Principles for youth programs or for programs not directly serving youth.
- Q41. Does this Principle apply only to newly selected programs or does it apply also to programs we're already implementing?
- A41. All programs (existing programs and newly selected) that are supported with SDFSCA State and Local Grants Program funds obligated on or after July 1, 1998 must be implemented in a manner consistent with the Principles; they must be consistent with identified needs, directly address established measurable goals, be research-based (or promising), and be assessed periodically to determine if progress is being made.

- Q42. Must we implement research-based programs as they were originally conceptualized and evaluated by the programs' creators?
- A42. Yes. Research-based programs should be implemented consistent with the manner in which they were implemented when they were demonstrated to be effective by the programs' creators. If recipients make significant modifications in a program that has been demonstrated to be effective in its original form, they should not expect to replicate the results shown in initial evaluations.
- Q43. May we make minor modifications in research-based programs?
- A43. Some minor modifications to adapt programs to local needs or circumstances may be acceptable. Recipients should modify evaluated programs with caution, taking care not to change important elements, including duration and intensity of the intervention, instructional/pedagogical approach, instructional responsibility (e.g., teacher-lead, peer-lead), materials, or training protocols.
- Q44. May we mix and match elements from several research-based programs?
- A44. Recipients that choose elements from several research-based programs are not implementing a program that has been demonstrated to reduce youth drug use or violence behavior; instead, they are creating a new, possibly promising program, that would be subject to requirements for such programs, including assessment of program outcomes including behavior or attitude changes.
- Q45. May we re-design a research-based program without having to demonstrate that it is effective?
- A45. While minor modifications to research-based programs may be acceptable, a redesigned program would be subject to the requirements for promising programs.
- Q46. We believe that our existing program is effective, but have no evaluation data to demonstrate that conclusion. Must we select another program?
- A46. Recipients need not select another program as long at they can demonstrate that the program meets the standards of "promising" established by the Principles and, within two years, demonstrate that their "promising" program for youth meets the standards of "effective" described earlier in this section.
- Q47. Who will review our program choices?
- A47. Generally, SEAs will review the program choices proposed for funding from the

- SEA SDFSCA State and Local Grants allocation, and the SDFSCA Governor's Program designees will review program choices proposed for funding from the Governor's Program State Grants allocation.
- Q48. May a State establish a list of youth programs found to be effective to support program planning by SDFSCA State and Local Grants Program recipients in their State?
- A48. As part of its effort to provide technical assistance to SDFSCA State and Local Grants Program recipients, a State may develop a list of programs that it believes meets the requirements for an effective youth program. In using such a list as part of its efforts to select a program, a recipient should also carefully consider the results of its needs assessment and established goals. States must also provide flexibility and time to permit SDFSCA State and Local Grants funds recipients to demonstrate that additional, existing programs can meet the standard established for an effective youth program. States must inform recipients of the deadline for demonstrating effectiveness, and specify what criteria they will use to determine if a recipient has successfully demonstrated that a youth program has been effective in changing behaviors or attitudes as detailed in the description of effective youth programs.
- Q49. Must each element of our program be research-based and effective?
- A49. Recipients that implement "youth programs" must meet the standard for those programs discussed earlier in this section; recipients that implement programs that do not directly serve youth should observe the caveats about implementing those programs contained in the general discussion for this principle.
- Q50. How can an LEA structure a program that is both comprehensive and research-based?

- A50. Section 4116(a) of the SDFSCA requires that funds awarded to LEAs be used to support a comprehensive drug and violence prevention program. LEAs are not required to implement a comprehensive drug and violence prevention program using only SDFSCA funds; instead, they must use SDFSCA funds within the context of a comprehensive plan for drug and violence prevention. The Principles require that all SDFSCA-funded programs for youth be research-based.
- Q51. Can LEAs continue to use SDFSCA State and Local Grants Program funds for security activities, including hiring security personnel or installing security devices?
- A51. LEAs may continue to use SDFSCA State and Local Grants Program funds for these purposes. LEAs should implement these activities in a manner consistent with that described above for programs that do not directly serve youth; the Principles do not affect the SDFSCA requirement establishing a cap on spending for these kinds of activities. Implementation of security activities is subject to the requirements established in the other Principles.
- Q52. May recipients continue to use SDFSCA State and Local Grants Program funds to support drug testing?
- A52. Recipients may use SDFSCA State and Local Grants Program funds for drug testing; for the purposes of implementing the Principles, drug testing programs are considered to be programs that do not directly serve youth. Recipients that wish to use SDFSCA funds to support drug testing need to make certain that they meet the standards established in this guidance for implementing programs not directly serving youth; they should also be certain that they consult legal counsel about the many potentially contentious issues associated with a drug testing program prior to implementation. Implementation of drug testing programs is subject to the requirements of the other Principles.

