

**THE
SCHOOL
TEAM
APPROACH**

106977

U.S. Department of Education
Alcohol and Drug Abuse Education Program

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ALCOHOL AND DRUG ABUSE PREVENTION

U.S. DEPARTMENT OF EDUCATION
ALCOHOL AND DRUG ABUSE EDUCATION PROGRAM

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U.S. Department of Justice
National Institute of Justice

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NOTE

This publication is the fifth revision of a booklet first published in 1979 by the National Data Base and Program Support Project and prepared under the auspices of the U.S. Department of Education. Although originally prepared as a publication for the Office of Education, an Agency no longer in existence, it nonetheless contains valid information as a publication for the Department of Education.

August, 1984

FOREWORD

THERE ARE MANY PROBLEMS FACING OUR NATION'S SCHOOLS TODAY, BUT THERE IS NO ONE OF THEM WITH MORE POTENTIAL FOR DISRUPTION OF THE EDUCATIONAL PROCESS THAN THE WIDESPREAD USE OF ALCOHOL AND DRUGS BY OUR STUDENT POPULATION.

SECRETARY BELL RECENTLY STATED:

"It is generally agreed that alcohol has many negative impacts on our schools, whose primary function, education and training of the future generations, is often overlooked or sidetracked. Why? Because harassed principals and teachers are distracted from the main mission of education by violence and other antisocial behavior brought about in part by the direct or indirect use of drugs and alcohol."

DRUG AND ALCOHOL ABUSE IS A VERY HIGH WHITE HOUSE PRIORITY. PRESIDENT REAGAN HAS CALLED DRUG ABUSE "ONE OF THE GREATEST PROBLEMS FACING US INTERNALLY IN THE UNITED STATES. I ENVISION DOING WHATEVER WE CAN DO AT THE NATIONAL LEVEL TO TRY TO LAUNCH A CAMPAIGN NATIONWIDE BECAUSE I THINK WE ARE RUNNING A RISK OF LOSING A GREAT PART OF THE WHOLE GENERATION IF WE DON'T." (MARCH 6, 1981)

THE CONGRESS, ALSO OBVIOUSLY CONCERNED ABOUT THIS NATIONAL PROBLEM, PUT FUNDING FOR THE ALCOHOL AND DRUG ABUSE EDUCATION PROGRAM IN THE SECRETARY'S DISCRETIONARY FUND, IN THE EDUCATION CONSOLIDATION AND IMPROVEMENT ACT OF 1981.

THE DEPARTMENT OF EDUCATION IS THE SOLE FEDERAL AGENCY WITH A BROAD MANDATE TO WORK WITH THE NATION'S SCHOOLS. THE DEPARTMENT AND ITS ORGANIZATIONAL PREDECESSOR HAVE TWELVE YEARS OF EXPERIENCE IN DEVELOPING SCHOOL-BASED ALCOHOL AND DRUG ABUSE EDUCATION PROGRAMS. THE PRIMARY ROLE OF THE DEPARTMENT IN THIS REGARD IS TO PROVIDE LEADERSHIP, TRAINING AND TECHNICAL ASSISTANCE TO SCHOOL SYSTEMS FOR THE PURPOSE OF DEVELOPING LOCAL CAPACITY TO DEAL WITH LOCAL ALCOHOL AND DRUG ABUSE AND DISRUPTIVE BEHAVIOR PROBLEMS USING LOCAL RESOURCES.

THE DEPARTMENT'S "SCHOOL TEAM APPROACH FOR THE PREVENTION AND REDUCTION OF ALCOHOL AND DRUG ABUSE" EMBODIES THE BASIC PREMISES OF THE WHITE HOUSE CAMPAIGN:

- THE FEDERAL GOVERNMENT DOES NOT DICTATE TO COMMUNITIES EXACTLY WHAT THEY SHOULD DO TO REDUCE DRUG ABUSE.
- LOCAL SCHOOLS ARE RESPONSIBLE FOR SOLVING LOCAL PROBLEMS.
- THE RESOURCES FOR SOLVING LOCAL PROBLEMS ARE AT THE LOCAL LEVEL.
- PROBLEMS AND THEIR SOLUTIONS DIFFER WITH EACH LOCATION.
- PEOPLE ARE COMMITTED TO SOLUTIONS THEY HAD SOME PART IN DEVELOPING.
- THE EFFECTIVENESS OF VOLUNTEERISM HAS BEEN DEMONSTRATED. (TEAMS TRAINED UNDER THE "SCHOOL TEAM APPROACH" ARE COMPOSED PRIMARILY OF VOLUNTEERS).
- PARENTS HAVE AN IMPORTANT ROLE. (IN THE "SCHOOL TEAM APPROACH" PARENTS HAVE BEEN INVOLVED FROM THE BEGINNING).

THE GOAL OF THE DEPARTMENT OF EDUCATION'S ALCOHOL AND DRUG ABUSE EDUCATION PROGRAM (ADAEP) IS "TO DEVELOP THE CAPACITY OF LOCAL SCHOOLS TO PREVENT AND REDUCE DRUG AND ALCOHOL ABUSE AND ASSOCIATED DISRUPTIVE BEHAVIOR". SINCE ITS INCEPTION, THE TRAINING CENTER SYSTEM, PRESENTLY FIVE REGIONAL TRAINING CENTERS AND A NATIONAL DATA BASE, HAS PROVIDED INTENSIVE LEADERSHIP TRAINING, FIELD TRAINING, AND TECHNICAL ASSISTANCE TO OVER 4500 SCHOOL AND COMMUNITY TEAMS AND HAS LED TO THE DEVELOPMENT OF A GREAT VARIETY OF PREVENTION PROGRAMS IN LOCAL SCHOOLS. AS A RESULT OF TECHNICAL ASSISTANCE FROM THE TRAINING CENTERS, AFTER THE INITIAL TRAINING, MANY OF THESE TEAMS HAVE DEVELOPED THEIR OWN TRAINING CAPABILITY AND ARE PRESENTLY TRAINING ADDITIONAL SCHOOL TEAMS IN THEIR DISTRICTS.

THE NATIONAL SYSTEM IS A SELF-CORRECTING AND SELF-RENEWING NETWORK WHOSE STRATEGIES EVOLVE FROM AND CHANGE WITH EXPERIENCE. IT IS A NETWORK WHICH SHARES SUCCESSES AS WELL AS FAILURES ACROSS THE SYSTEM. TO RESPOND TO A VARIETY OF SCHOOL SYSTEMS AND TO ASSIST THESE SCHOOLS TO DEVELOP THEIR OWN CAPABILITY TO DEAL WITH LOCAL PROBLEMS, THE TRAINING CENTERS HAVE STAFF AND CONSULTANTS WITH A WIDE RANGE OF SKILLS AND EXPERTISE. SKILLS ESPECIALLY NEEDED ARE THOSE OF TRAINING, PROGRAM DEVELOPMENT IN SCHOOL SYSTEMS, AND CONSULTATION.

WITH THESE SKILLS, THE TRAINING CENTER PERSONNEL HAVE COMBINED SPECIFIC EXPERTISE IN PREVENTION OF SUBSTANCE ABUSE, EDUCATION, TEACHING, MANAGEMENT, ORGANIZATIONAL DEVELOPMENT, AND EVALUATION.

THE DEPARTMENT IN CONTINUING ITS SUPPORT OF THE NATIONAL TRAINING SYSTEM HAS REVISED THE "SCHOOL TEAM APPROACH" TO BE MORE IN KEEPING WITH THE WHITE HOUSE CAMPAIGN AGAINST DRUG ABUSE.

THE REVISED PROGRAM INCLUDES TWO EXPANDED AREAS. THE FIRST PROVIDES MORE OPPORTUNITIES FOR THE DEVELOPMENT OF STATE-WIDE PILOT PROGRAMS AND REGIONAL STATE NETWORKS. THROUGH THE REGIONAL CENTERS, THE ALCOHOL AND DRUG ABUSE EDUCATION PROGRAM HAS HOSTED REGIONAL CONFERENCES FOR STATE AGENCIES, PARENT GROUPS, LOCAL SCHOOL DISTRICTS, VOLUNTEERS, AND BUSINESSES IN THE PREVENTION OF ALCOHOL AND DRUG ABUSE.

THE SECOND EXPANDED AREA ENCOURAGES A PARTNERSHIP AMONG SCHOOLS, PARENTS, AND GOVERNMENT AGAINST ALCOHOL AND DRUG ABUSE. PARENT TEAMS ARE DEVELOPED BY THE SCHOOL TEAMS, AND THE PRIVATE SECTOR IS ENCOURAGED TO JOIN THE FIGHT BY CONTRIBUTING RESOURCES TO LOCAL SCHOOLS TO ALLOW ADDITIONAL SCHOOL TEAMS TO ATTEND TRAINING. THE FEDERAL GOVERNMENT'S ROLE IS TO PROVIDE INFORMATION ON THE LATEST RESEARCH IN THE FIELD, FACILITATE THE SHARING OF RESOURCES, NEW IDEAS, MODELS, AND CONSULTANTS, AND TO PROVIDE TECHNICAL ASSISTANCE AND TRAINING TO LOCAL SCHOOLS.

