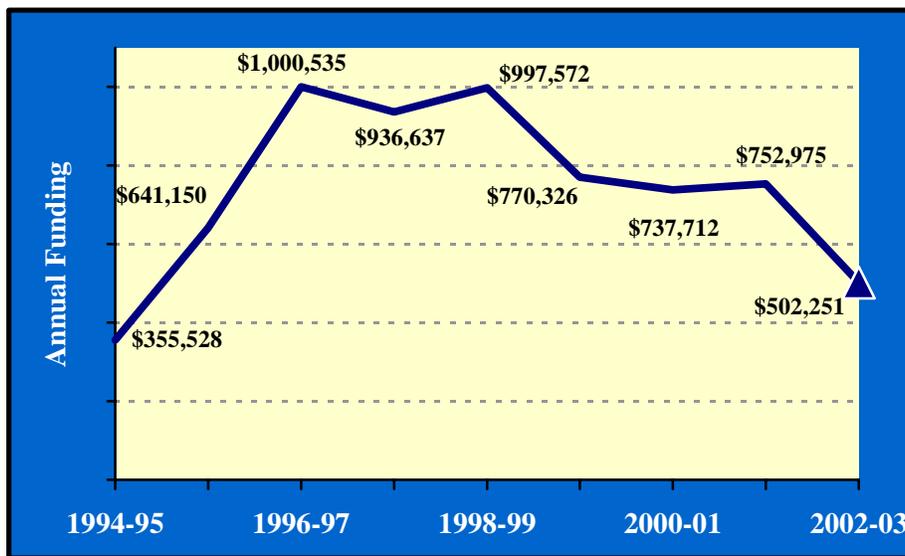


**TITLE IV SAFE AND DRUG FREE SCHOOLS
AND COMMUNITIES
EVALUATION REPORT, 2002-2003**



**PROGRAM EVOLUTION IN AN ERA OF
REDUCED RESOURCES**

**AUSTIN INDEPENDENT SCHOOL DISTRICT
DEPARTMENT OF PROGRAM EVALUATION
NOVEMBER, 2003**

EXECUTIVE SUMMARY

OVERVIEW

Austin Independent School District (AISD) has received federal funding through the Title IV Safe and Drug Free Schools and Communities (SDFSC) grant since the 1987-1988 school year. The purpose of the SDFSC grant is to supplement state and local educational organizations' efforts towards education on and prevention of substance abuse and violence. During the 2002-03 school year, AISD received a total Title IV grant of \$502,251. Additionally, \$40,338 rolled over from 2001-02. These funds were used to provide districtwide student programs and support services as well as campus-level initiatives. In conjunction with other federal and local grants, as well as with the support and services provided by community agencies, AISD provided drug and violence prevention education and programming to sustain and buoy identified protective factors for over 80,000 students both within AISD and in the private, non-profit, and delinquent facilities within the district's boundaries.

NEEDS ASSESSMENT

Substances. In a reverse of past trends, the number of students disciplined in AISD for the use or possession of drugs (e.g., marijuana, ecstasy, etc.), increased by 31% percent since 2001-2002, completely eliminating improvements made in past years. The number of students disciplined for both tobacco and alcohol remained relatively stable. Student self-report surveys revealed that AISD students showed similar trends in prevalence and frequency of substance use as in past years, though some differences in particular rates of reported use were observed. Notably, alcohol was once again the most prevalent substance that students reported using within the last month.

Safety. The number of students disciplined for verbal and physical violence significantly increased by 14% at AISD between 2001-02 and 2002-03. Reflective of the overall increase in the number of students disciplined for violent offenses, student safety (e.g., fighting, harassment, and threats) has remained the most frequently reported concern for both staff and students by a wide margin. Still, the majority of students (93%) and staff (98%) surveyed at AISD report feeling at least somewhat safe at school.

PROGRAMS

During 2002-2003, the districtwide student programs (PAL, ROPES, and INVEST/Positive Families) served over 5,600 students as well as many staff members and other adults. In addition to the districtwide programs, each secondary campus in AISD was allotted funds with which to conduct their own student program initiatives based on individual campus needs. Overall, campus administrators reported positive outcomes as a result of their programs, including decreased discipline referrals and increased student knowledge about the dangers of substance use.

Support services also contributed to districtwide prevention efforts. School Support Community Specialists provided consultation and technical assistance to individual campus administrators regarding the effective use of their campus funds. Two drug prevention counselors provided service referrals and other focused services at two AISD schools with high at-risk student populations, and one program specialist in Guidance and Counseling provided staff development and leadership regarding promoting healthy, safe schools to all AISD school counselors.

The AISD Title IV Advisory Council provided a bi-monthly forum for input and collaboration from community agencies. Many of these agencies (e.g., Lifeworks, Safe Place, Communities in Schools, and YWCA) partnered with the district by providing in-kind services at numerous AISD schools. In addition, AISD staff supported by other federal and local grants that have overlapping goals (e.g., the Middle School Coordinators and Elementary School Counseling grants), participated in the Advisory Council.

MAJOR RECOMMENDATIONS

Evaluation of the AISD Title IV program was conducted using multiple sources of data. District discipline data were a primary source of information regarding the incidence rates of violence and substance use and possession on campus. A districtwide student survey of 6th-12th graders was also conducted to determine attitudes regarding school safety and substance use as well as self-reported prevalence of substance use. In addition, campus administrators, teachers, and staff were surveyed for their perceptions of substance use and safety issues on their campuses. Based on findings from this evaluation, several recommendations are made.

1. Improve districtwide coordination of programming related to Safe and Drug Free Schools and Communities goals and objectives.

A reorganization of AISD took place in June of 2003 which brought more of the Title IV programs under the auspices of one office, that of Educational Support Services. In the upcoming year, it will be important for the new Executive Director of Educational Support Services to facilitate improved coordination of Title IV programming, both within the arena of the Title IV funded programs and beyond, with that of other related district initiatives, such as the Safety Task Force and the redevelopment of the school safety plans.

2. Base programming efforts on the Principles of Effectiveness.

The Principles of Effectiveness provide substantial guidance for determining the design and evaluation requirements of the programs implemented under Title IV. For example, current assessment points to the need for increased emphasis on violence prevention programs while maintaining efforts to reduce substance use in the schools, as well as the need for teacher training regarding student substance use issues, and improved parent involvement. Programs used in AISD must be based on credible research about what works to meet district and campus objectives. Moreover, objectives and results need to be measurable so progress towards goals can be assessed objectively.

3. Provide more guidance to campus administrators to assist their planning of prevention activities.

With reduced funding and increased uncertainty about what funding will be available, campus administrators need a more streamlined approach to planning campus programs. More structured guidelines should be put into practice regarding the programs that may be implemented at the campus level. Specifically, campus administrators should be limited to using only a select group of pre-approved, research-based programs such as those on the U.S. Department of Education's list of exemplary and promising programs. In addition, professional development for teachers and campus administrators regarding substance and violence prevention would facilitate more comprehensive needs assessments at the campus level. Individual schools could more effectively use their SDFSC funds if each had additional information about the specific needs of that campus as well as about programs geared toward meeting those specific needs.

PREFACE

In compliance with the federal Title IV Safe and Drug Free Schools and Communities (SDFSC) legislation, state law, and district mandates, the Austin Independent School District (AISD) Title IV SDFSC program is evaluated by staff in the Department of Program Evaluation. Some of the outputs of the evaluation include a standardized report to the Texas Education Association (TEA), the Academic Excellence Indicator System (AEIS) addendum, and this narrative report which helps to fulfill some of the requirements of the Principles of Effectiveness (see below) mandated by the federal grant.

SAFE AND DRUG-FREE SCHOOLS AND COMMUNITIES ACT PRINCIPLES OF EFFECTIVENESS

- Principle 1:** Recipients of SDFSC funds shall base their programs on a thorough assessment of objective data about the drug and violence problems in the schools and communities served.
- Principle 2:** Recipients of SDFSC funds shall establish measurable goals and objectives aimed at ensuring that the elementary and secondary schools and the communities to be served by the programs have safe, orderly, and drug-free learning environments, and design their programs to meet those goals and objectives.
- Principle 3:** Recipients of SDFSC funds shall design and implement their programs for youth based on scientific research or evaluation that provides evidence that the programs used prevent or reduce drug use, violence, or disruptive behavior among youth.
- Principle 4:** Recipients of SDFSC funds shall base their programs on the prevalence of risk factors, including high or increasing rates of reported cases of child abuse and domestic violence; protective factors, buffers, assets, or other variables in schools and communities in the State identified through scientifically based research;
- Principle 5:** Recipients of SDFSC funds shall include meaningful and ongoing consultation with and input from parents in the development of applications and administration of programs or activities.
- Principle 6:** Recipients of SDFSC funds shall evaluate their programs periodically to assess progress toward achieving goals and objectives, and use evaluation results to refine, improve, and strengthen programs, and to refine goals and objectives as appropriate.