# V. Principle IV -- Evaluation and Feedback

Each recipient shall evaluate its programs periodically to assess its progress toward achieving its goals and objectives, and use its evaluation results to refine, improve, and strengthen its program, and to refine its goals and objectives as appropriate.

#### **Questions and Answers**

- Q53. What does "evaluate" mean?
- A53. Evaluation is the systematic collection and analysis of data needed to make decisions. Periodically, recipients will need to examine the programs being implemented to determine if they are meeting established measurable goals and objectives. The nature and extent of such evaluation activities will vary, and should be selected after considering the methods that are appropriate and feasible to measure success of a particular intervention. Evaluation activities may also vary in order to accommodate the standards established in this guidance for youth programs, programs not directly serving youth, and promising programs. (See Section IV -- Research-Based Programs).
- Q54. How often is "periodically"?
- A54. Recipients, in the context of any requirements that may be established by SEAs or agencies designated to administer SDFSCA Governor's Program funds, must determine how often they need to re-examine their progress toward meeting established measurable goals.
- Q55. Must evaluation efforts include a control group?
- A55. No, recipients are not required to establish a control group.
- Q56. How do the results of work done to implement the first three Principles relate to the fourth Principle?
- A56. The Principles can be thought of as a circular process, beginning with needs assessment. Each step should build on the results from the prior step and use that information to develop plans for implementing the next step in this circular process. After assessing needs, deciding on goals, and implementing a program, the fourth Principle requires recipients to determine how successful their activities have been in meeting established goals, and to use that evaluation information as part of a continuing improvement process. In practice, the process won't be as

simple as this description; information may flow back and forth from various steps in the process. The important point to remember in implementing the Principles is that they are intended to provide a planning framework that brings together the important elements that can help entities implement more effective prevention programs.

- Q57. How often, and to whom, must recipients submit reports?
- A57. The SDFSCA requires that recipients periodically report to the public on their progress toward meeting measurable goals. Recipients are also required to provide information about such progress to their SEA or an agency designated to administer the SDFSCA Governor's Program; these State agencies should advise recipients about frequency and format for such reports.
- Q58. If a review of the success of our program results in a need to modify our goals and objectives, or make other changes in materials on file with the SEA or the agency designated to administer the SDFSCA Governor's Program, how should we proceed?
- A58. SEAs or agencies designated to administer the SDFSCA Governor's Program will provide guidance to recipients in their States about when modifications may be required and how they should be submitted so that SEAs or agencies designated to administer the SDFSCA Governor's Program can be certain that they have on file necessary and current information to permit appropriate administration of the program.
- Q59. When must a program that can't demonstrate reduced drug use or violent behavior or modified attitudes be terminated?
- A59. "Promising programs" that have been unable to demonstrate that they reduce drug use or violent behavior or modify attitudes that are predictors of or precursors to drug use or violent behavior should be terminated after two years of implementation.

# Appendix A. Resources

Additional information about topics related to implementation of the SDFSCA Principles of Effectiveness, as well as technical assistance, is available from ED and other sources. We are anxious to expand this list of helpful resources, and welcome ideas about material that should be included here. We encourage you to use the following resources to supplement this guidance:

#### ED Offices

Safe and Drug-Free Schools Program

U.S. Department of Education

600 Independence Avenue, SW

The Portals Building, Room 604

Washington, DC 20202-6123

Phone: (202) 260-3954 Facsimile: (202) 260-7767

Website: www.ed.gov/offices/OESE/SDFS

The Safe and Drug-Free Schools Program staff provides information about administration of the SDFSCA, including the Principles of Effectiveness.