THE NEED FOR TRAINING, RESOURCE SHARING AND TECHNICAL ASSISTANCE IN DRUG AND ALCOHOL ABUSE AT THE FEDERAL LEVEL IS A CONTINUING ONE. THE U.S. DEPARTMENT OF EDUCATION IS COMMITTED TO CARRYING FORWARD THIS EFFORT.

THE PURPOSE OF THIS PUBLICATION IS TO DOCUMENT THE DEVELOPMENT OF THE SCHOOL TEAM PROGRAM FROM ITS BEGINNING IN 1972. CHAPTER 1, "AN OVERVIEW OF THE NATIONAL SYSTEM", DESCRIBES THE EVOLUTION OF THE PROGRAM'S NETWORK OF REGIONAL TRAINING AND RESOURCE CENTERS AND BRIEFLY DOCUMENTS THE IMPACT THAT THESE CENTERS HAVE HAD IN LOCAL COMMUNITIES THEY HAVE SERVED. CHAPTER 2, "PROGRAM PREMISES", EXPLAINS THE RATIONALE BEHIND THE TRAINING USED BY THE REGIONAL CENTERS TO PREPARE SCHOOL TEAMS FOR DEVELOPING EFFECTIVE PROGRAMS. CHAPTERS 3 AND 4 SUMMARIZE TYPICAL RESIDENTIAL TRAINING AND ONSITE SUPPORT ACTIVITIES, RESPECTIVELY. CHAPTER 5, "MANAGING THE NATIONAL SYSTEM", DESCRIBES THE UNIQUE MANAGEMENT TECHNIQUES THAT FROM THE BEGINNING HAVE HELPED TO BUILD A NATIONAL TEAM OF LIKE-MINDED PROFESSIONALS WHO SHARE A SET OF MUTUAL PROGRAM GOALS AND OBJECTIVES.

THE PUBLICATION SYNTHESIZES ACTIVITIES AND EVENTS THAT HAVE TAKEN PLACE OVER A TWELVE-YEAR PERIOD. THE PROGRAM CONTINUES TO RESPOND TO THE CONCERNS IN OUR SCHOOLS TODAY, BY CONSTANTLY DEVELOPING, RENEWING AND REVITALIZING THE RESOURCES WHICH HAVE BEEN SUCCESSFUL THROUGH ITS PAST EXPERIENCES.

Lawrence F. Davenport
Assistant Secretary for Elementary and Secondary Education
U.S. Department of Education

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ACKNOWLEDGEMENTS

The Alcohol and Drug Abuse Education Program (ADAEP) in the U.S. Department of Education has developed a national training and resource system that includes five Regional Training Centers and a National Data Base and Program Support Project. It is this system that has developed, refined, and maintained the innovative School Team Approach for the prevention and reduction of alcohol and drug abuse and other disruptive behaviors in our schools.

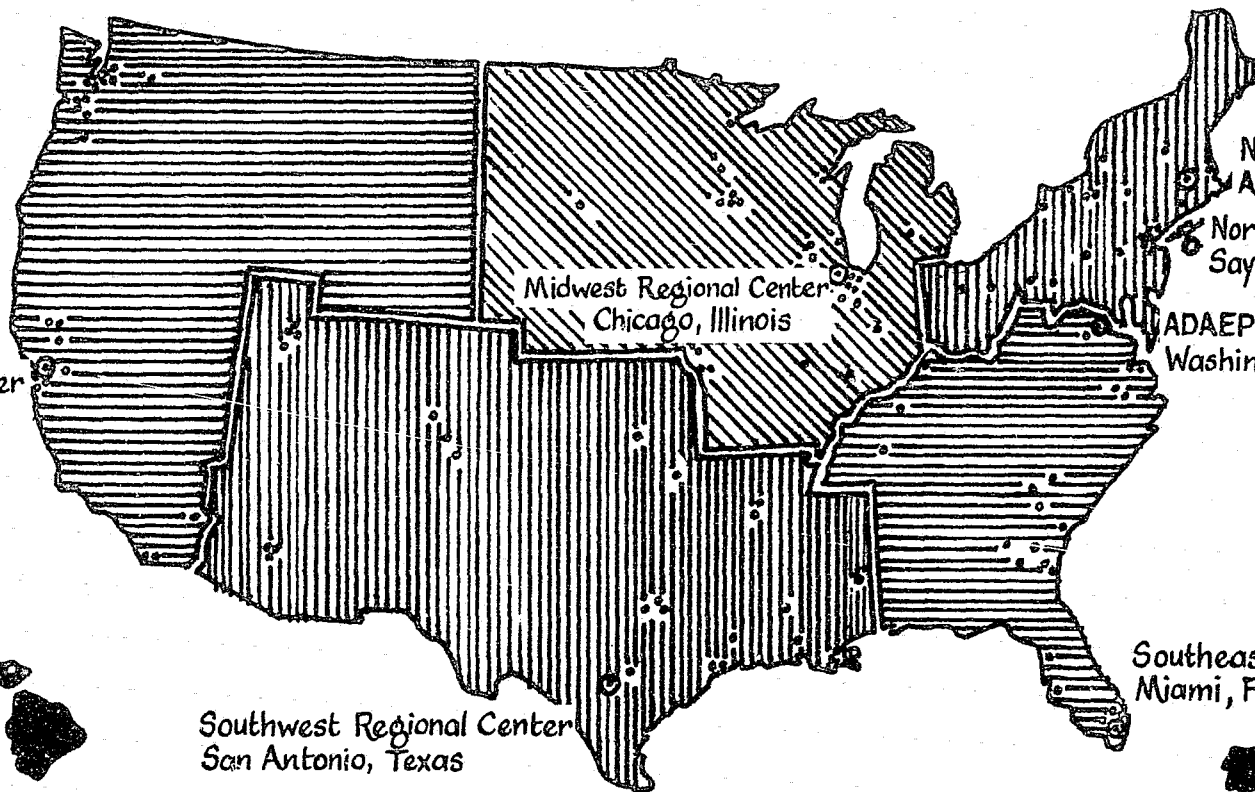
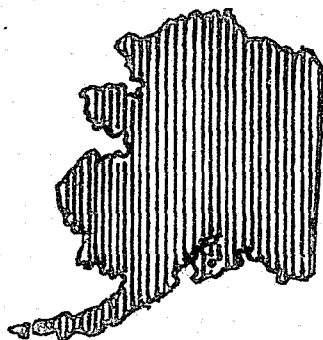
Joan Pizza Greer, the principal author of this publication and former Program Coordinator for the national training and resource system coordinated many of the new initiatives of the Program. In this capacity she visited residential and onsite training and observed team-initiated activities in a number of different local school programs.

Henry S. Resnik, coauthor, has written about education and drug abuse prevention for many years.

The present and former national office staff, *Myles J. Doherty*, *Dr. James Spillane*, *Dr. Helen Nowlis* and Center personnel provided the authors with a variety of resources that have contributed significantly to the development of this publication. These included lengthy personal interviews, center-produced training handbooks, documentation reports focusing on each center's training and onsite support activities, and detailed case studies of ongoing team-supported programs in local school districts.

The Directors of the Training Centers are: *Dr. Gerald Edwards*, Northeast Region Center, Sayville, Long Island, New York...*Beth Malray*, Southeast Region Center, Miami, Florida...*Mickey Finn*, Midwest Region Center, Chicago, Illinois...*James Kazen*, Southwest Region Center, San Antonio, Texas...*V.C. League*, Western Region Center, Oakland, California and *Dr. Bailey Jackson*, Director, National Data Base and Program Support Project, Amherst, Massachusetts.

THE NATIONAL NETWORK



Western Regional Center
Oakland, California

Southwest Regional Center
San Antonio, Texas

Midwest Regional Center
Chicago, Illinois

Southeast Regional Center
Miami, Florida

National Program Support
Amherst, Massachusetts
Northeast Regional Center
Sayville, New York
ADAEP National Office
Washington, D.C.

• Indicate Locations of School Team Clusters

CHAPTER ONE:

An Overview of the National System

The Alcohol and Drug Education Program began in March 1970, when President Nixon directed the U.S. Office of Education (USOE) to spend \$3.5 million to train all of the nation's classroom teachers in the area of drug abuse prevention within 15 months. In December, responding further to the crisis, Congress passed the Drug Abuse Education Act of 1970. Funding for the Act (\$6 million) became available in February 1971, and at this point USOE launched a variety of demonstration grants in colleges and communities, in addition to the training programs already in effect,

At various times the components of the program included grants to State departments of education for statewide training programs; a series of intensive summer training workshops for inservice teachers; funding of a national committee, and advisory and consultant group of drug abuse experts; and demonstration grants to prevention programs in local schools, communities and colleges. After December 1970, all of these components were subsumed under the rubric of the Alcohol and Drug Abuse Education Program (ADAEP).

