

DEPARTMENT OF EDUCATION



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Office of Safe and Drug-Free Schools

Resource Summary

	<i>Budget Authority (in Millions)</i>		
	FY 2007 Final	FY 2008 Enacted	FY 2009 Request
Drug Resources by Function			
Prevention	495.022	431.565	218.139
Total Drug Resources by Function	\$495.022	\$431.565	\$218.139
Drug Resources by Decision Unit			
Safe and Drug Free Schools and Communities			
National Programs	148.522	136.806	118.139
<i>Researched-Based Grants to LEAs (non-add)</i>	<i>0.000</i>	<i>0.000</i>	<i>10.000</i>
<i>Safe Schools/Healthy Students (non-add)</i>	<i>79.200</i>	<i>77.816</i>	<i>77.816</i>
<i>Student Drug Testing (non-add)</i>	<i>11.752</i>	<i>10.639</i>	<i>11.813</i>
State Grants Program	346.500	294.759	100.000
Total Drug Resources by Decision Unit	\$495.022	\$431.565	\$218.139
Drug Resources Personnel Summary			
Total FTEs (direct only)	–	–	–
Drug Resources as a Percent of Budget			
Total Agency Budget (in billions)	\$57.5	\$58.6	\$59.2
Drug Resources Percentage	0.86%	0.74%	0.37%

Program Summary

Mission

The Department of Education (Education) administers programs to help ensure that all students can meet challenging standards and to improve elementary and secondary education; special education and early intervention programs for children with disabilities; English language acquisition for limited English proficient and immigrant children; career, technical, and adult education; and higher education. In addition, Education carries out research, data collection, and civil rights enforcement activities. The programs funded under the Safe and Drug Free Schools and Communities (SDFSC) Act comprise the only Education operations included in the drug control budget.

The SDFSC program provides funding for research-based approaches to drug and violence prevention that promote the health and well being of students in elementary and secondary schools and in Institutions of Higher Education (IHE). The program supports the prevention mission of the *National Drug Control Strategy*, which is to stop drug use before it starts. Under the SDFSC Act, funds may be appropriated directly for State Grants and for National Programs.

Budget

In FY 2009, Education requests \$218.139 million for drug control activities, which is a decrease of \$213.426 million from the FY 2008 level. The budget supports important Administration priorities, including the Student Drug Testing program and research-based prevention programs. Key Education programs are highlighted below.

National Programs

**Total FY 2009 Request: \$118.1 million
(Includes –\$18.7 million in program changes)**

SDFSC National Programs funds a variety of drug and violence prevention activities, primarily through grants to local educational agencies (LEAs), to help promote safe and Drug Free learning environments for students. Examples include: drug prevention or school safety programs that are informed by scientifically based research or that use such research to demonstrate their effectiveness; comprehensive, community-wide “Safe Schools/Healthy Students” drug and violence prevention projects; and school-based drug testing for students. These are explained more fully below. SDFSC National Programs also authorizes (1) mentoring programs; (2) Project SERV (School Emergency Response to Violence), a crisis response program that provides education-related services to LEAs and IHEs in which the learning environment has been disrupted due to a violent or traumatic crisis; and (3) school emergency preparedness initiatives. However, since these programs have no clear drug control nexus, funds for these three activities are not included in the drug control budget.

The SDFSC National Programs is authorized by the Elementary and Secondary Education Act of 1965 and is, therefore, subject to reauthorization this year. The Administration has proposed to reauthorize and consolidate SDFSC National Programs into a single, flexible discretionary program focused on four areas: (1) emergency management planning; (2) preventing violence and drug use; (3) school culture and climate, including character education; and, (4) other needs related to improving students’ learning environment. Under the reauthorized program, grantees would be required to implement interventions that reflect scientifically-based research.