Family Policy Compliance Office

U.S. Department of Education

600 Independence Avenue, SW

Washington, DC 20202-2590

Phone: (202) 260-3887 E-mail: FERPA@ED.Gov Facsimile: (202) 260-9001 PPRA@ED.Gov

Website: www.ed.gov/offices/OM/fpco.html

The Family Policy Compliance Office provides information concerning the Family Educational Rights and Privacy Act (FERPA) and the Protection of Pupil Rights Amendment (PPRA). Questions concerning administration of student surveys and confidentiality of educational records should be addressed to this office.

#### Comprehensive Technical Assistance Centers

Authorized by Title XIII of the ESEA, these comprehensive technical assistance centers provide comprehensive training and technical assistance to related to administration and implementation of programs authorized under the ESEA, including the Safe and Drug-Free Schools Program.

**Region I**: Connecticut, Maine, Massachusetts, New Hampshire, Rhode Island and Vermont

Wende Allen, Director

Education Development Center Inc.

55 Chapel Street

Newton, Massachusetts 02158-1060 Fax: (617) 965-6325 Telephone: (800) 332-0226 E-mail: wendea@edc.org

Website: www.edc.org/NECAC/

**Region II**: New York State

Dr. LaMar P. Miller, Executive Director New York Technical Assistance Center

New York University

82 Washington Square East, Suite 72

New York, New York 10003 Fax: (212) 995-4199 Telephone: (212) 998-5100 E-mail: millrla@is2nyu.edu

Website: www.nyu.edu/education/metrocenter/nytac

Region III: Delaware, Maryland, New Jersey, Ohio, Pennsylvania, and

Washington, D.C.

Dr. Charlene Rivera, Director George Washington University Center for Equity and Excellence in Education 1730 North Lynn Street, Suite 401

Arlington, Virginia 22209 Fax: (703) 528-5973 Telephone: (703) 528-3588 E-mail: crivera@gwis2.circ.gwu.edu

Website: www.ceee.gwu.edu/

Region IV: Kentucky, North Carolina, South Carolina, Tennessee, Virginia,

West Virginia

Dr. Pamela Buckley, Director

Appalachia Educational Laboratory, Inc.

1700 N. Moore St., Suite 1275

Arlington, VA 22209 Fax: (703) 276-0266 Telephone: (703) 276-0200 E-mail: buckleyp@ael.org

Website: www.ael.org/ctac

Region V: Alabama, Arkansas, Georgia, Louisiana and Mississippi

Dr. Hai Tran, Director

Southwest Educational Development Laboratory

3330 Causeway Boulevard, Suite 430

Metairie, Louisiana 70002-3573 Fax: (504) 831-5242

Telephone: (504) 838-6861 E-mail: htran@sedl.org

Website: www.sedl.org/secac

Region VI: Iowa, Michigan, Minnesota, North Dakota, South Dakota, and

Wisconsin

Dr. Walter G. Secada, Director

University of Wisconsin

1025 West Johnson Street

Madison, Wisconsin 53706 Fax: (608) 263-3733 Telephone: (608) 263-4220 E-mail: wgsecada@facstaff.wisc.edu

Website: www.wcer.wisc.edu/ccvi

Region VII: Illinois, Indiana, Kansas, Missouri, Nebraska and Oklahoma

Dr. Belinda Biscoe, Director

University of Oklahoma

555 Constitution Street, Suite 128

Norman, Oklahoma 73037-7820 Fax: (405) 325-1824 Telephone: (405) 325-1729 E-mail: bpbiscoe@ou.edu

Website: tel.occe.ou.edu/comp/comp.html

Region VIII: Texas

Dr. Maria Robledo Montecel, Executive Director

Dr. Albert Cortez, Site Director

Intercultural Development Research Association

STAR Center

5835 Callaghan Road, Suite 350

San Antonio, Texas 78228-1190 Fax: (210) 684-5389
Telephone: (210) 684-8180 E-mail: cmontecl@idra.org
Website: www.starcenter.org acortez@idra.org