ADAEP's RESPONSE TO A GROWING CONCERN

Drug use and abuse have continued to have serious effects on the development of the nation's youth. At all levels of society and in communities across the country, widespread drug use, in combination with other problems - poor school performance, truancy, school violence and vandalism, dropouts - has increased at a rapid pace and has reached progressively younger age groups. President Reagan has called drug abuse "one of the greatest problems facing us internally in the United States."

The response developed by the U.S. Department of Education, Alcohol and Drug Abuse Education Program is the School Team Approach Program - a national network of training and resource centers set up to train teams of school and community representatives in problem-solving techniques that help schools develop programs for youth.

Rather than prescribing preconceived solutions to problems, the program offers a systematic process that can be adapted to a wide variety of problems and circumstances in local schools; a process that can lead to greatly improved school and community services and ultimately, to the healthy, positive development of young people.

THE SCHOOL TEAM APPROACH PROGRAM

Basic Premises:

1. Local schools are responsible for solving local problems.
2. The resources for solving local problems are at the local level.
3. Teams of personnel are much more effective in solving problems than individuals.
4. Local schools analyze their own problems, assess their needs, determine resources available, gain necessary skills, develop action plans and implement the plans.
5. People are committed to solutions they had some part in developing.
6. Problems and their solutions differ with each location.
7. People abuse drugs for a variety of reasons. Consequently a variety of programs must be developed to counteract such abuse.
8. Parent involvement is necessary for effective solutions to student problems.

Program Delivery System:

1. National office formulates policy, program direction, leadership, staff training, funding and monitoring of the national delivery system.
2. Five regional training resource centers provide training and follow-up support to teams consisting of 5-7 representatives of local schools and communities.

Impact: The national program has established teams of school-community personnel supported with training and follow-up assistance in every State and territory. The total is 4,500 school-communities and involves approximately 18,000 personnel. Programs set up by these teams reach approximately 1,000,000 youth annually. Schools have found the program most effective in reducing behavior problems of all kinds including alcohol and drug abuse.

THE GOAL OF THE SCHOOL TEAM APPROACH IS:

To assist participant schools in preventing and reducing drug and alcohol abuse and associated disruptive behaviors that are destructive and that hinder the learning process in schools by: (a) encouraging and enhancing the development of a cooperative systems management approach to school governance in which the entire school community assumes responsibility of the problem and takes part in the solution and (b) facilitating the creation and maintenance of a positive school environment to reduce disruptive behavior.

For schools participating in the School Team Approach, there are a number of criteria for assessing its effectiveness. One or more of the following may be considered success criteria for schools participating in the ADAEP two years after training.

1. Reduction of drug and alcohol use and abuse. The indices could be in the form of self-reports by students of reduction of abuse at school during school hours. Reduction could also be assumed if student norms have moved from those of positive acceptance of drug and alcohol abuse toward those of non-acceptance,
2. Reduction of associated disruptive behaviors during school hours that interfere with the learning process and take administrative and teacher time and energy from education tasks. Indices of impact could be in the form of reductions in referrals to the principal's office, in suspensions, in costs of vandalism, or student self-reports of reduction in disruptive behavior or vandalism or an increase in the perception by students of a safe school environment,

BECOMING PART OF THE PROGRAM

The main feature of the School Team Program is a national network of regional training centers. The centers provide training and follow-up onsite support to teams consisting of five to seven representatives of local schools and communities. Each team submits a brief proposal to the training center, describing the team's perception of the problems and needs in its school or community. In general, the following criteria are used in evaluating the proposals:

1. The extent of the problem in the schools and local community to be served;
2. The extent to which the proposed team membership includes people who have demonstrated leadership capabilities;
3. The extent to which the proposed team activities will address unmet problems in the schools and local communities to be served;
4. The extent to which the proposed team activities will be coordinated with related efforts in the states, school and community;

5. The degree of the applicant's commitment to facilitate the activities of the team after training is completed as demonstrated by the applicant's stated intent to support these activities administratively and financially;
6. The extent and manner in which the team will be utilized after training in the development and administration of programs in the schools of the applicant educational agency.

When teams are selected for training, funding is provided for a limited range of team expenses, including:

1. Team members' transportation to and from the regional training center and living expenses during training;
2. The cost of providing substitute teachers so that teacher members of the team may attend training;
3. At various points in the history of the program, the salary of a part time team coordinator.

Once teams have been selected for training, representatives of the regional training center make a site visit to inform the team members about the kinds of training and onsite support they can expect from the training center. In addition, the pre-training visit enables the center staff to assess additional problems and needs that may not have been included in the team's proposal and that may require specific attention or skill development during training.

Each team comes to the center for a training cycle lasting approximately one week. This intensive training experience facilitates team building, provides information about various kinds of approaches to problem solving, and develops new skills among team members that will be necessary for developing programs "back home," i.e., in the team's local school or community.

Each team develops an action plan. Action planning is a central component of training and usually takes up the equivalent of several days in each training cycle. The action plan is a result of a team's analysis of the needs of its school and community and its own resources in meeting these needs.

The regional training center provides at least five days of follow-up onsite support (technical assistance and field training) to each team for one to two years after training. Onsite support may consist of additional training, regional meetings of several teams, consultation regarding specific problems the team is having in implementing its action plan, or a variety of other forms of support.

The ultimate goal of the process is for each team to develop effective programs in its schools and community. Although some teams become inactive once they have implemented their action plans, many continue to develop new programs for years after their original training at the regional center. Teams can be found all over the country that were trained during the first training cycle in 1972 and continue to function. Many of these teams have trained new teams which have, in turn, developed their own action plans.

The basic components of the School Team Program described above reflect premises about the most effective way to develop local programs. Another major premise that has continued to govern the program from its inception revolves around the intention of the program's planners to develop an integrated self-correcting national system of training centers, highly skilled personnel, and mutually shared concepts and training techniques. The national office established several different mechanisms for creating this national program unity. These include:

- Program development workshops, during which the majority of the staff members of each center meet to discuss new ideas and program directions. These workshops are held about once every nine months.
- Center directors meetings. The directors of each of the regional training centers usually meet four times each year with the management staff from the Washington, D.C. office.
- Site visits conducted by the national management staff. These site visits represent the principal tool for establishing uniform standards across all the program's regional training centers.

The national management of the training center system is discussed more fully in Chapter 5.

VARIATIONS ON A THEME

The essence of the School Team Program derives from its being a national system that facilitates an ongoing process of team training and program development. Instead of telling local teams what to do or what kinds of programs to develop, the training centers provide them with the tools to assess their own needs and develop their own programs.

When the program was first initiated in 1972, it was entitled "Help Communities Help Themselves" (HCHT). The seven-member teams trained under this program represented a variety of different community agencies and constituencies: for example, schools, health and social agencies, church groups, civic groups, youth, law enforcement agencies, local government, and parents. HCHT trained 1700 community teams between April 1972 and June 1975.

Initially, ADAEP funded eight regional training centers. At the beginning of the 1974 Fiscal Year, the number of centers was reduced to five. Thereafter, each of the remaining five centers served a ten-State region. The contracts for these five centers have been renewed annually.

In July 1974, the program entered a new phase of training that focused on teams consisting only of school representatives. This phase of the program came to be labeled "The School Team Approach for Preventing and Reducing Alcohol and Drug Abuse and Other Destructive Behavior" -- ultimately abbreviated to "The School Team Program" the generic description that is now applied to the entire national training system. The coordinators of teams trained in this phase received a half-time salary, and the number of team members was reduced from seven to five. Approximately 1,600 teams were trained under this program between the spring of 1974 and the summer of 1979. Although after June 1975, the training centers no longer trained community teams, the centers continued to provide onsite support to teams originally trained under the HCHT program, and in many cases community teams worked closely with center-trained school teams in their communities.

By the mid-1970's, funding for ADAEP had declined from its peak of several years earlier. Thus, during the 1976 Fiscal Year, no new teams were trained at the regional centers. Instead, the centers were charged with providing onsite support, or technical assistance ("TA"), to teams that had been trained previously. While prompted by economic necessity, this "TA year" helped to sharpen the skills of the center staff and consultants in providing useful, efficient onsite support to ongoing team programs.

A new step in the evolution of the School Team Program was taken in the spring of 1977, when the Office of Juvenile Justice and Delinquency Prevention (OJJDP) in the Law Enforcement Assistance Administration (LEAA) contracted with ADAEP to provide a pilot program of school team training aimed at reducing crime and disruptive behavior in schools. This program, "The School Team Approach for Preventing and Reducing Crime and Disruptive Behavior," (abbreviated to "The Crime and Disruptive Behavior Program" or "The LEAA Program") continued to be funded by LEAA for the next two years. Each LEAA team consisted of seven representatives of its local school and community; a school administrator, a teacher, a counselor, a school security officer, a representative of the local juvenile justice system, an unaffiliated community member, and a student.