Source: No Child Left Behind Act (Sec. 4115.a), U.S. Department of Education, 2002.

TABLE OF CONTENTS

EXECUTIVE SUMMARY.....	i
PREFACE	iv
Safe and Drug-Free Schools and Communities Act Principles of Effectiveness	iv
TABLE OF CONTENTS	v
LIST OF FIGURES	vi
LIST OF TABLES	vi
PART 1: INTRODUCTION AND NEEDS ASSESSMENT.....	1
INTRODUCTION: TITLE IV AT AISD.....	1
NEEDS ASSESSMENT: FRAMING THE PROBLEM.....	4
Substance Use in AISD.....	4
Violence in AISD.....	9
PART 2: AISD TITLE IV STUDENT PROGRAMS	14
PAL: PEER ASSISTANCE AND LEADERSHIP.....	14
ROPES: REALITY ORIENTED PHYSICAL EXPERIENTIAL SESSION	14
INVEST AND POSITIVE FAMILIES	15
Program Description.....	16
Students and Families Served.....	17
Parent and Student Surveys	17
CAMPUS BASED PROGRAMS.....	18
PART 3: AISD TITLE IV DISTRICTWIDE SUPPORT SERVICES.....	21
SCHOOL SUPPORT COMMUNITY SPECIALISTS	21
COUNSELING SERVICES.....	21
ADMINISTRATION AND EVALUATION.....	23
Budget Specialist	23
Evaluator	24
PART 4: CONCLUSIONS AND RECOMMENDATIONS.....	25
CONCLUSIONS.....	25
RECOMMENDATIONS.....	26
Overall Grant Program.....	26
Districtwide Programs and Support Services	26
Campus Based Programs	27
REFERENCES	28
APPENDIX: COMMUNITY AGENCY CONTRIBUTIONS.....	29

LIST OF FIGURES

FIGURE 1: TOTAL AISD TITLE IV SDFSC GRANT ALLOCATIONS, 1987-2003.....	1
FIGURE 3: NUMBER OF AISD STUDENTS DISCIPLINED FOR SUBSTANCE USE OR POSSESSION, 2000-2001 THROUGH 2002-2003	4
FIGURE 4: AISD SECONDARY STUDENTS REPORTING RECENT SUBSTANCE USE, 2002-2003.	6
FIGURE 5: STAFF AND STUDENT PERCEPTIONS OF SCHOOL SAFETY, 2002-2003	10
FIGURE 6: NUMBER OF STUDENTS DISCIPLINED FOR VERBAL AND PHYSICAL VIOLENCE, 2000-2001 AND 2002-2003	10
FIGURE 7: NUMBER OF STUDENTS DISCIPLINED FOR WEAPON POSSESSION, 2001-2002 AND 2002-2003.....	12
FIGURE 8: CAMPUS BASED PROGRAMS EXPENDITURES, 2002-2003.....	19

LIST OF TABLES

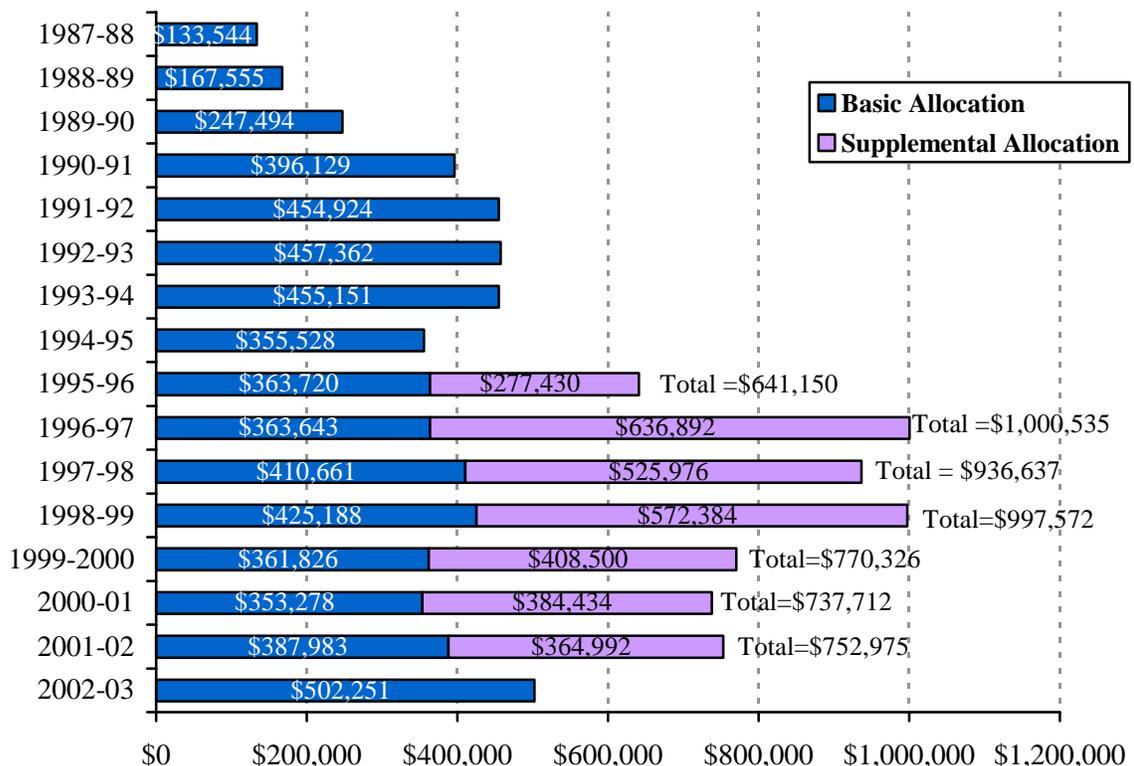
TABLE 1: PREVALENCE OF PROBLEMS CONSIDERED MOST SERIOUS BY CAMPUS STAFF AND STUDENTS, 2002-2003	11
TABLE 2: PERCENTAGES OF AISD SECONDARY STUDENT SELF-REPORTS OF WEAPONS BROUGHT TO SCHOOL, 2001-2002 AND 2002-2003	13
TABLE 3: PARTICIPANT PERSPECTIVES ON THE OUTCOMES OF THEIR PARTICIPATION IN THE INVEST/POSITIVE FAMILIES PROGRAMS, 2002-2003	17
TABLE A1: IN-KIND SERVICES PROVIDED BY COMMUNITY AGENCIES.....	29

PART 1: INTRODUCTION AND NEEDS ASSESSMENT

INTRODUCTION: TITLE IV AT AISD

Austin Independent School District (AISD) has received federal funding through the Title IV Safe and Drug Free Schools and Communities (SDFSC) grant since the 1987-88 school year. The purpose of the SDFSC grant is to supplement state and local educational organizations' efforts towards education on and prevention of drug abuse and violence. Grant funds are funneled from the U.S. Department of Education, through state education agencies (e.g., the Texas Education Agency), to school districts and other entities at the local level. From the 1995-96 funding year until 2001-02, supplemental funds were provided to districts that showed "greatest need." However, the funding formula was changed for 2002-03, eliminating supplemental grant allocations to districts. This change greatly reduced AISD's Title IV funding (Figure 1).

Figure 1: Total AISD Title IV SDFSC Grant Allocations, 1987-2003



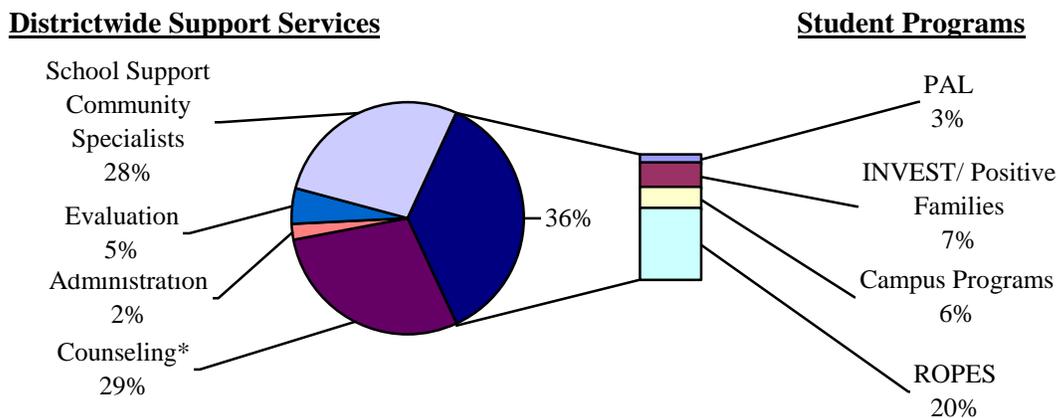
Source: AISD grant records.