**Region IX**: Arizona, Colorado, New Mexico, Nevada and Utah

Dr. Paul E. Martinez, Director

New Mexico Highlands University

1700 Grand Court, Suite 101

Rio Rancho, New Mexico 87124 Fax: (505) 891-5744

Telephone: (505) 891-61111 E-Mail: pmartinez@cesdp.nmhu.edu

Website: www.cesdp.nmhu.edu

**Region X**: Idaho, Montana, Oregon, Washington and Wyoming

Dr. Ethel Simon-McWilliams, Executive Director

Mr. Carlos Sundermann, Director

Northwest Regional Educational Laboratory

101 Southwest Main Street, Suite 500

Portland, Oregon 97204 Fax: (503) 275-9625 Telephone: (503) 275-9479 E-mail: simone@nwrel.org

Website: www.nwrac.org sundermc@nwrel.org

**Region XI**: Northern California

Dr. Beverly Farr, Director

WestEd

730 Harrison Street

San Francisco, California 94107-1242 Fax: (415) 565-3012

Telephone: (415) 565-3009 E-mail: bfarr@wested.org

Website: www.wested.org

**Region XII**: Southern California

Dr. Henry Mothner, Director

Los Angeles County Office of Education

9300 Imperial Highway

Downey, California 90242-2890 Fax: (562) 940-1798

Telephone: (562) 922-6343 E-mail: mothner\_henry@lacoe.edu

Website: sccac.lacoe.edu

**Region XIII**: Alaska

JoAnn Henderson, Executive Director South East Regional Resource Center 210 Ferry Way, Suite 200

Juneau, Alaska 99801 Fax: (907) 463-3811 Telephone: (907) 586-6806 E-mail: joannh@akrac.k12.ak.us

Website: www.akrac.k12.ak.us

**Region XIV**: Florida, Puerto Rico and Virgin Islands

Dr. Trudy Hensley, Director Educational Testing Service 1979 Lake Side Parkway, Suite 400

Tucker, Georgia 30084 Fax: (770) 723-7436 Telephone: (800) 241-3865 E-mail: thensley@ets.org

Website: www.ets.org/ccxiv/index.html

Region XV: American Samoa, Federated States of Micronesia, Commonwealth of the Northern

Mariana Islands, Guam, Hawaii, Republic of the Marshall Islands and the Republic

of Palau

Ms. Hilda Heine, Director

Pacific Resources for Education and Learning

828 Fort Street Mall, Suite 500

Honolulu, Hawaii 96813-4321 Fax: (808) 533-7599

Telephone: (808) 533-6000 E-mail: barlowt@prel.hawaii.edu

Website: www.prel.hawaii.edu

#### **Publications**

<u>Understanding Evaluation: The Way to Better Prevention Programs</u>, published by ED, provides introductory information about evaluating drug prevention programs. This publication, and other printed material about creating safe and drug-free learning environments, is available from the Safe and Drug-Free Schools Program (see listing earlier in Resources).

Prevention Plus III: Assessing Alcohol and Other Drug Prevention Programs at the School and Community Level. A Four-Step Guide to Useful Program Assessment, published by OSAP, provides program evaluation worksheets tailored to meet the needs of school and community personnel who want to assess their own programs. Many of the assessment concepts are not new but are essentials of program assessment and program evaluation. Available from the National Clearinghouse for Alcohol and Drug Information at (800) 729-6686.

Helping Communities Fight Crime: Comprehensive Planning Techniques, Models, Programs and Resources, provides a catalog to help communities find and use the tools they need to develop, implement and sustain effective crime and violence prevention efforts. This publication and other information is from the National Criminal Justice Reference Service at (800) 851-3428.

Preventing Drug Use Among Children and Adolescents: A Research-Based Guide, published by NIDA, is designed to provide important research-based concepts and information to further efforts to develop and carry out effective drug abuse prevention programs. Available from the National Clearinghouse for Alcohol and Drug Information at (800) 729-6686.

<u>Demonstrating Your Program's Worth: A Primer on Evaluation for Programs To Prevent Unintentional Injury</u>, shows managers how to demonstrate the value of their programs to the public, peers, funding agencies, and to the people they serve. Available by contacting the Center for Disease Control and Prevention, National Center for Injury Prevention and Control, Division of Violence Prevention, MS-K60, 4770 Buford Highway, NE, Atlanta, Georgia 30343-3724.