"The approach is viable for alcohol and drug abuse as well as crime and violence," observes Project Officer Myles Doherty. "In fact, some of our teams have adapted themselves to problems such as parent and school relationship issues. The approach can be easily retargeted because it's so flexible -- it can target many different population groups and many different kinds of destructive behavior. Throughout, the process remains unchanged."*

CHANGING PEOPLE AND INSTITUTIONS

Since the discussion of the School Team Program up to this point has focused on such concepts as the program's process, the national system, the numbers of people trained, and the yearly funding levels, one might conclude that these are the only important variables in the program's success. Such a conclusion would be inaccurate. Although effective management and the development of a unified national system have been one of the major concerns

* The entire evolution of the School Team Program is summarized in Figure 1.

FIGURE 1

<u>YEAR</u>		<u>BUDGET</u>	<u>PROGRAM NAME</u>
FY 72		\$5,407,035	HELP COMMUNITIES HELP THEMSELVES
FY 73		\$6,513,629	HELP COMMUNITIES HELP THEMSELVES
FY 74		\$5,838,589	HELP COMMUNITIES HELP THEMSELVES
			SCHOOL TEAM PREVENTION AND EARLY INTERVENTION PROGRAM
FY 75		\$3,446,899	SCHOOL TEAM PREVENTION AND EARLY INTERVENTION PROGRAM
FY 76	USOE	\$1,625,000	SCHOOL TEAM APPROACH FOR PREVENTING AND REDUCING ALCOHOL AND DRUG ABUSE AND OTHER DESTRUCTIVE BEHAVIOR
	LEAA	\$1,112,000	SCHOOL TEAM APPROACH FOR PREVENTING AND REDUCING CRIME AND DISRUPTIVE BEHAVIOR
FY 77	USOE	\$1,840,000	SCHOOL TEAM CLUSTER APPROACH FOR PREVENTING AND REDUCING ALCOHOL AND DRUG ABUSE AND OTHER DESTRUCTIVE BEHAVIOR
	LEAA	\$1,726,000	SCHOOL TEAM CLUSTER APPROACH FOR PREVENTING AND REDUCING CRIME AND DISRUPTIVE BEHAVIOR
FY 79	USOE	\$2,000,000	SCHOOL TEAM CLUSTER APPROACH FOR PREVENTING AND REDUCING ALCOHOL AND DRUG ABUSE AND OTHER DESTRUCTIVE BEHAVIOR
	LEAA	\$ 952,303	SCHOOL TEAM CLUSTER APPROACH FOR PREVENTING AND REDUCING CRIME AND DISRUPTIVE BEHAVIOR
FY 79		\$2,000,000	SCHOOL TEAM CLUSTER APPROACH FOR PREVENTING AND REDUCING ALCOHOL AND DRUG ABUSE AND OTHER DESTRUCTIVE BEHAVIOR
FY 80		\$3,000,000	SCHOOL TEAM CLUSTER APPROACH FOR PREVENTING AND REDUCING ALCOHOL AND DRUG ABUSE AND OTHER DESTRUCTIVE BEHAVIOR
FY 81/FY 82 FY 83/FY 84		\$2,850,000	SCHOOL TEAM CLUSTER APPROACH FOR PREVENTING AND REDUCING ALCOHOL AND DRUG ABUSE AND OTHER DESTRUCTIVE BEHAVIOR

YEAR

BUDGET

PROGRAM NAME

FY 85

\$3,000,000 est.

SCHOOL TEAM CLUSTER APPROACH FOR
PREVENTING AND REDUCING ALCOHOL
AND DRUG ABUSE AND OTHER
DISRUPTIVE BEHAVIOR. THIS
INCLUDES FUNDS FOR A DISCIPLINE
INITIATIVE

of the program's national office and all the regional training centers, an equally important characteristic of the School Team Program is the profound effect it has on people.

To a great extent, for example, the program is kept alive by the energy and enthusiasm of volunteers. With the exception of those team coordinators who receive a partial salary, every team member participating in the program begins training as a volunteer, and school and community volunteers are largely responsible for the programs that teams implement. The program staff within the national system typically devote unusual and demanding hours to their jobs, yet the centers retain many of the same staff with whom they began the program in 1972, despite annual uncertainties about whether or not the program will be refunded. The program evokes loyalty, dedication, and commitment. Gerald Edwards, the director of the Northeast regional center, accounts for this by saying, "For many people who come for training it's the first time in their professional lives that anyone has really cared about them and what they're doing. Teachers especially tend to get caught in a rut with no way out, and the result can be very depressing for them. One teacher who came to our center for training told me that at the beginning of training he could have named the exact day when he'd retire from teaching. Now he's doing all kinds of new things in his classroom, and he's so excited about his work that he stays after school every day. His main complaint to me now is that he feels guilty that he's enjoying teaching so much."

This kind of positive result is typical of team members and new programs shaped by the regional centers' training cycles. The program produces positive results in:

- School and community representatives and other adults who go through training;
- Institutions, particularly schools, which are affected by new programs and new attitudes among staff members who have been trained;
- Young people -- the ultimate program target in terms of greater options for health, growth, and ways of dealing with development problems.

THE CLUSTER APPROACH

After having achieved a great deal of success in medium-sized communities, the program changed its focus in 1977-78 to large cities -- a shift that coincided with reduced funding for the program nationwide but reflected also where the problems of disruptive behavior were greatest. Because of the size of urban school systems and the magnitude of their problems there was a clear need to redesign the school team approach. A single isolated team would be buried in an urban school system. What was needed was a "critical mass" of teams that could support one another and be a visible force for change in the district. The response to this need was the "School Team Cluster Approach to the Prevention and Reduction of Disruptive

Behavior." Four teams of five persons each from schools organizationally related (e.g., a high school and its feeder schools) headed by a coordinator from the district office constituted a cluster. This was the critical mass of 21 people who upon returning to their district after training would have much greater leverage to get things done both in their individual schools and throughout the district. Since 1977, the Program has adapted this approach, for the rural school district also.

The Program made another important decision in 1977. Experience and research had shown that good programs did not survive well in poorly administered schools. The target clearly had to be not the individual classroom or a group of teachers in a given school but the overall climate of the school. To bring about improvement, the leadership and support of the principal were crucial. The Program therefore required that the school principal or the assistant principal be a member of each team. Thus, with the involvement of the school principals and with a coordinator from the district office, the cluster approach was designed not only to improve individual schools but ultimately to be a resource to the superintendent in bringing about district-wide improvement.

The practice has confirmed the theory. Typically the four teams return to their schools and begin to carry out their individual action plans. At the same time the cluster of teams under the leadership of the coordinator meets to exchange ideas and experiences and to coordinate the identification and exchange of resources among the cluster schools. The cluster soon becomes a visible entity within the district. Through further onsite training and technical assistance from the Training Center, it begins to develop its own independent training, technical assistance, program dissemination, and problem-solving capability. Under the direction of the coordinator the cluster may develop a cadre of trainers available for inservice training and technical assistance for other schools in the district. The process normally takes from two to three years but ultimately the cluster model provides the school district superintendent with a corps of persons with skills in problem solving, program development, and training to meet any problem or crisis related to alcohol and drug abuse and other disruptive behavior in an organized and efficient way. The model has proved to be so successful because of its ability to reinforce constructive improvement throughout a school system that cluster training has become the pattern for the program.

OBJECTIVES FOR LEADERSHIP ROLES AND GROUPS

The School Team Approach recognizes that the key to a well-functioning school and a well-functioning school system is its leadership. Therefore superintendents and principals are crucial in the School Team Approach. Their desire to identify problems, explore solutions and to carry out new approaches is necessary. To clarify the School Team Approach, its goals and program design, role objectives have been developed for superintendents and principals on the one hand and on the other for school district clusters and teams who are their resources in carrying out programs in their districts.

The role objectives are the following;

- A. Superintendent or Regional Superintendent
To coordinate resources in the school district and community to address and solve problems of alcohol and drug abuse and related disruptive behaviors and to give leadership and support to all school district personnel and principals to enable them to accomplish this goal,
- B. Principal
To coordinate resources in the school, school district and the community to address and solve problems of alcohol and drug abuse and related disruptive behaviors; to increase a positive school environment through good school governance and with the cooperative efforts of all those engaged in the educational process; and to create a feeling of safety in the school by all concerned so that more productive learning can take place,
- C. Cluster
To assist the superintendent and principals, teacher and students in their tasks by becoming a group of skilled and knowledgeable resources in the areas of alcohol and drug abuse and related disruptive behaviors, their causes and solutions; to become a creative planning, problem-solving and training resource for the school district in those areas.
- D. Trained Teams
To assist the administration and school community by becoming a group of skilled and knowledgeable resources in areas of alcohol and drug abuse and related disruptive behaviors, their causes and solutions; to become a creative planning and problem-solving resource for the principal and an implementation team with the skills and experience, to develop and manage a variety of activities to deal with the above behaviors in the school.