Note – Allocation for each year includes only monies awarded during that funding cycle. Funds rolled forward from previous funding cycles are not included.

During the 2002-03 school year, AISD received a total Title IV grant of \$502,251, which was used to provide districtwide student programs and support services as well as campus-level initiatives. Title IV funding provides only part of the programming for drug and violence prevention in AISD. Federal and local grants, as well as the support and in-kind services provided by community agencies, are essential to the provision of drug and violence prevention education and programming at AISD. Combined, this programming sustains and buoys identified protective factors for over 80,000 students within AISD and in the private, non-profit, and delinquent facilities within the district's boundaries. Agencies including (but not limited to) Lifeworks, YMCA, American Cancer Society, Communities in Schools, and Safe Place provide services such as curricula, counseling, mentoring, and structured group activities to schools and students across the district (Appendix A).

AISD takes a multi-faceted approach to providing drug and violence prevention education through Title IV. In addition to programs aimed at student education on violence and substance use prevention, Title IV funding was used in 2002-03 to provide districtwide support services in the form of specialized personnel, curriculum materials, and program evaluation. One-third (34%) of the 2002-2003 Title IV budget was spent directly on student programs, and the remainder was expended for districtwide support services (Figure 2).

Figure 2: Total AISD Title IV Expenditures by Program Component, 2002-2003



Source: 2002-2003 AISD Title IV Budget

* Two of the funded counselors were housed at Garza and the ALC, secondary campuses that have no specified attendance zones. Garza is an alternative high school into which students choose to transfer, and the ALC is the district's disciplinary alternative education program.

Three of the student programs, PAL, ROPES, and INVEST/Positive Families, are offered centrally to students from home campuses across the district. PAL is a peer mentor program in which older students (PALs) mentor younger students (PALees) in their own school or in schools in their vertical teams. The ROPES program consists of a series of workshops designed around physical challenges that provide experiential learning opportunities for students. INVEST/Positive Families are school-based curriculum programs for middle and high school students and their parents, available to students referred to the Alternative Learning Center (ALC) for first-time misdemeanor drug or alcohol offenses or for persistent misbehavior.

In addition to districtwide programs, each secondary campus received Title IV funds to implement their own student programs based on campus-specific needs. Some campus administrators used their funds to supplement districtwide programs at their campus or at the ALC. Campus programs are described in Part 2 of this report.

Districtwide support services provided a foundation and structure to the student programs. Two school support and community specialists, two full time counselors who specialize in drug and violence prevention services, and one partially funded counseling program specialist were available to assist schools with their specialized needs. In addition, curriculum materials and professional development in the areas of violence and drug prevention were provided. Finally, a small portion of the funding was used for administration of the grant (limited to 2% this year) and evaluation of the programs implemented through grant funds (5%). The components of districtwide support services are described in Part 3 of this report.

AISD continued to host and facilitate the AISD Title IV Advisory Council, which provided a bi-monthly forum for input and collaboration from district stakeholders and community agencies. Many community agencies (e.g., Lifeworks, Safe Place, Communities in Schools, and YWCA) served on the Advisory Council. In addition, several Advisory Council members from AISD represented other federal and local grant initiatives with similar goals, such as the Middle School Drug Prevention and School Safety Coordinators and the Elementary School Counseling Demonstration grants.

NEEDS ASSESSMENT: FRAMING THE PROBLEM

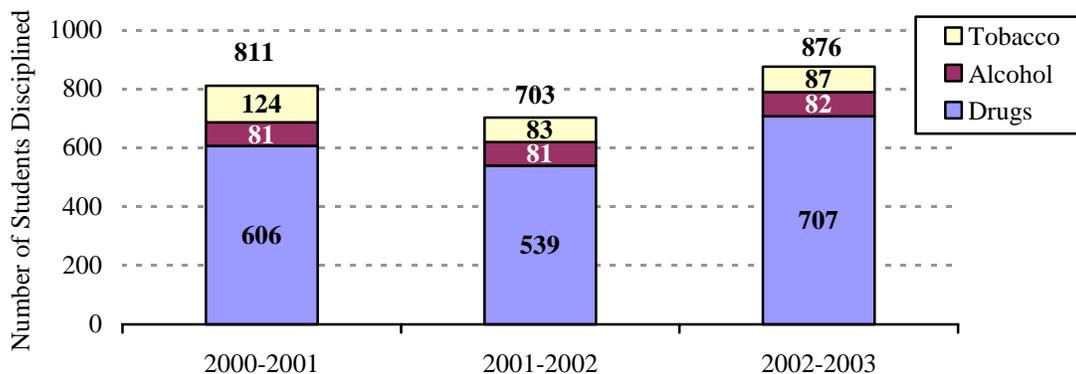
An essential part of addressing the extent of youth substance use and violence is an accurate understanding of the problem. In the parlance of Title IV regulations, the process of obtaining understanding of district-specific issues is called the needs assessment. AISD uses three primary data sources regarding the current prevalence of student substance use and violence within the district. These data sources include the district's discipline incident reporting system, a student self-report survey, and a survey of district employees.

SUBSTANCE USE IN AISD

District Student Discipline Data Related to Substance Use

The overall number of students disciplined in AISD for the use or possession of tobacco, alcohol, and all other drugs (e.g., marijuana, ecstasy, etc.), increased by 25% over 2001-2002 (Figure 3). The number of students disciplined for both tobacco and alcohol remained relatively stable, but the number of students disciplined for drugs increased by 31%. Similar to trends observed in previous years, in 2002-03 the vast majority of students disciplined for substance use and possession were male (79%).

Figure 3: Number of AISD Students Disciplined for Substance Use or Possession, 2000-2001 through 2002-2003



Source: AISD Student Discipline Records (PEIMS 425 data)

Note – Students are unique within reporting categories (e.g., possession of drug, use of drug, possession of alcohol, etc.), but not between reporting categories. Therefore a student who repeat offends within a category will only be represented once, while a student who commits multiple offenses across reporting categories is represented more than once.

Student Survey Data Regarding Substance Use

A self-report student survey of substance use and school safety is administered to a random representative sample of AISD students annually. On alternating years, the district either participates in the statewide Texas Commission on Alcohol and Drug Abuse (TCADA) survey, as it did in the 2001-2002 school year, or independently conducts a similar survey as was true in 2002-2003. The student survey is used to track student knowledge, attitudes, and self-reported behavior over time. Survey questions tap students' perceptions about and experiences with substance use and school safety, incidence of bringing substances or weapons to school, and participation in school-based prevention and education activities. The student survey is a valuable tool for assessment of trends within AISD and for annual comparisons between AISD and state or national samples.

The AISD Substance Use and Safety Survey was administered in the spring of 2003 employing procedures to ensure that the survey was anonymous, confidential, and voluntary. A random sample of 6th thru 12th grade classrooms was selected for student participation in the survey. Of the 8,116 students enrolled in the selected classrooms, a total of 5,657 students returned valid completed surveys yielding a response rate of 70%¹.