Research-Based Grants to Local Educational Agencies

**FY 2009 Request: \$10.0 million
(Includes +\$10.0 million in program changes)**

The FY 2009 request for SDFSC National Programs includes \$10.0 million to support a new research-based grant assistance program to LEAs. With these funds, LEAs will be required either to carry out one or more drug or violence prevention programs, practices, or interventions that rigorous evaluation has demonstrated to be effective, or to carry out a rigorous evaluation of a promising program, practice, or intervention, thereby increasing the knowledge base of what works in the field. In making awards, Education will ensure the equitable distribution of grants among urban, suburban, and rural LEAs.

FY 2009 Program Changes (+10.0 million)

The President’s Budget proposes an increase of \$10.0 million to launch this program. The amount requested will support an estimated 28 grant awards.

Safe Schools/Healthy Students

**FY 2009 Request: \$77.8 million
(Includes \$0 million in program changes)**

The FY 2008 resources of \$77.8 million will allow the Safe Schools/Healthy Students program to continue to support LEAs and communities that develop and implement a comprehensive set of programs and services designed to prevent youth drug use and violence, support early childhood development activities, and provide student mental health services. The initiative also requires that major community systems serving students—schools, law enforcement, juvenile justice, and the local public mental health authority—work collaboratively to use data to assess needs and provide programs and services.

This initiative is administered jointly by the Departments of Education and Justice, and the Substance Abuse and Mental Health Services Administration at the Department of Health and Human Services. In FY 2007, these three agencies implemented significant changes to improve the operation of this initiative. Most significant among these changes was strengthening the grant application requirements to ensure that applicants not only can demonstrate the commitment of required partners (LEA, local law enforcement, juvenile justice agencies,

and the local public mental health authority) to support the project if it receives funding, but also to demonstrate a preexisting partnership among these entities on issues of school safety, drug and violence prevention, and/or healthy childhood development. Applications are now required to include a “logic model” that reflects, by project element, needs, gaps, goals, objectives, performance indicators, partnered roles, and proposed activities, curricula, and programs. The project period of the grants has been increased from 3 to 4 years to give grantees more time to accomplish their stated goals and objectives

FY 2009 Program Changes (none)

The President’s Budget does not propose any changes for this program.

Student Drug Testing**FY 2009 Request: \$11.8 million****(Includes +\$1.2 million in program changes)**

Supporting the implementation of successful student drug testing programs in schools is an important step in helping the Nation’s students remain healthy and ready to learn. An important aspect of Education’s leadership in this area is assisting schools in developing programs that are responsive to local needs. With FY 2008 resources of \$1 million the Department will establish a Student Drug Testing Institute whose mission will be to help schools develop, implement, and evaluate student drug testing programs that exist as part of a broader prevention framework. The Institute will also provide training, technical assistance, information on data collection and evaluation methods, and outreach to school districts in carrying out such programs.

Additional FY 2008 resources of \$8.5 million will support Education in providing grants to LEAs and public and private entities to develop, implement, or expand school-based drug testing programs for students, and \$1.1 million will support a national impact evaluation

of random mandatory drug testing programs. The drug testing funded by these grants must be part of a comprehensive drug prevention program in the schools served and must provide for the referral to treatment or counseling of students identified as drug users. The projects must also be consistent with recent Supreme Court decisions regarding student drug testing and ensure the confidentiality of testing results.

FY 2009 Program Changes (+\$1.2 million)

The President’s Budget proposes an increase of \$1.2 million for this program to fully fund all student drug testing continuation costs, including an estimated 61 grant awards; the national impact evaluation; and the Student Drug Testing Institute.

Other Activities**FY 2009 Request: \$18.5 million****(Includes -\$29.8 million in program changes)**

FY 2008 funding of \$48.3 million includes: \$6.0 million in financial and technical assistance to IHEs for drug prevention and campus safety programs; \$32.4 million for Alcohol Abuse Reduction activities designed to implement research-based alcohol abuse prevention programs in secondary schools; and \$9.9 million for other activities that support and improve drug and violence prevention efforts, such as evaluation, data collection and analysis, development and dissemination of materials and information, and other forms of technical assistance.