TEAMS IN ACTION

Ideally, teams continue to meet and develop new programs long after training, creating a "ripple effect" of lasting effect in their schools and communities. One indication of how successful teams have been at this is the \$3,462,000 in additional funding raised by teams locally and regionally during 1982-83, for example. The pattern has continued in subsequent years. Even when teams do not continue beyond the original contract year, however, significant changes in teacher behavior and school climate may often take place. Following are brief profiles of several teams and clusters that illustrate the impact the program has had on individuals, schools, and communities.

SCOTTSDALE PUBLIC SCHOOLS
Phoenix, Arizona

The Scottsdale District includes most of the cities of Scottsdale and Paradise Valley and parts of Phoenix and Tempe. It has 20,900 students in 21 schools.

The Cluster's first four teams were funded for training in November 1982. They represented three high schools and one middle school. In November 1983, the district sent teams from two additional high schools to the Training Cycles at the district's own expense. The district also had sent 28 trainees to the All-Arizona Training Cycle in August 1983. The 28 represented five more schools plus a school-community team.

The Coordinator is Dr. Richard Clegg, Director of Physical Education and Health Education for the district. To assist him as Coordinator he has formed a Cluster Leadership Council made up of six team leaders.

A Training of Trainers workshop was conducted at Carefree, Arizona, in March 1983, for twenty participants plus a dozen shorter workshops throughout the year.

The Cluster has received excellent support from the Superintendent and the School Board. Dr. Clegg does an especially good job of keeping them informed with reports and memos and in-person reporting. The basic objective of Scottsdale's program, Dr. Clegg said, is to reduce alcohol and drug abuse and other disruptive behaviors through an informational/awareness program which helps students to choose favorable alternatives. The assumption is that if staff and student morale is high and communication and interrelationship styles are effective, there will be an influence on the prevention/reduction of chemical abuse and other disruptive behaviors, and learnings, in fact, will be enhanced, facilitated and expanded.

At the beginning of the 1982-83 school year, for example, Supai showed the highest middle school absence/tardy rate. After training and action planning, the school's absence/tardy rate became the lowest of the middle schools.

The school team approach, Dr. Clegg said, is similar to the "circles" model found in Japanese industry. It is based on the proven and sound principles:

1. local people solve local problems
2. people support what they help create

The school team approach succeeds because it is based on a common sense process which not only meets needs, but also fosters enthusiasm and commitment. Experience has shown that teams and individuals develop attitudes that literally any challenge can be met, any problem solved.

Several of the Scottsdale team members have told Dr. Clegg that they believe the school team approach is "the best thing yet" for the Scottsdale School District.

CENTRAL KITSAP SCHOOL DISTRICT NO. 401
Silverdale, Washington

Central Kitsap School District is located on the west side of the Puget Sound Basin in Silverdale, Washington. The original cluster, composed of team members from Olympic High School, Fairview Junior High School, Cottonwood Elementary and Tracyton Elementary received training in the School Team Approach from Region 8 Western Training and Development Center during December 1981. Taking the name, "Project Success", cluster efforts quickly expanded to include other schools in the district. During May 1982 on-site training was provided to teams from Central Kitsap High, Central Kitsap Junior High, Jackson Park Elementary and Silverdale Elementary. And again in May 1983, four new teams representing Brownsville Elementary, Clear Creek Elementary, Esquire Hills Elementary and Seabeck Elementary received training. Today, the entire cluster represents model efforts in reducing alcohol and drug abuse and disruptive behavior in a concerned community.

The Central Kitsap High School team members stated as their goal to reduce the number of incidents involving drug and alcohol abuse by students. One successful activity the team has been involved in is an open gym during lunch for students. A Parent Volunteer team supervises this activity which provides alternatives for students during their school day. Central Kitsap High School participated with Olympic High School in "Friday Night Live", a multi-media presentation on the possible consequences of drunk driving.

With the goal of increasing staff unity and improving student mental health, Olympic High team members developed a program to bring guest speakers to OHS students during their lunch. Guest speakers presented a variety of topics, including major social issues such as child abuse, drunk driving, etc.

Fairview Jr. High School stated three objectives: to enhance the life coping skills of their students, to reduce absenteeism and to reduce fighting and drug use/abuse incidents among students. The team arranged a course on conflict resolution to provide staff members with skills in dealing with conflicts between students, between staff and students, and in their own personal lives.

Cottonwood Elementary team members intended to reduce the potential for substance misuse and disruptive behavior among students. A school climate survey was administered and evaluated and the team was expanded to include other faculty members and parents. This additional strength allowed the Cottonwood team to break into sub-committees to attack specific objectives. The close partnership between the parents and staff helped this team to grow in effectiveness.

The Jackson Park Elementary team felt it was necessary to help increase students' social competencies and self-control. The Jackson Park team has been responsible for 78 separate activities as part of their teams' efforts involving both staff and students in increasing self-esteem, developing group feelings, and positive recreational alternatives. Team

members knew that providing alternate activities was one of the major strategies in reducing the potential of substance abuse.

In their goal statement, the Silverdale Elementary team stated they would be working toward a decrease in incidences of disruptive behavior (fighting). An example of the type of activities the Silverdale team chose was a workshop on improving children's self-image. Several strategies were presented to help young people feel better about themselves and more competently deal with the challenges of growing up.

Tracyton Elementary team members planned to decrease fighting, vandalism and absenteeism at their school. The Tracyton team having grown to twelve members organized a "I Am Making A Difference" program with emphasis on responsibility, involvement, optimism, etc. This culminated in a "Tracyton Run" with proceeds to benefit the community.

Superintendent Eugene Hertzke has supported the project since its beginning. "We moved with 'Project Success' swiftly and put money into it from the start, providing continuity for the project and reinforcement for everyone involved. I would have to say the key ingredients of our success have been: a staff that saw a real need and was and is willing to continue putting out the extra effort it involves; the incorporation of 'Project Success' ideas into our district's goals and objectives; the commitment and involvement of our parents who have been real 'pushers' and 'movers' of the project - they have kept us moving; and the expertise of the Center - we have never been refused technical assistance and the staff has always been sensitive to our needs. We decided if we were going to do something, we were going to do it right - I see our expansion to include other teams as a very important part of our commitment beyond the first year. We keep the project as a priority among staff and keep the school board informed at all times of our activities".

LEE PUBLIC SCHOOLS
Lee, Massachusetts

The teams from Lee High School and Lee Central Junior High School attended their initial training in December, 1982. They then held an extended training weekend for 15 new members, broadened the base of support in both schools, and immediately started work on their action plans. For the high school, the main goal was to reduce alcohol use at parties and alcohol related accidents. The Junior High team began its series of parent workshops and curriculum projects.

1. Curriculum

During the first two weeks in May, 9th grade students were presented with a two week alcohol and drug unit with emphasis on the social and legal ramifications of the use of alcohol. These students were tar-

geted because they were in the age group which is just starting to travel with friends in cars and would soon be receiving driver's licenses.

During prom week, all students in the school were given a class on the danger of drinking and driving. Parent/Student Contracts from S.A.D.D. were then mailed home to all parents with instructions to parents to read, discuss and then sign the contract with their teenager. Included in this letter to parents were statistics on traffic accidents/deaths among teenagers, Massachusetts driving laws and the S.A.D.D. contract.

2. Parental Involvement

Through mailings, phone calls, meetings and media, parents of graduates were urged to demonstrate their concern for the welfare of our youth by signing a pledge which contained three points:

- a. That parents would not serve alcohol illegally to minors.
- b. That they would not serve alcohol to anyone who in their judgment had already had too much to drink.
- c. That they would not let anyone drive who had too much to drink.

3. Senior Involvement

Through meetings and informed discussions, members of the senior class were informed of the Alcohol and Drug Abuse Prevention Team's (A.D.A.P.T.) intentions of promoting a safe graduation period. The following graduation program was worked out by A.D.A.P.T. and the senior class.

1. Seniors, wishing to support the program of a safe, happy graduation would sign a pledge, saying that they would not drink illegally on graduation day.
2. A senior/parent graduation breakfast was planned which could be attended by seniors and their parents on graduation morning free of charge. The purpose of the breakfast was to start the day on a very positive note as seniors, parents and friends interacted socially for possibly the last time. The local teachers association and other staff volunteered to provide the breakfast.
3. Project G.R.A.D. (Graduates Restricting Alcohol and Drugs)

To reward the graduates for their positive behavior, a concert/dance was held graduation night, for seniors who had signed the pledge and their guests.

4. Community Involvement

A. Support

To enlist support of the community, a Community Pledge was initiated and distributed throughout the community. In addition to support, many community members and organizations have contributed time, services and money to this effort.

B. Awareness

In order to educate the total community as well as parents who could not sign the pledge, a community awareness program was begun which included weekly press releases, public radio announcements, a student produced T.V. show, an information and material center at the library, and distribution of a brochure entitled: How to Give a Safe Party.