General Usage Trends

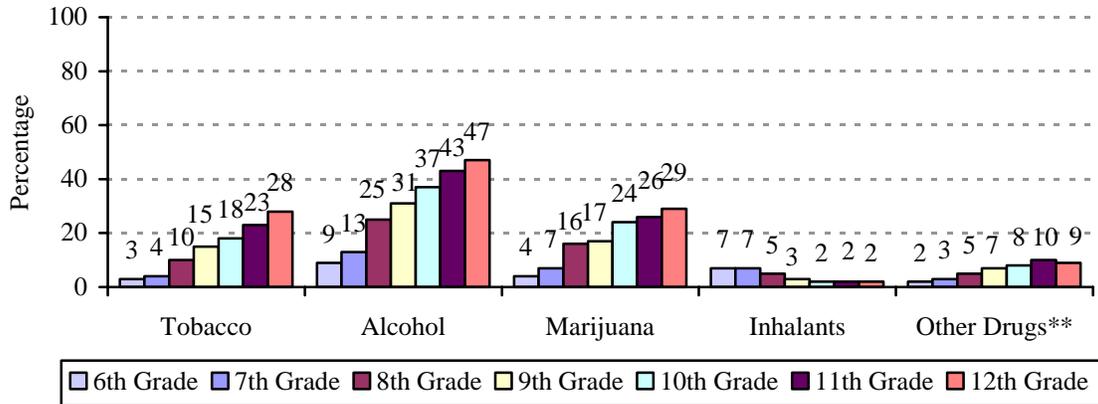
As illustrated in Figure 4, alcohol is once again the most prevalent substance reported as used by students within the past month. Reported use of tobacco and marijuana are almost equivalent, falling behind alcohol in prevalence. Incidence of student inhalant and other drug use is much less common, though still present. Reported substance use incrementally increases with grade level for most substances. For example, students in 7th grade were more likely to report tobacco use than students in 6th grade. The exception to this is in the reported use of inhalants, for which usage peaks in middle school, then decreases in high school. These usage trends replicate previous findings.

While the number of students disciplined for alcohol and tobacco violations has remained relatively stable, student reports of their own recent alcohol and tobacco use were reduced from last year (Christian 2003). Overall, a significantly smaller proportion of students reported recent alcohol use (also significant for individual grades 7, 9, and 12). In addition, overall reports of tobacco use significantly declined (also significant in grades 7

¹ The response rate does not include surveys that were excluded from analysis due to exaggeration or invalid responses.

and 9). The inconsistency between survey and discipline data may be due to students reporting on that which takes place both at and away from school. It may be that the majority of student alcohol and tobacco use takes place after school hours and therefore decreases in student use may not be reflected in school discipline reports.

Figure 4: AISD Secondary Students Reporting Recent* Substance Use, 2002-2003



Source: 2003 AISD Substance Use and Safety Survey

* *Recent* is defined as within the past month.

** *Other Drugs* include: “Cocaine or Crack”; “LSD, Shrooms, or PCP”; “Heroin, Codeine, or Morphine”; and “Ecstasy”

Risk and Protective Factors for Substance Use

Student Perceptions of Substance Use. The majority of students perceived most substances to be at least *Somewhat Dangerous*. Those who perceived substances as more dangerous were less likely to report that they used them, and those using substances perceived them to be less dangerous. However, a significant proportion of students who perceived use of substances to be very or somewhat dangerous still reported that they regularly used those substances. Thus, students are getting the message that substances are dangerous, but many still do not avoid them.

This phenomenon is most prominent concerning alcohol. Over 19% of the total number of secondary students who believed alcohol is either *Very Dangerous* (10%) or *Somewhat Dangerous* (32%) continue to report that they use it at least monthly (*About Once a Month, Several Times a Month, Several Times a Week, or Every Day*), despite reported beliefs. Students’ regular use of alcohol, despite their reported knowledge that it is dangerous, may reflect adolescent feelings of immortality (Elkind, 1967) or

invulnerability (Balk, 1995), indicating the need for prevention programs that stress that alcohol use is not dangerous only for “other” people.

Usage by Peers. Peer influence appears to be an important risk and protective factor for substance use. Based on survey results, student substance use is highly correlated with perceptions of the substance use of friends. Students who reported more use of alcohol, tobacco and illegal drugs were also more likely to report that *Some* or *Most* of their friends were using those substances as well. Students who reported *Never* using a substance overwhelmingly reported that *None* of their friends were using the same substance. As an example, students’ reports of their own alcohol use relate to their perceptions of their friends’ usage. Of those students who reported never using alcohol, 59% believe that none of their friends use alcohol. Conversely, 42% of students who reported themselves to be daily users believed that most of their friends use alcohol.

Academic Performance. For the third year in a row (Christian, 2002; Christian, 2003), student substance use is shown to be related to both academic performance and parent involvement. Based on student survey results, there is an inverse relationship between self-reported grades and substance use. Students who claim to make better grades in school, on average, report significantly less tobacco, alcohol, and marijuana use. Students who claim to make mostly F’s report using tobacco and marijuana within the past month at least 4 times more often than students who claim to make mostly A’s (35% vs. 8%, and 40% vs. 10%, respectively). In addition, students claiming to make mostly F’s reported using alcohol within the past month at nearly twice the rate of students claiming to make mostly A’s (41% vs. 24%). Across the spectrum of substances, usage increases with each decrease in reported grades. Unfortunately, it cannot be determined from these data if there is a causal relationship between these two variables, or if there is another variable contributing to both.

Parental Attitudes Towards Substance Use. Survey data also indicate a strong relationship between student self-reported substance use and perceptions of their parents’ attitudes regarding substance use. Specifically, students were less likely to report regular use of tobacco, alcohol, and marijuana if they believed that their parents disapproved of kids their age using these substances. Students who believed that their parents approved of kids their age using substances, or whose parents had not conveyed a strong message

regarding substance use, were much more likely to report using tobacco, alcohol, and marijuana.

Students who said they would seek help from a parent if they had a drug or alcohol problem were significantly less likely to use substances than their peers who would not seek help from a parent. Interestingly, students' likelihood to seek parental help if they had a drug or alcohol problem was not related to their perceptions of their parents' opinions regarding kids their age using substances.

Sources of Information and Assistance. The vast majority (94%) of secondary students surveyed reported receiving information about drugs or alcohol from at least one school source during the current school year. Students most frequently received information in either a Health (33%) or regular class (37%). If faced with a drug or alcohol problem, 20% of the students said that they would talk to a school counselor.

Outside of school sources, many secondary students reported that they would go to their parents (36%) or another adult (22%) for help. Students most frequently said that they would go to their friends (48%). Unfortunately, 14% of students reported that they would not seek any help from any source if faced with a drug or alcohol problem; these students were most likely to be the most frequent users. For example, 37% of those who reported daily alcohol use also reported that they would keep their problems to themselves, while only 11% of those who reported that they did not use alcohol also reported that they would not seek help.

AISD Employee Coordinated Survey Data Regarding Student Substance Use

In the spring of 2003, a stratified random sample of 521 AISD employees at elementary, middle/junior high, and high school campuses received a survey distributed by the Office of Program Evaluation. The purpose of this survey was to obtain staff opinions and perceptions about student substance use, student and staff safety, and AISD prevention education efforts. Eighty-one percent of the employees sampled returned surveys, though not all participants responded to all questions. The final group of participants (n=424) was comprised of 70% teachers, 10% classified personnel (e.g., hall monitors and teaching assistants), 11% campus professionals (e.g., counselors), and 9% campus administrators (e.g., principals and assistant principals).

Teachers held a wide range of opinions regarding the prevalence of student substance use at their school. When compared to student's self-reported use of substances,

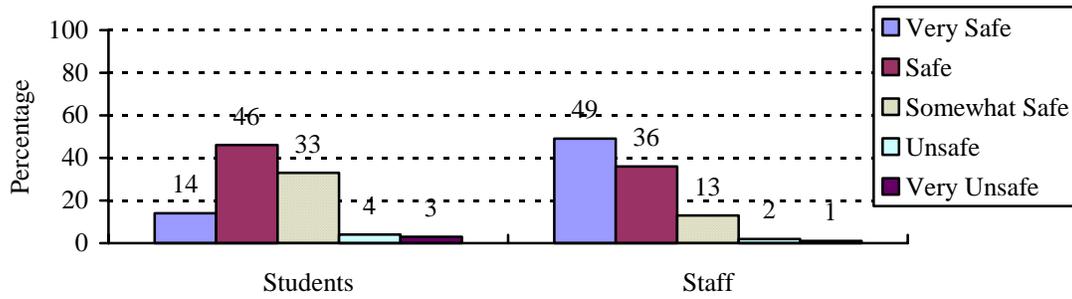
high school teachers frequently underestimated the proportion of students who used alcohol at least once in the last month. While 38% of high school students reported using alcohol monthly or more frequently, 30% of high school teachers estimated that fewer than 20% of students had used alcohol within the last month (teachers responding *Don't Know* were removed from the total count). Nine percent of middle/junior high school teachers even believed that there were *no* students at their school who had used alcohol within the last month. Twenty-five percent of secondary teachers indicated that they did not know the approximate percentage of students who had used alcohol in the past month. In addition, many teachers (35% of the middle/junior high teachers, 27% of the high school teachers) overestimated the prevalence of student tobacco use when compared to students' self-reports. This discrepancy between student self-reports and staff perceptions regarding substance use could be due to limited staff awareness of and education regarding the prevalence and indicators of student substance use, in addition to the students' behavior at school. Tobacco is, once again, the substance that students most commonly reported bringing to school, and as such it is the substance that school staff most likely observe.