#### Websites and Other Resources

Safe and Drug-Free Schools Program U.S. Department of Education http://www.ed.gov/offices/OESE/SDFS

This site provides focuses on drug and violence prevention activities at the U.S. Department of Education, including information on upcoming activities, budget updates, and grant opportunities. Information about obtaining publications is also provided, and some publications can be downloaded from the site.

National Center for Educational Statistics http://www.nces.ed.gov

Recent reports <u>Violence and Discipline Problems in U.S. Public Schools: 1996-97</u> (data about the frequency, seriousness, and incidence of violence in elementary and secondary schools) and <u>Student's Reports of School Crime: 1989 and 1995</u> (data about changes between 1989 and 1995 in student victimization at school) are available at this website.

National Clearinghouse for Alcohol and Drug Information (NCADI) PO Box 2345
Rockville, MD 20747-2345
(800) 729-6686
http://www.health.org
e-mail: sysop@prevline.health.org

This site maintains an extensive database of research studies and reports, including a database of prevention materials.

Centers for Disease Control and Prevention http://www.cdc.gov

This site offers many publications related to prevention, including health statistics.

Centers for Disease Control and Prevention Division of Adolescent and School Health (770) 488-3259 http://www.cdc.gov/nccdphp/dash/yrbs/ov.htm

This site provides information from the Youth Risk Behavior Survey (YRBS), conducted by CDC in cooperation with many States. The YRBS collects information about a core set of high-risk youth health behaviors, including drug use and violence.

National Criminal Justice Reference Service (800) 851-3420 http://www.ncjrs.org

This site provides publications prepared by the President's Crime Prevention Council as well as other information related to youth crime and violence.

Partnerships Against Violence Network (PAVNET) (301) 504-5462 http://pavnet.org

This site contains online resources about violence and youth-at-risk, representing data from seven different Federal agencies.

National Institute on Alcohol Abuse and Alcoholism Division of Clinical and Prevention Research Prevention Research Branch 600 Executive Boulevard Rockville, Maryland 20892 (301) 443-1677 http://www.niaaa.nih.gov

NIAAA supports and conducts biomedical and behavioral research on the causes, consequences, treatment, and prevention of alcoholism and alcohol-related problems.

Office for Civil Rights U.S. Department of Education http://www.ed.gov/offices/OCR

The OCR provides support services to our regional offices by developing regulations, guidelines, legal standards, and policies pertaining to civil rights compliance; offering administrative and operational support; providing analysis of civil rights surveys and statistical information on civil rights matters; undertaking enforcement actions when compliance cannot be achieved through negotiation; and directing litigation of cases in administrative hearings.

National Institute on Drug Abuse National Institutes of Health http://www.nida.nih.gov/

NIDA's mission is to lead the Nation in bringing the power of science to bear on drug abuse and addiction. This charge has two critical components: The first is the strategic support and conduct of research across a broad range of disciplines. The second is to ensure the rapid and effective dissemination and use of the results of that research to significantly improve drug abuse and addiction prevention, treatment, and policy.

National Institute on the Education of At-Risk Students Office of Educational Research and Improvement U.S. Department of Education http://www.ed.gov/offices/OERI/At-Risk/

The At-Risk Institute supports a range of research and development activities designed to improve the education of students at risk of educational failure because of limited English proficiency, poverty, race, geographic location, or economic disadvantage.

National Education Goals Panel

http://www.negp.gov

An independent executive branch agency of the federal government charged with monitoring national and state progress toward the National Education Goals.

Office of Educational Research and Improvement U.S. Department of Education E-mail: askeric@askeric.org http://ericir.syr.edu/Virtual

Eric Clearinghouse/Ask ERIC - Promising Practices

ERIC is the Educational Resources Information Center, a federally-funded national information system that provides, through its 16 subject-specific clearinghouses, associated adjunct clearinghouses, and support components, a variety of services and products on a broad range of education-related issues. AskERIC is a personalized Internet-based service providing education information to teachers, librarians, counselors, administrators, parents, and others throughout the United States and the World.

# Appendix B.

**Program Performance Plan for Safe and Drug-Free Schools Program**