FY 2009 Program Changes (-\$29.8 million)

The Budget proposes to eliminate the Alcohol Abuse Reduction program. Resources for institutions of higher education drug prevention and campus safety programs for students attending such institutions are maintained.

State Grant Programs

Total FY 2009 Request: \$100 million (Includes -\$194.8 million in program changes)

Under current law, State Grants program funds are allocated by formula to states and territories, half on the basis of school-aged population and half on the basis of each state's share of the prior-year's federal funding for "Concentration Grants to LEAs for improving the academic achievement of disadvantaged students" under section 1124A of Title I of the Elementary and Secondary Education Act (ESEA). Generally, Governors receive 20 percent and State Educational Agencies (SEAs) 80 percent of each state's allocation. Governors may use funds to award competitive grants and contracts to LEAs, community-based organizations, and other public and private organizations for activities to provide safe, orderly, and Drug Free schools and communities through programs and activities that complement and support activities of LEAs. SEAs are required to subgrant at least 93 percent of allocations to LEAs – subgrants are based 60 percent on LEA shares of prior-year funding under Part A, of Title I of the ESEA and 40 percent on enrollment. LEAs may use SDFSC State Grants funds for a variety of activities that seek to prevent or reduce violence and delinquency and the use, possession, and distribution of illegal drugs in schools.

The FY 2008 resources of \$294.8 million will support formula grants to SEAs and Governors, SEA subgrants to LEAs, and Governor's award recipients under the current program structure.

FY 2009 Program Changes (-\$194.8 million)

The SDFSC State Grants program is authorized by the Elementary and Secondary Education Act of 1965 and is, therefore, subject to reauthorization this year. As part of No Child Left Behind reauthorization, the Administration is proposing to restructure significantly the SDFSC State Grants program. The Administration requests \$100.0 million in FY 2009 for the restructured program. Under the reauthorized program, the Department would allocate SDFSC State Grants funds by formula to SEAs. SEAs would use the funds to provide school districts with training, technical assistance, and information regarding effective models and strategies to create safe, healthy and secure schools that, to the extent

possible, reflect scientifically based research, along with a limited number of sub-grants to high-need districts.

A key difference between the program as proposed for reauthorization and the current program is that the reauthorized program would focus on building state capacity to assist school districts in creating safe, Drug Free schools, and secure school environments. While states would be authorized to make subgrants to high-need LEAs and other entities, there would be no within-state formula and no expectation that every LEA in a state would receive a grant. Most funding to LEAs will be provided with National Programs funds for activities in areas of major national priority.

Performance

Introduction

This section on the FY 2007 performance of the SDFSC program is based on agency GPRA documents and the PART review, discussed earlier in the Executive Summary. The table includes conclusions from the PART assessment as well as performance measures, targets and achievements for the latest year for which data are available.

The 2006 PART reassessment rated the State Grants program as "Results not Demonstrated," noting that the structure of the SDFSC was flawed, spreading funding too broadly to support quality interventions primarily and failing to target schools and communities in greatest need of assistance. While the program currently has performance measures on the extent to which recipients of SDFSC State Grants funds are implementing research-based practices with fidelity to the research, coupled with national survey data on the prevalence of drug use and violence, trend data are currently available only for the prevalence measures.

For the SDFSC National Programs grant competitions, the Department has identified outcome measures and targets; however, 2007 grantee data have not yet been compiled for all of the measures.