There is a great need to raise the awareness levels of secondary teachers regarding the prevalence of student alcohol use. Survey results indicate that only 13% of secondary teachers attended at least one training, workshop, or conference within the past two years that focused on issues related to student alcohol, drug, or tobacco use. Clearly, a focus on the education of campus staff regarding student substance use issues is indicated for the upcoming years. Providing both accurate information regarding student substance use and updates regarding resources available for use in the classrooms could help teachers and administrators to better plan appropriate prevention activities on their campuses.

VIOLENCE IN AISD

The majority of both students and staff at AISD continue to report feeling safe when they are at school (Figure 5). In 2002-03, 97% of staff reported feeling at least somewhat safe. Ninety-three percent of students felt at least somewhat safe. These figures are similar to those found in previous studies.

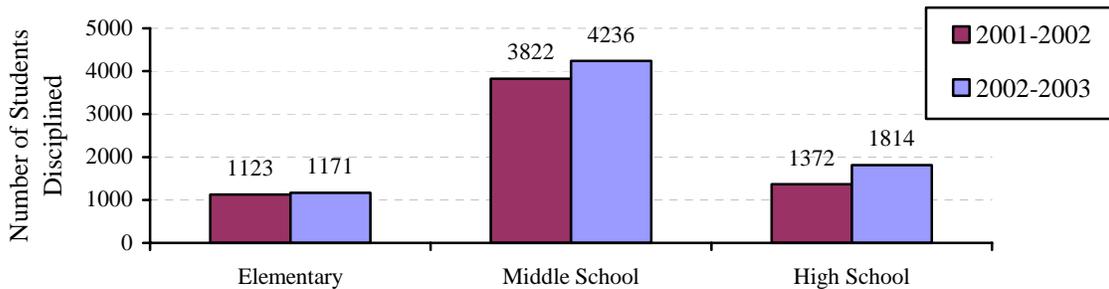
Figure 5: Staff and Student Perceptions of School Safety, 2002-2003



Sources: 2003 AISD Employee Coordinated Survey; 2003 AISD Substance Use and Safety Survey

Based on AISD discipline reports, the overall number of students disciplined for verbal and physical violence² significantly increased by 14% from the 2001-2002 to 2002-2003 school year (Figure 6). In particular, taking growth in student population into account, the increases in the numbers of students disciplined for verbal and physical violence at middle schools (11%) and high schools (32%) were substantial. However, as with substance offenses, increased numbers of students disciplined for violent offenses may

Figure 6: Number of Students Disciplined for Verbal and Physical Violence², 2000-2001 and 2002-2003



Sources: 2000-01, 2001-02, and 2002-03 AISD Student Discipline Records

Note—Students are unique within reporting categories, but not between reporting categories.

Therefore a student who repeat offenses within a category will only be represented once; however, a student who commits multiple offenses across reporting categories will be represented more than once. Offenses that occurred at the ALC are excluded because the ALC serves both middle and high school students.

² *Verbal and Physical Violence* includes the following reporting categories: rude to student, threat or harassment of student, physical aggression toward student, assault of student, aggravated assault of student, sexual assault of a student, rude to adult, threat or harassment of adult, physical aggression toward adult, assault of adult, aggravated assault of adult, retaliation against adult, sexual assault of an adult, gang violence, terroristic threats, kidnapping, and murder.

be in part due to raised awareness or vigilance of campus staff rather than actual increased aggression on the campuses.

Reflective of the overall increase in the number of students disciplined for verbal and physical violence, staff and student concern regarding violence remains the most frequently reported concern by a wide margin. Specifically, as shown in Table 1, 33% of staff and 37% of students surveyed in 2002-03 reported that student safety (i.e., fighting, harassment, and threats) was the most serious problem on their campus (the student survey separated fighting from threats and harassment. These items were combined for comparability purposes).

Table 1: Prevalence of Problems Considered Most Serious
by Campus Staff and Students, 2002-2003

Of the following, which do you consider to be the most serious problem on your campus?	Student Respondents (n=5028)	Campus Staff Respondents (n=424)
Student Safety (Fighting, Harassment, Threats)*	37%	33%
Student Marijuana Use	25%	13%
Student Vandalism, Criminal Mischief	7%	7%
Student Alcohol Use	7%	3%
Student Tobacco Use	4%	1%
Student Weapon Possession	3%	0%
Violence or Threats of Violence Towards Staff	1%	2%
None of these are serious problems on my campus	17%	41%

Sources: 2003 Employee Coordinated Surveys, 2003 AISD Substance Use and Safety Survey
Note--*Campus Staff* includes Campus Teachers, Administrators, Classified Employees, and Other Professionals.

* Survey items aggregated for student respondents

Despite the increase in the number of students disciplined for verbal or physical violence, survey data revealed that only a slightly greater percentage of students in 2003 compared to 2002 reported having been threatened or physically harmed by another student at least once in the past school year (44% vs. 43%). The percentage reporting that they experienced threats or harm on a regular basis (i.e., at least once a month) was also stable at 8%. In contrast, results from the Employee Coordinated Survey showed that percentage of staff reporting that they had been threatened or harmed at least once in the past school year had increased (from 15% to 18%).

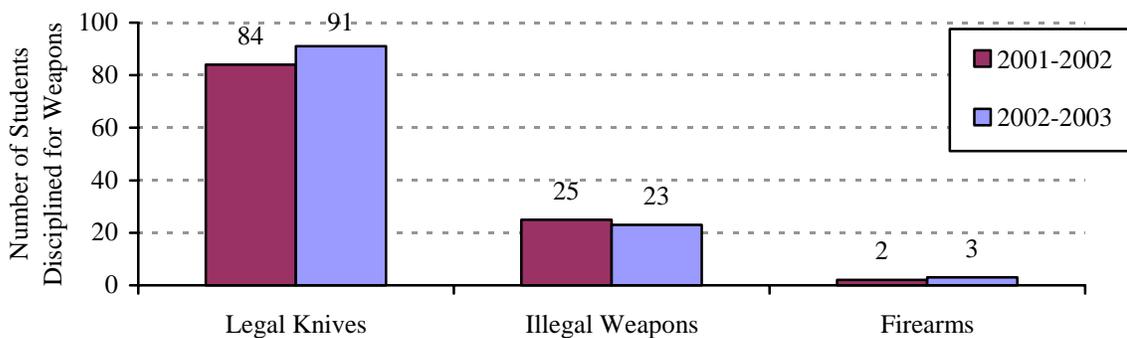
Although only a small percentage of AISD students feel unsafe at school, many students (over 60% of middle school students and over 40% of high school students) report that bullying is a problem at their school. Perceptions of how problematic bullying is decrease with each increase in grade level. The percentage of students reporting that bullying is *not a problem* at their school was relatively small, ranging from 7% of 6th graders to 13% of 11th graders.

Of the types of bullying mentioned in the survey³, students who reported experiencing any bullying were most likely to report experiencing verbal and social forms of bullying at school. Of the types of bullying, students in almost all grade levels are least likely to report experiencing written forms of bullying at school. While the prevalence of most types of bullying is consistent across grade levels, physical bullying is most common in 6th grade and decreases over time, while sexual harassment is more infrequent in lower grades and increases throughout the high school years.

Weapons

There were no noticeable changes in the number of students disciplined for possession of illegal weapons between 2001-02 and 2002-03 (Figure 7). However, there was an 8% increase in the number of students disciplined for the possession of legal knives.

Figure 7: Number of Students Disciplined for Weapon Possession, 2001-2002 and 2002-2003



Source: AISD Student Discipline Records

Note—*Legal Knives* are those with blades less than 5.5 inches in length; *Illegal Weapons* includes all illegal and prohibited weapons except legal knives and firearms; *Firearms* are also illegal.

³ Physical, Social, Verbal, Intimidation, Written, Sexual Harassment and Racial Harassment

In contrast, survey results indicate that fewer students reported bringing knives to school this year than last, but more guns and other weapons (Table 2). In-line with discipline data, despite students' decreased reports of bringing knives to school, knives continue to be the weapon secondary students most commonly report bringing (4%). Continued prevention efforts and ongoing coordination among teachers, students, campus administrators and school resource officers is needed to facilitate the elimination of weapons from school property.