Results of the Alcohol and Drug Prevention Program:

1. During the targeted time period, there were no alcohol/drug related traffic accidents or deaths involving local teenagers.
2. There were no alcohol related arrests involving local teenagers.
3. The prom and graduation days were described by school officials as "calm and quiet".
4. Local police also described this period as "very calm".
5. Surrounding communities and schools "borrowed" parts of the A.D.A.P.T. Program for their own districts.
6. A very positive attitude was developed among students within the high school and students were observed as being less disruptive.
7. 300 graduates and parents attended the graduation breakfast.
8. Nearly 300 seniors, guests and underclass students attended the graduation night concert.
9. Over 50% of seniors signed the pledge.
10. Over 50% of seniors' parents signed the pledges.
11. Nearly 70% of underclass students signed pledges of support.
12. Over 100% adults, staff, parents actively worked on some aspect of the program.
13. A large number of teachers took part in the program which helped to improve staff morale. The Superintendent of schools, school board members and school administrators also took an active part in the program.

FAIRFAX COUNTY SCHOOLS
Fairfax, Virginia

Over the past decade, the Fairfax County School System, Fairfax, Virginia has had to confront the serious dilemma of drug and alcohol abuse along with its complications of truancy and disruptive behavior. Together with changes in curriculum and disciplinary regulations, application of "The School Team Approach" represents a successful effort to combat these problems.

To capture the excitement of the School Team Approach at work in Fairfax County one only needs to attend an early morning meeting of the School Team at Falls Church High School. Here members take part in a three-year-old awareness and training program for faculty and staff. Resulting from this group's work is a coordinated program utilizing a variety of resources. When used to target excessive truancy, Falls Church's network of programs reduced the number of students with twenty or more absences from over 650 in 1980 to less than 280 in 1983.

Mount Vernon High School's School Team expands the group process by mobilizing potential student leaders to improve conditions in the school. The Team organized a Student Leadership Conference involving forty-eight student leaders from grades 8 - 11. They met for three days to identify school-wide concerns and to develop action plans. The success of the conference led to the development of a pilot course in Student Leadership.

According to William J. Burkholder, the superintendent of Fairfax County Schools, "Schools now using the School Team Approach report declines in substance abuse and in disruptive behavior and an improvement in faculty communication and student morale".

In the community, the Lake Braddock School Team organizes alternatives to weekend beer-drinking "keggers" parties and works with the Lions Club and Inter-faith Council to highlight available treatment programs and sponsor Project Friend, a peer counseling group for new students. In the schools, the Team plans and runs substance abuse seminars, supervises a program for disruptive students and actively involves parents and students in counseling programs.

The coordinator of the three Fairfax Teams is Ms. Joan Patrick, a former school social worker. With the Assistant Principal of Mount Vernon High School, Ms. Patrick completed a three-day training of trainers for new School Teams. Twenty-five persons, including Central Area Coordinators Staff, newly-hired Coordinators of Substance Abuse and representatives from four high schools participated in the sessions. Ms. Patrick anticipates at least six schools will develop Teams in the coming year.

Dr. M. Richardson, Assistant Superintendent for Student Services, enthusiastically supports the School Team Approach. "The Federal Government provided the support we needed to initiate and develop this program," says Dr. Richardson. "Because of its recognized success, we now have local support and are expanding with new teams. The Federal funds were critical to our beginning".

SOLEN SCHOOL DISTRICT
Solen, North Dakota

The Solen School District is located in the northern section of the Standing Rock Sioux Reservation in south-central North Dakota. The total residential population of the 300 square mile district is approximately 850 people.

Close to 250 students attend the Solen schools, three-quarters of the students are Native American and one-quarter are Caucasian. The Socio-economic profile is, generally speaking, bleak. Ten percent are engaged in small business enterprises. The remaining ninety percent exist on tribal and/or federal (BIA) support.

The major education facility is located in Solen, a town which has a predominately white population. This facility houses grades K-4 and 9-12. The middle school is located in Cannon Ball, twelve miles east of Solen. There is an almost entirely Native American population in Cannon Ball. This is the only legally sanctioned forced integrated school system in the Dakotas.

The grant application revealed a very high rate of absenteeism among students. The rate approached 50% on many Thursdays and Fridays. Many students saw little value in their education and placed little value, if any, on their own self development. There were eight to ten dropouts per year from the high school.

Alcoholism was as serious a problem in this district as it is on most reservations. During a normal school week there were several incidents of students coming to school intoxicated or with hangovers.

There was abundant evidence that many students used marijuana wherever and whenever they could obtain it. Even more prevalent was the use of gasoline for "sniffing". It was not unusual for students to get caught "sniffing" while on breaks during school hours.

There was little programming in place. Within the school system itself there was some classroom instruction regarding alcohol and drug abuse but there was no real preventative programming. The district was not able to employ a guidance counselor who might have been able to begin to address the issue.

The only real program that operated was a tribal supported periodic presentation. The slide presentation was given by a recovering alcoholic. He visited the school about four times a year. Unfortunately, he gave the same presentation each time, and had poor verbal skills. The program had very little impact on the students.

Fiscal Year 1982-83 The Solen School District was funded by the U.S. Department of Education/Midwest Training Center/Alcohol and Drug Abuse Prevention Education Program. Eleven school personnel came through the residential seven day training provided by the Midwest Training Center in

Lake Geneva, Wisconsin. Due to the number of the school staff attending the training the school system found it necessary to dismiss school for the entire period. Upon immediate return to Solen, these dedicated school personnel began working on their goal to develop programs to prevent and reduce alcohol/drug abuse and other disruptive behaviors. They knew in order to reach their goal they would need to open channels of communication, enhance the atmosphere of trust in the schools and community, increase school attendance and make the buildings the positive environment that they can be.

With a lot of volunteer hours and concerned school staff, parents and community members the Solen cluster is well on their way to reaching their goal.

In the High School (210 student enrollment) the students have been introduced to drug education, alternatives to drug use, and decision making skills through various programs and activities. Just this winter (1983) the principal sponsored a Community Fun Nite, the theme to increase the use of positive skills for students by displaying activities of problem solving, discipline techniques, self evaluations and positive self-esteem.

Over 150 community members participated in this Fun Nite, an outstanding community turn out.

Along with these activities other programs are being implemented, and as a result of these concerned folks, dramatic changes are beginning to surface.

Attendance increased to 92% from 62% in grades K-12.

The arrest rate on the reservations has gone down from 400 teen-age arrests in 1980 to just a little over 100 in 1982-83.

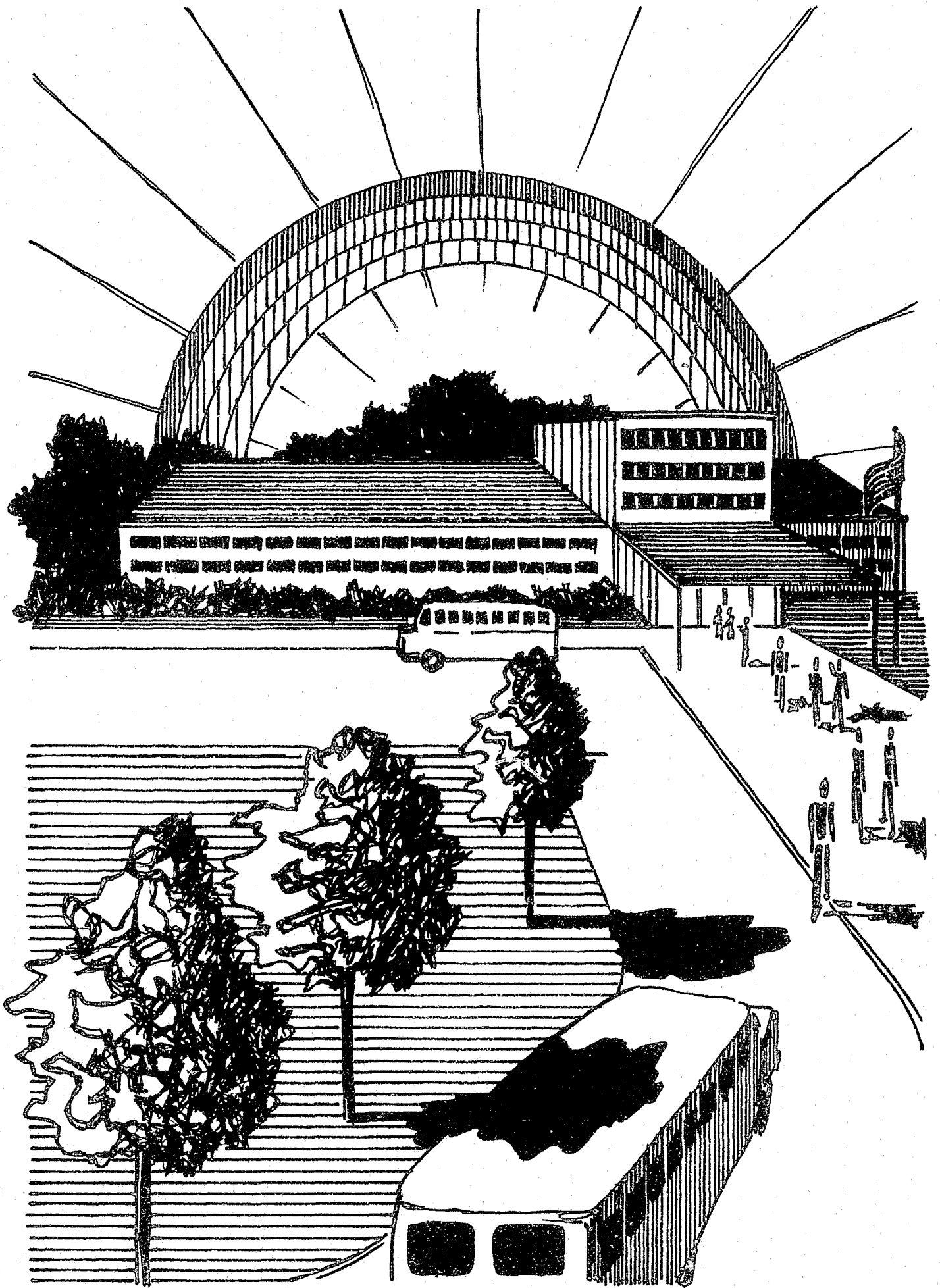
School year 1982-83 the drop-out rate was zero, a dramatic decrease from the reported 8 to 10 student drop outs per year.