Department of Education

PART Review

Year of Last Review: 2006

Rating Received: Results Not Demonstrated

Evaluation Area	Score	Review Highlights		
Purpose	60	The structure of the program is flawed. It spreads funding too broadly to support quality interventions and fails to target schools and communities in greatest need of assistance.		
Planning	62			
Management	78			
Results	8			
Selected Measures of Performance (State Grants)			FY 2005 Target	FY 2005 Achieved
»	Percent of students offered, sold, or given an illegal drug on school property during past 12 months.*		28	25
»	Percent of students who used marijuana one or more times during past 30 days.*		21	20
»	Percent of students in grades 9-12 who had five or more alcohol drinks in a row (within a couple of hours) one or more times during past 30 days.*		27	26
»	Percent of drug and violence prevention programs/practices supported with SDFSC State Grants funds, that are research-based.		**	8
»	Percent of drug and violence prevention programs/practices supported with SDFSC State Grants funds, implemented with fidelity.		**	44
Selected Measures of Performance (National Grants)			FY 2007 Target	FY 2007 Achieved
»	Percent Alcohol Abuse Reduction grantees whose target students show measurable decrease in binge drinking	2004 cohort	70	***
		2005 cohort	****	65
»	Percent Alcohol Abuse Reduction grantees showing measurable increase in percent of target students who believe alcohol abuse is harmful to their health	2004 cohort	76	***
		2005 cohort	****	70
»	Percent Alcohol Abuse Reduction grantees that show measurable increase in percent of target students who disapprove of alcohol abuse	2004 cohort	87	***
		2005 cohort	****	71
»	Percent of Safe Schools/Healthy Students grant sites that experience decrease in substance use during the 3-year grant period	2004 cohort	90	***
		2005 cohort	****	****
»	Percent of Student Drug Testing grantees experiencing 5% annual reduction in <i>past-month</i> drug use by students in target population served by grants	2003 cohort	50	***
		2005 cohort	33	***
»	Percent of Student Drug Testing grantees experiencing 5% annual reduction in <i>past-year</i> drug use by students in target population served by grants	2003 cohort	50	***
		2005 cohort	25	***

* YRBS data available only biennially.

** Target not yet established since measurement began in 2005.

*** 2007 baseline data expected in 2008.

**** Target not yet established since two years of performance data are needed to establish the baseline for this cohort.

Note: Measures for the SDFSC State Grants program are based on national surveys. Measures for the SDFSC National Programs are based on an analysis of grantee performance reports.

Discussion

The Department began awarding grants to support student drug testing in schools, starting in FY 2003. By FY 2007 the Department made a total of 87 such grants to assist more than 500 schools develop and implement, or expand, random mandatory or voluntary drug testing programs for students. After the first year of the *initial cohort*, one-third of reporting grantees documented a 5 percent reduction in the incidence of past-month drug use by students in the target population: also, one-quarter of reporting grantees attested to a 5 percent reduction in the incidence of past-year drug use in the target student population. Successive data for the 2003 and 2005 cohorts will become available later in 2008.

In 2006, the Department launched an impact evaluation to assess the effectiveness of random mandatory student drug testing. This 4-year evaluation involves 36 schools from 7 grantees that received awards under the Department's student drug testing grant competition in 2006. Data collection will include student surveys of reported drug use, interviews with staff at grantee schools, and school records. Results of the evaluation should be available in 2009.

The Safe Schools/Healthy Students initiative provides support to LEAs to implement a comprehensive plan to create safe, disciplined, and Drug Free environments. Two national evaluations of this initiative are currently underway, both jointly managed by the Departments of Education, Health and Human Services, and Justice. The evaluations seek to document the effectiveness of collaborative community efforts to promote safe schools and provide opportunities for healthy childhood development.

The Grants to Reduce Alcohol Abuse program provides funds to LEAs to support the implementation of proven strategies designed to reduce the use and abuse of alcohol by secondary school students. While results for the FY 2005 cohort of grantees reflect significant success (nearly two-thirds of grantees cite measurable decreases in student binge drinking), individual sites have also posted very significant improvements. For example, Eagle-Mountain Saginaw Independent Schools in Texas experienced a 13.5 percent decrease in students who report binge drinking; an 18.7 percent increase in students who believe that alcohol abuse is harmful to their health, and a 13.5 percent increase in target students who disapprove of alcohol abuse.