Table 2: Percentages of AISD Secondary Student Self-Reports of Weapons Brought to School, 2001-2002 and 2002-2003

During this school year, which of the following have you brought to school?	2001-02 (n=3873)	2002-03 (n= 5259)							
	2002 Total	6th Grade	7 th Grade	8 th Grade	9 th Grade	10 th Grade	11 th Grade	12 th Grade	Total
Gun	1%	1%	2%	1%	2%	1%	2%	2%	2%
Knife*	6%	1%	3%	4%	5%	6%	5%	5%	4%
Other Weapon	2%	1%	2%	3%	3%	4%	3%	2%	3%

Sources: 2002 TCADA Texas School Survey of Substance Use, Supplemental Questions and the 2003 AISD Substance Use and Safety Survey

* *Knife* is not defined on the survey; students are unlikely to distinguish between legal and illegal knives.

PART 2: AISD TITLE IV STUDENT PROGRAMS

PAL: PEER ASSISTANCE AND LEADERSHIP

The PAL program is a peer-assistance program offering course credit to selected secondary students who receive six weeks of classroom training on various topics before acting as peer mentors (PALs) to younger students (PALees) at their own schools or at lower level schools in their vertical team (e.g. a high school PAL may be mentoring a middle school PALee). During 2002-03, 694 PALs worked with 2,755 PALees in schools at all levels. In addition to mentoring PALees, PAL students of all grade levels participated in 21,498 hours of community service.

All high schools now have a PAL program, as do 12 middle and junior high schools and 15 elementary schools. Title IV funding provides limited funding (\$15,400) for a district PAL coordinator, which is supplemented through collaboration with PanAmerica, a local non-profit agency, via a grant provided by the Dell Foundation. Pan America evaluates aspects of the program to satisfy Dell Foundation requirements.

The goal of the PAL program is to help students have a more positive and productive school experience through the accomplishment of the following objectives:

- Provide both individual and group-level peer support,
- Help prevent students from dropping out of school,
- Promote improved personal responsibility and decision making,
- Promote improved behavior and school attendance,
- Promote positive interpersonal behaviors,
- Encourage improvement in academic performance via tutoring and academic mentoring,
- Prevent substance abuse, and
- Encourage involvement in community service projects both within the school and out in the community.

ROPES: REALITY ORIENTED PHYSICAL EXPERIENTIAL SESSION

The ROPES program is a five-phase series of workshops designed around physical challenges that provide experiential learning for AISD students and staff. Each phase is developmentally and instructionally suitable for the students being served and stresses the

message that drug use is harmful and wrong. The AISD Frost ROPES Course, located at Norman Elementary School, provides an experiential educational opportunity for students and staff to build skills in leadership, trust, communication, collective problem solving, decision-making and resistance to peer pressure. Risk and resiliency research has shown that developing these skills in students can lead to the prevention of substance use and violence. To instill these protective factors in students, the ROPES program specialists focus on the following objectives:

- Increase students' levels of self confidence,
- Improve students' abilities to make decisions, work in groups, solve problems, make better choices, share ideas, listen to others, and
- Help students see themselves as leaders through leadership skill development.

SDFSC funds were used for the following: salaries of a program manager and one staff program specialist, pay for substitutes to allow participation by teachers, transportation costs, and program support (e.g., supplies). In the 2002-03 school year, 2,912 students and 351 adults completed the program. Since the program's inception in the district in 1991, over 28,500 students and 5,700 staff and other adults have been served. For more information about the ROPES philosophy and background, see the 1999-2000 Title IV SDFSC Evaluation Report (Doolittle & Ryan, 2000).

INVEST AND POSITIVE FAMILIES

When middle and high school students have been removed from their home campuses due to discipline offenses and placed at the Alternative Learning Center (ALC), they may be assigned to specialized alternative education programs in addition to classroom and behavioral instruction. These specialized programs are aimed at increasing student protective factors in an effort to prevent future campus discipline referrals. INVEST and Positive Families are two such programs, focused on students who have been removed for first-time misdemeanor drug or alcohol offenses or for persistent misbehavior discipline offenses.

A keystone of these programs is to require the participation of parents. By increasing communication, family support, problem-solving skills, anger management skills, and conflict resolution methods, students are better able to use healthy approaches to

overcoming adversity, rather than turning to drugs or violence again in the future. Due to the similarity of these programs, they are analyzed together in this section.

PROGRAM DESCRIPTION

Positive Families is a school-based curriculum program for middle and high school students, developed by AISD staff and first implemented in the district during the 1998-99 school year. This program is offered to students as an alternative to long-term removal for persistent misbehavior at the discretion of the home campus principal. INVEST (Involve Non-violent Values using Education, Self-control techniques, and Trust) is similar to Positive Families with the addition of an emphasis on drug prevention. INVEST was first implemented in the spring of 2000 and is an adaptation of the previously used SUPER I curriculum.

AISD policy requires that all students who are removed to the ALC for a first time misdemeanor drug or alcohol use or possession referral must be offered the opportunity to participate in INVEST. The primary incentive for participation in Positive Families and INVEST is an abbreviated removal term of two weeks at the ALC, rather than the average removal of six weeks. Once a student and his or her parents (or other significant adult) successfully complete the voluntary four-session program, arrangements may be made for the student to return to the home school. A more prompt return to the home school prevents erosion of the home-school bond, and it helps prevent students from falling behind on course credits earned.

Title IV funds supporting INVEST and Positive Families primarily contribute to facilitator compensation for sessions occurring in the evening hours, program materials, and general program support (e.g., supplies, document reproduction, snacks for parents and students). Christian (2003) points out the similarities between the programs. The programmatic goals for Positive Families and INVEST include:

- Improvement in student communication skills with other individuals, especially family members,
- Improvement in anger management strategies,
- Acquisition of positive conflict resolution methods,
- Development of effective problem-solving skills,
- Promotion of family involvement in support services, and
- Elimination of short- and long-term substance use among targeted students (INVEST only).

STUDENTS AND FAMILIES SERVED

During 2002-2003, 520 students opted to participate in the INVEST program, but 159 (31%) students never attended any sessions. The majority (85%) of the students who did attend (308 of 361) completed the program. Of those who did not complete all four sessions, 31 attended only once, 9 attended twice, and 13 more attended three times. There were 82 students who agreed to participate in the Positive Families program; however, only 58 (71%) came to one session or more. Of those who attended at least one session, 46 completed the program, 7 attended only once, 2 attended twice, and 3 attended three times.

While it is unclear why 30% of those who signed on for these programs never attended, feedback from facilitators indicated that those who attended at least once without completing often had scheduling or transportation difficulties.

PARENT AND STUDENT SURVEYS

Following completion of the INVEST and Positive Families programs, both parents and students were asked to complete a survey regarding their perceptions of the program. Responses were received from 350 parents and 316 students. As has been true in past years (see Christian 2003 for full results of the 2001-02 survey), both parents and students overwhelmingly reported that the INVEST and Positive Families Programs were beneficial (Table 3).

Table 3: Participant Perspectives on the Outcomes of their Participation in the INVEST/Positive Families Programs, 2002-2003

	Student (n = 316)			Parent (n = 350)		
	Yes	Sometimes	No	Yes	Sometimes	No
I better understand how my family communicates.	64%	25%	11%	74%	19%	7%
We agree on how to improve communication.	51%	35%	14%	68%	24%	8%
The program has made me more comfortable being respected and respecting others.	61%	25%	15%	76%	16%	9%
I can better control my anger.	42%	30%	27%	58%	25%	17%
I can better express my anger.	44%	27%	30%	62%	23%	15%
I believe that our family communication will improve.	53%	31%	16%	74%	21%	5%
This program has helped my family with problem solving.	46%	38%	16%	65%	29%	7%

Source: INVEST/Positive Families Evaluation Survey

Note—Percent for each item may not sum to 100% due to rounding.

The results show that participants of both programs felt that they gained a better understanding of how their family communicates, and were able to agree on ways to improve their family communication as a result of participating in either INVEST or Positive Families programs. In addition, both parents and students reported improvements in their comfort with showing respect and being respected. Although the majority found that the programs helped them to control and express their anger at least some of the time, these were the two areas in which the greatest percentages of participants reported that the programs were not helpful.