From their 10-12 reported cases monthly of students coming to school intoxicated they are now down to two students. These students are now under supervision. Their alcohol consumption during school time has also decreased.

There has been no reported incidents of "sniffing" or the use of marijuana.

When speaking with the Coordinator, Ms. Sarah Jane Henderson, her comment was "we have raised the consciousness level here, we have to keep on punching or I'm afraid it may return to the way it was".

If there was ever a reason for our program, and for all of us to be proud of it, this area says it all.



CHAPTER TWO:

Program Premises

Most of the drug abuse prevention programs that originated in the late 1960s and early 1970s were rooted in perceptions of drug use as being a form of deviancy, and even of serious criminality. This view of the problem was understandable. Prior to the 1960s, the use of illicit drugs had been almost exclusively the province of poor, disenfranchised, and criminal elements in society. In effect, the drug problem was "contained" and did not appear to threaten society's mainstream. When middle-class young people began to use the same drugs that had previously been used by those in the lowest social strata, the immediate reaction of policymakers and community leaders was to treat youthful drug users just as previous offenders had been treated. Indeed, young people not only broke the law in using drugs such as LSD and marijuana; often they flaunted their lawlessness in an attitude of open defiance.

The progression of the drug problem into the middle class forced a reevaluation of its causes and implications. In the early years of the drug crisis, however, the official response was to prosecute harshly those young people who were already engaged in drug use and to warn those who had not yet tried drugs about the various dangers involved. There was ample precedent for the latter response. For example, the President's Advisory Committee on Narcotics and Drugs had made the following statement, in 1963, on how to deal with youthful drug use:

"The teenager should be made conscious of the full range of harmful effects, physical and psychological, that narcotics and dangerous drugs can produce. He should be made aware that, although the use of a drug may be a temporary means of escape from the world about him, in the long run these drugs will destroy him and all he aspires to." (1)

Thus, in the late 1960's a major industry emerged that revolved around one primary activity: producing and disseminating informational materials that dealt with the dangers of drug use. A conservative estimate in 1972 gauged the extent of the drug information business at \$100 million a year. (2)

Ultimately, the flood of information -- and misinformation -- itself became a cause for alarm. A major review of existing drug information materials conducted in 1971 by the National Coordinating Council on Drug Education, a private, non-profit organization, found that more than 80 percent of drug education films contained inaccurate information about drugs and their effects and that out of 800 pieces of printed literature reviewed, only 30 could be recommended. (3) The mounting protest against misguided efforts to prevent drug use through the dissemination of information finally led, in 1974, to a White House moratorium on Federal funding of drug-information materials. Long before this, however, many experts in the drug and youth service professions recognized that the informational approach was self-defeating. The evidence was clear: drug use among the nation's youth continued to proliferate.

PROGRAM PHILOSOPHY

It is clear that the causes of drug and alcohol abuse and disruptive behavior may have multiple roots in the community, family and school. Poor relationships and lack of opportunities for success experiences in community, family and school may result in drug and alcohol abuse. Schools can either exacerbate the causes and consequently the likelihood of abuse, or schools can address these behaviors and then become part of the solution.

Since students under the influence of drugs and alcohol during school hours are less able to communicate and solve problems than other students, this kind of abuse deprives these students of the opportunity to learn in school.

Disruptive behaviors inhibit the learning process for all students and decrease the feeling of safety in a school. These behaviors are also highly correlated with drug and alcohol abuse. Research and Program experience support this correlation. If disruptive behaviors are reduced, then a reduction in drug and alcohol abuse most likely has occurred, with an attendant increase in a positive learning environment and school safety.

The school may contribute to the causes of drug and alcohol abuse and other disruptive behaviors by labeling students as failures; by establishing arbitrary rules; and by giving little support or assistance to students learning to make decisions during the inevitable times of confusion, natural for teenagers progressing through their normal developmental stages.

Good school governance consists of programs that bring both community and school resources together for the development of comprehensive policy and discipline procedures for disruptive behavior and drug and alcohol abuse that are not only responsive to crisis situations but also include prevention activities. This policy would include fair and consistent governance procedures understood by all and measures for keeping undesirable outsiders off the school grounds.

Current studies and ADAEP experience confirm that the principal is the one ultimately responsible for a well-functioning school and for creating a positive environment for learning. But because the job of principal requires multiple management skills, and because the influence of diverse societal forces is making school management increasingly complex, the principal needs school and community resources to help in doing his/her job.

ADAEP advocates the "organizational approach" as the approach to assist a principal and the administrative team to deal effectively with drug and alcohol use and abuse and other disruptive behaviors in his/her school. This approach takes the whole school community into account as it assesses the problem and prescribes the solutions. The school community is composed of many units: classrooms, faculty in-service programs, faculty meetings, student meetings, counseling staff, office staff -- all affect what happens in a school as do parents and youth-related community agencies. The administrative team is responsible for orchestrating these units into a functioning positive system.

Many times the people in the school structure who have knowledge about drug and alcohol abuse are the students, teachers and school staff. It is these people the administration needs in the analysis of school problems, the development of cooperative school goals, and the creation and implementation of a range of alternative programs. At the same time, classroom teachers should go beyond seeing themselves only as content specialists and should join in taking responsibility for governing students and for enforcing school rules and regulations.

Program experience indicates that the best indices of disruptive behavior in a school are referrals to the principal's office, vandalism costs, suspensions and self-reports by students of disruptive behavior, victimization and perception of school safety. ADAEP suggests that the best indices of drug and alcohol use and abuse are measures from student self-reports. The degree of approval or disapproval for other students' misbehavior or use or abuse of drugs or alcohol (or the "norms" of the student population) are found also to be highly correlated with the actual disruptive behavior and should therefore be measured. Data on referrals and suspensions and self-reports of disruptive behavior and alcohol and drug use and abuse can be used

as diagnostic tools for the school administrative team to analyze where or why disruption occurs. The administrative team can then prescribe the necessary adjustment in the organizational system to prevent the disruption from recurring. The prescription could include better governance of the school, clearer policies for the school, better in-service training for teachers to improve their skills, better programs to give counseling support to students, a more responsive curriculum or more communication between the school and the family.

With ten years of experience in the field, ADAEP has increasingly found that there are characteristics in a school, a school manager and an administrative team that can be identified and developed that may increase the school's effectiveness. These are also supported by a growing body of research. If these identified characteristics exist in a school, then it is probable that a school system will have a better possibility for low incidence of disruptive behavior and abuse of drugs and alcohol in the school during school hours. Identified characteristics are listed below:

- A. A school that is most likely to be successful in preventing disruptive behavior and drug and alcohol abuse will have many of the following:
 1. A decision-making and problem-solving process which everyone in the school community understands and which includes teachers, staff, administrators and students.
 2. Programs that reduce the impersonality of the school environment.
 3. Administrative strategies aimed at effective management of the process of improvement required in a school to enable it to meet the constant demands of a changing environment.
 4. Curricula that encourage the students' sense of accountability.
 5. Strategies and programs to promote community volunteer efforts in the schools.
 6. Instructional methods that extend on an equitable basis realistic opportunities for more students to gain meaningful rewards. Each school should offer a variety of alternatives that give each student an opportunity for success in at least one area of competence.
 7. Strategies and programs that promote or maintain positive relations between schools and families.