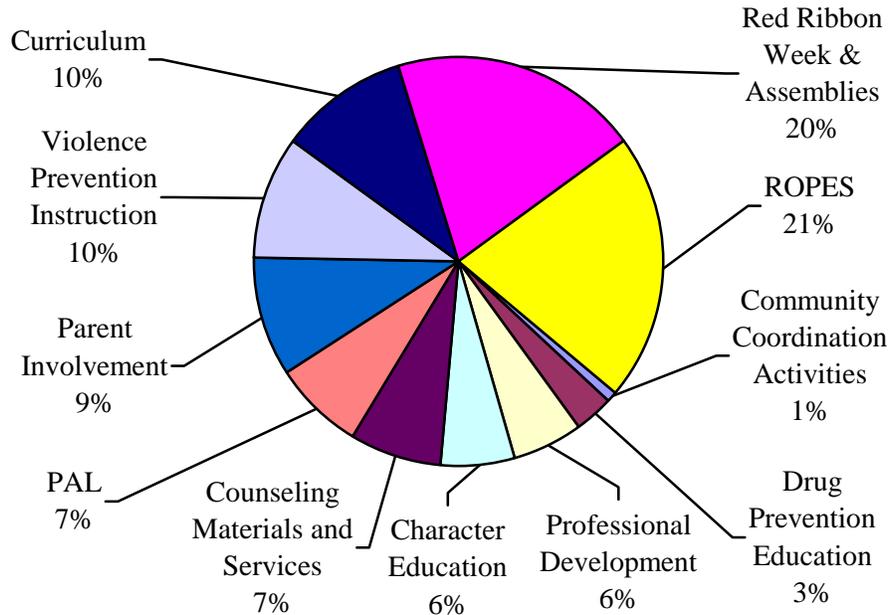
CAMPUS BASED PROGRAMS

The intent of Title IV campus based programs is to address those SDFSC issues that are most salient at each individual campus. All AISD secondary campuses, and those Austin-area private nonprofit schools and neglected or delinquent facilities that are within AISD boundaries, were eligible in 2002-03 to receive Title IV funds to initiate their own activities.

Grant guidelines and budget-planning forms were sent to each campus in the fall semester. Each principal appointed a campus staff member to act as a point of contact for SDFSC and to help develop and implement the campus plan. The grant manager and budget specialist verified that each campus' proposed SDFSC program plans and expenditures were aligned with Title IV goals and the campus improvement plans. The funds were made available to campus administrators once plans were approved.

Campus administrators used their funds for a variety of activities and programs (Figure 8). The greatest percentage of campus funds (21%) were spent on ROPES activities. One-time events, such as assemblies and activities associated with Red Ribbon Week, also garnered a high percentage (20%) of funding. While campuses are encouraged to use Red Ribbon Week activities as a vehicle for launching and introducing year-long initiatives toward prevention, campuses rarely report on how or if these activities are related to sustained efforts. As one-time events, research would indicate that they are unlikely to bring about long-term changes in student behavior and attitudes. Only 15% of campus funds were spent on various types of classroom-based education (character education, drug prevention, and violence prevention).

Figure 8: Campus Based Programs Expenditures, 2002-2003



Source: SDFSC Program Records.

Note – Total expenditures equaled \$33,333.

At the end of the school year, campus administrators reported on the outcomes of the Title IV activities at each of their sites. Campus administrators used a range of methods to evaluate their local programs, including assessing changes in: participation rates; campus discipline rates; TAKS scores; attendance rates; and student skills, knowledge, and attitudes observed by teachers or measured by surveys. Overall, campus administrators reported positive outcomes as a result of their programs, for example: decreased discipline referral rates, increased student knowledge regarding the dangers of substance use, increased student demonstration of conflict resolution and violence prevention skills, and increased community involvement. Many campus administrators indicated that they planned to improve or continue specific program elements in the 2003-04 school year.

Campus evaluation was sometimes inadequate to assess program benefits. For example, some campus programs were assessed by whether or not students enjoyed the program; others only counted participants. The wide variety of programs used across campuses contributed to difficulty in gauging the effectiveness of programs districtwide,

since each program had its own unique features that required different evaluation procedures.

While campus administrators offer a wide array of programs, they have not always used their money as effectively as possible. For example, despite research that shows that programs with ongoing, sustained efforts are most effective, campus programs continue to focus a great amount of funds (\$6562, or 20% of total expenditures for campus based programs) on one-time events, assemblies, and activities associated with National Red Ribbon Week.

If campuses are going to continue to receive individual allocations, new Title IV requirements for funds to be spent on “scientifically based” programs necessitates that campus administrators make careful decisions about how they utilize their funds. Efforts should be made to ensure that Red Ribbon Week activities are reinforced and bolstered throughout the year. More structured guidelines are needed by campus administrators in order to implement appropriate, research-based programs. Consolidation of programs offerings across campuses would allow more consistent evaluation and improved program effectiveness information to be gathered. Providing highly structured guidance will also help ensure districtwide compliance with this new federal requirement.

PART 3: AISD TITLE IV DISTRICTWIDE SUPPORT SERVICES

SCHOOL SUPPORT COMMUNITY SPECIALISTS

Two School Support Community Specialists (SSCS) were instrumental in providing guidance and monitoring of campus based Title IV activities. The SSCS's primary function was to help the elementary and high school campus administrators to develop and implement plans for their Title IV funds and to assist campus contacts with the evaluation of their Title IV programs and activities. One of the SSCSs also oversaw the work of the Middle School Drug Prevention and School Safety Coordinators, who were funded under a separate competitive Title IV grant.

Some of the structural constraints of the job led SSCSs to be scattered in their assigned tasks. For example, the SSCSs officially reported to the director of school support services, were responsible for coordinating their work at the schools with the area superintendents, and received guidance about how to align the direction of their efforts with Title IV grant goals and objectives from the Title IV grant manager. As a result of being accountable to multiple organizational units with divergent goals and levels of understanding of the district's Title IV program, the SSCSs were pulled in many directions. In addition, a lack of clarity in their job description resulted in problems for the SSCSs, such as being frequently removed from their assigned Title IV duties to complete other, tangentially related tasks.

Reduced Title IV funds and structural changes in the AISD School Support Department led to the elimination of these positions in 2003-04. In the future, it will be paramount that clear and specific job descriptions are developed for all prevention support staff, and that the supervisory structure under which they are assigned is one that both understands and supports the goals of the position.

COUNSELING SERVICES

For the 2002-2003 school year, two full-time drug prevention counselors (one at the Alternative Learning Center (ALC) and one at Garza Independence High School) and a program specialist in the department of Guidance and Counseling were funded through the grant. Both ALC and Garza High School are considered special campuses in AISD; extra support, in the form of additional counselors for students who may be experiencing

substance abuse problems or who are at risk for doing so, is warranted due to the higher concentration of these types of students at these two campuses. The program specialist in the Guidance and Counseling department works with school counselors district-wide.

The ALC is a campus for middle and high school students who have been removed from their regular campuses for discipline violations. The role of the drug prevention counselor at the ALC is multifaceted. In addition to serving as the district INVEST and Positive Families program coordinator, she conducted classroom presentations to students on drugs and alcohol and was responsible for student intake, crisis intervention, meeting with students individually and in weekly groups regarding drug and alcohol issues, meeting with parents, transitioning students back to their home schools, making referrals for additional services or treatment, and working with community agencies (e.g., Phoenix House and Safe Place) to coordinate additional drug and violence prevention resources coming into the school.

Garza Independence High School provides an alternative high school setting with an open enrollment policy and flexible class scheduling. Students must apply to be enrolled at Garza and on average are at risk for dropping out of school for reasons such as being a teen parent, using substances, or experiencing personal or family problems. The role of the drug prevention counselor at Garza encompasses a variety of responsibilities, including planning and implementing the school's Title IV campus based programs, being a member of the campus Impact Team (a team charged with providing additional support to students through targeted referral services), providing selected trainings for all Garza teachers, and facilitating three different student groups. In addition, the Garza counselor was the primary academic counselor for one-third of the Garza students, and was the counselor to whom students would be referred if there were suspicion of substance use at school.

The program specialist in Guidance and Counseling, 45% funded through the grant, was responsible for orientation of new counselors and staff development for experienced counselors. Many community organizations were brought into AISD by the program specialist to train staff on a variety of topics relevant to the goals of Safe and Drug Free Schools including bully-proofing schools, alienated youth, victim services, and the "differently wired" child. The specialist worked with the Title IV Advisory Council to create a matrix of all community services related to drug and violence prevention being

utilized at each campus. In addition to contributing to the Title IV Advisory Council, the specialist also worked extensively with one of the two competitive Title IV grants currently being implemented in the district; as the district's Middle School program specialist, coordination with the Middle School Drug Prevention and School Safety Coordinators was a natural connection to the program. In the upcoming school year, the specialist will also serve as the program manager for AISD's second competitive Title IV grant, the Elementary Counseling Demonstration Grant.

Many of the services provided by all three counselors are relevant to the Title IV program goals and objectives. In addition, much progress has been made with the grant-funded counselors over the last two years in raising their awareness regarding, and increasing their involvement in, Title IV activities and program planning. However, further alignment of roles and responsibilities with grant goals, as well as proportional distribution of duties with funding is needed.

ADMINISTRATION AND EVALUATION

BUDGET SPECIALIST

During 2002-2003, the Department of Education instituted a 2% limit on the funds from Title IV that LEAs could use toward administrative costs. As a result, this grant was no longer able to contribute to partial salary support of the grant manager or the budget specialist. Nearly all of the allowable administrative costs were expended in indirect costs. This is unfortunate, because both the budget specialist and the grant manager served essential functions for this program. The budget specialist reported spending 15-20% of work time throughout the year processing all of the requests for Title IV funds and expenditures, managing accounting procedures associated with grant funds, and assisting the evaluator in detailing the allocations and expenditures for required reporting to the TEA. The grant manager continued to serve as a leader in the district for drug and violence prevention initiatives. The grant manager chaired the Title IV Advisory Council, served as a point person for the Middle School Drug Prevention and School Safety Coordinators, and also served on the district's Safety Task Force, a special committee called by the superintendent to coordinate and facilitate campus safety planning. In addition, the grant manager functioned as a community liaison for the district with regard to drug and safety issues through participation in several local committees. Examples include the Travis

County Underage Drinking Prevention Task Force and the Travis County Substance Abuse Planning Partnership, the latter of which provided substance abuse information to the Community Action Network for the development of community goals and initiatives on issues relating to substance use. The grant manager reported that 50% of work hours were devoted to activities related to the Title IV Safe and Drug Free Schools and Communities grant goals.

EVALUATOR

This year, ¼ of the time of two evaluators in the Office of Program Evaluation was funded through Title IV. These two evaluators, in addition to a locally funded evaluator who spent approximately 50% of work time devoted to Title IV related evaluation, were responsible for working with district and program staff to analyze district needs, evaluate all Title IV funded programs and activities in the district, and gather data from the private schools and neglected or delinquent facilities within AISD boundaries that received Title IV funding. Some additional responsibilities of the evaluators included: providing technical assistance in planning, needs assessment, and evaluation to campus contacts and district program managers; coordination with the grant manager to ensure district and campus compliance with federal and state mandates of the grant; presentation of evaluation information to the district's SDFSC Advisory Council; presentation at the State SDFSC conference; and preparation and distribution of the required annual TEA Title IV evaluation report and the annual AISD Title IV narrative report.

The reorganization of AISD reduced the number of locally funded positions in the Department of Program Evaluation. As a result, the local match was eliminated, thus reducing funding for the evaluation of Title IV in 2003-04 to 50% of one evaluator. It will be difficult to meet increased federal requirements for program assessment with diminished funding for evaluation.

PART 4: CONCLUSIONS AND RECOMMENDATIONS

CONCLUSIONS

With decreased funding, the Title IV program at AISD needs to focus closely on the Principles of Effectiveness. Program management needs to provide campus administrators with clear direction on what programs they might offer based on campus needs and proven effectiveness.

A continuing challenge facing the Title IV program in AISD is that financial resources are reduced and may be reduced further in the future. The increases in the numbers of students disciplined for drug use and for verbal and physical violence require that the district focus efforts and funding on programs that can be effective in stemming these problems. The district must expend Title IV funds only on activities proven through research to be effective.

Fiscal responsibilities for the Safe and Drug Free Schools program are divided among many AISD staff. Supervisors from several different areas oversee discrete slices of the Title IV program. While each may be aware of how Title IV works within their areas, they are less likely to see the larger picture of the districtwide goals for Title IV. In the past, these supervisors have worked in isolation from the districtwide goals of Title IV as defined by the grant manager and Advisory Council, and sometimes unintentionally at cross-purposes to one another.

To decrease fragmentation of efforts, the structural reorganization of AISD in June 2003 brought more of the Title IV programs under the auspices of one office, that of Educational Support Services. In the upcoming year, the new Executive Director of Educational Support Services can use the position to further the goals of the Title IV grant by facilitating better coordination of programming and fund expenditures. In addition, the implementation of the Safety Task Force brought together many of the individuals who previously had been working independently on similar goals; Title IV programming needs to be closely aligned with the recommendations of this task force in the upcoming year.

RECOMMENDATIONS

To support the evolution of Title IV programming under the constraint of decreased funding, the district should implement the following recommendations.

OVERALL GRANT PROGRAM

- Improve coordination of district planning and implementation of programs and services related to drug and violence prevention. Align Title IV programming with the recommendations of the district's Safety Task Force and take advantage of the new structural organization of the district to better facilitate synchronized programming and efficient use of funds.
- Raise the awareness levels of teachers and administrators regarding student drug and alcohol use through more effective professional development and dissemination of campus level information.
- Base programming efforts on the Principles of Effectiveness, which provide substantial guidance for determining the design and evaluation requirements of the programs implemented under Title IV. For example, current needs assessment points to an increased emphasis on violence prevention programs while maintaining efforts to reduce substance use in the schools. Programs used in AISD must be based on credible research about effective practices to meet district and campus objectives. Moreover, objectives and results need to be measurable so progress towards goals can be assessed objectively.

DISTRICTWIDE PROGRAMS AND SUPPORT SERVICES

- Increase the emphasis on violence prevention programs and continue substance abuse programming.
- Proportionally align all grant personnel funding and their amount of effort toward and responsibility for promoting SDFSC grant goals and objectives, either through reassignment of duties or by differential allotment of funding.
- AISD has not conducted a comprehensive evaluation of the three districtwide programs (PALs, ROPES and INVEST/Positive Families) in the last two years. Such an evaluation, focusing on longitudinal data about how the

programs affect student behavior, should be conducted. It is unlikely that this can be accomplished with the current staffing level.

CAMPUS BASED PROGRAMS

- Provide a summary of AISD substance use and violence trends to all schools (administrators and SDFSC coordinators) to assist in prevention planning.
- Consider merging the Title IV Campus Based Program Planning forms with the required Safety Plans that each campus now must submit annually, to facilitate coordinated planning and efficient use of available funds.
- Provide more structured guidelines to campus administrators. Offer a limited set of programs that they may implement on their campuses to ensure districtwide compliance with the new federal requirement that funds be spent only for proven, effective, and research-based programs. In line with current needs, priority for funding should be given campuses using research-based programs that specifically address violence prevention.
- Provide direction to campus administrators on how to evaluate their programs, including what data must be collected, how to analyze the data, and how to interpret results.
- Increase emphasis on parent involvement and education regarding student substance and violence issues. This is in-line with the goals of Title IV and the Principles of Effectiveness, and is also reflective of positive student outcomes (i.e., students who perceive that their parents are involved report less substance use).

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APPENDIX: COMMUNITY AGENCY CONTRIBUTIONS

Table A1: In-Kind Services Provided by Community Agencies*

Agency	Services Provided						
	1	2	3	4	5	6	7
YWCA	✓		✓	✓	✓	✓	
Phoenix House	✓		✓				
Life Works	✓	✓	✓	✓	✓		✓
Safe Place	✓	✓	✓	✓			
Communities in Schools		✓	✓	✓	✓		✓
Boys & Girls Club	✓					✓	
Austin Child Guidance Center		✓	✓		✓		
Texas Underage Drinking Prevention Program		✓					
American Cancer Society		✓					
Center for Attitudinal Healing		✓	✓				
Institute for Weapon Free Youth	✓	✓					
Out Youth		✓	✓				
Central East Austin Community Organization						✓	

1. Curriculum-based prevention education instruction (short and long-term)
2. Information dissemination (including presentations and information distribution)
3. Counseling services (individual and support groups)
4. Screening and referrals
5. Structured activity groups (e.g., social/emotional skills focus)
6. Mentoring
7. Case management

* This list includes examples of in-kind services related to SDFSC that were provided by community agencies. It is neither a complete list of agencies, nor is it an exhaustive list of all services provided.

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