8. Administrative support for teachers for activities in classrooms.
9. Instructional methods and administrative policies that avoid labeling students and putting students in special groupings.
10. Academic courses that are relevant to students.
11. Teachers that are effective classroom managers and who understand the importance of the informal dynamics of the classroom. These teachers should have training opportunities available to them to further their skills and to perform better as teachers.
12. Opportunities for teachers to participate in identifying areas of training desired and of providing the opportunity to share and discuss problems in groups of colleagues. Groups providing teacher support should have good two-way communication with teachers and administrative teams.
13. Opportunities for students to have adequate contact time with teachers and other adults as a means to prevent feelings of alienation on the part of adolescents.

B. Administrative teams that are most successful will probably do most of the following:

1. Deal with suspension referrals, dropouts and drug and alcohol abuse and other disruptive behaviors in a systematic manner.
2. Increase the involvement in and the responsibility of problems such as drug and alcohol abuse and disruptive behaviors and their solutions by the total school community.
3. Consider discipline as a "total process," which emphasizes the mutual rights and responsibilities involved in living and working together of everyone in the school community.
4. Take positive stands on the problems and issues of drug and alcohol abuse and disruptive behavior.

5. Define the role of the school and school system in dealing with social problems such as drug and alcohol abuse and disruptive behavior as differentiated from the role of the family and the community.
 6. Develop and maintain a systematic discipline policy with coordination between faculty and administration.
 7. Assure that the administrative policy is perceived as fair.
 8. Facilitate continuing contact between teachers, administrators and students thus developing ties between students, teachers and administrators. Increase student commitment to and involvement with the school.
- C. Successful principals will probably have many of the following skills: (The Program suggests some of these can be taught while others can be provided by diverse members of the administrative team.)
1. The ability to foster confidence in staff and students.
 2. The ability to encourage two-way communication among teachers, administrators and students.
 3. The ability to facilitate participation in decision-making by all groups in the school.
 4. The ability to distribute responsibility throughout all units of the school community, but at the same time carrying out the specific responsibility of coordinating the units and setting priorities and goals with input from all units.
 5. The ability to judge when to make decisions during difficult times and when to remain flexible in solving problems.
 6. The ability to pursue tasks to completion.
 7. The ability to develop and give leadership to a management team.
 8. The ability to manage conflict in the system.
 9. The ability to use resources in the school district and community and within the school to solve problems of the school.

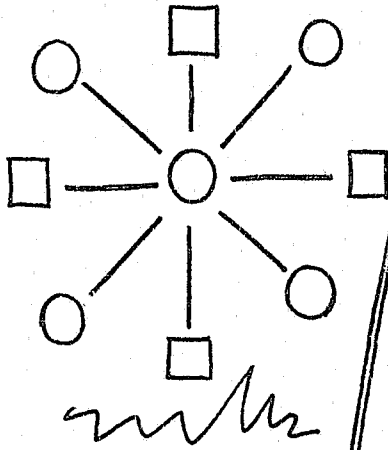
The School Team Program incorporates a structural approach to improving schools. This means that an improvement at many different levels of the school and community is necessary. Improvement can be directed at three levels: (1) the individual, (2) a group and the process occurring within that group, and (3) the structure which affects all three levels. The School Team Program addresses the total system.

THE CONCEPT OF A NETWORK OF TRAINERS

As the School Team Program has developed and matured, an emphasis on organizational development techniques has become an increasingly important component of team and cluster training. One of the key concepts of OD, as incorporated into the School Team Program, is a clear conceptualization of Center-trained teams and individual team members as providing leadership and assistance in problem solving to all personnel in the school districts.

Trained teams may play a variety of roles in their organizations or schools. Trainers may assist in defining and assessing needs, solving problems, and evaluating the results of actions taken. As "resource broker" they may facilitate the acquisition, dissemination, and utilization of materials and resources ranging from information and financial support to human resources such as consultation and training. In effect, each school team trained at one of the program's training centers is encouraged to become an informal network of helpers. The training of clusters expands the network from an individual school to the wider context of several different schools or an entire school district.

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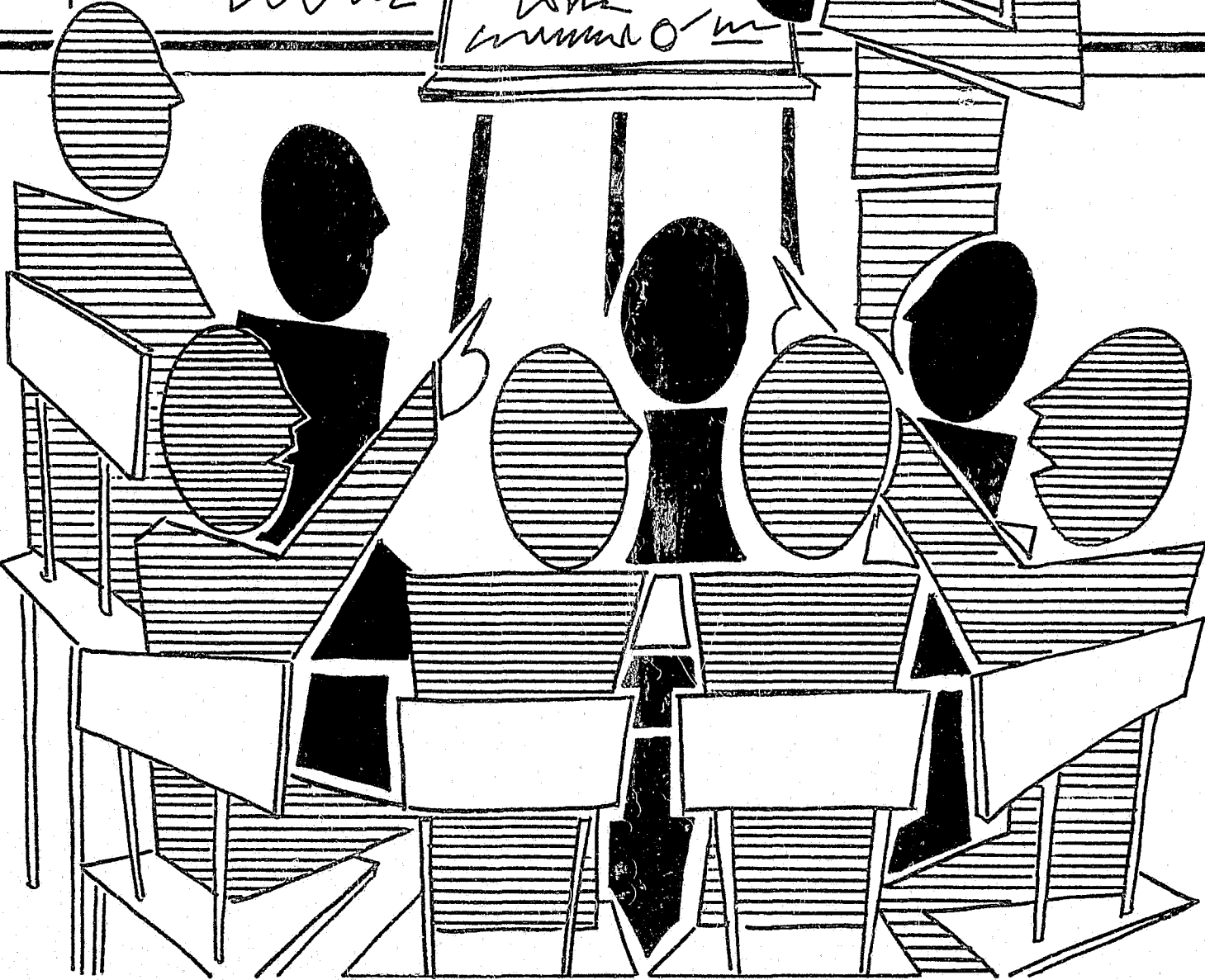
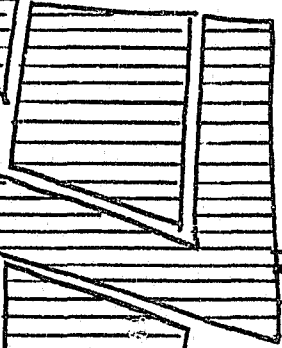
ACTION PLAN

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CHAPTER THREE:

Residential Training

(Regional Program Development Training)

Residential training is the engine of the School Team Program. It is the mechanism that builds impetus for personal improvement in team members, organizational improvements in schools and communities, and new programs that may continue for years after the completion of training. It is the beginning of the hard work of planning and program implementation that will take place "back home."

PREPARATION FOR TRAINING

Long before arriving at the training center, teams and clusters have developed a certain commitment to implementing a prevention program. This commitment begins when the team or cluster responds to the training center's announcement of forthcoming training for school districts in its region. The announcement describes the program and its premises, including the program's approach to prevent drug and alcohol abuse and other destructive behavior, and delineates the various components of a proposal that the team or cluster must submit as its application for training.

Also described are the size and composition of the team or cluster, the kinds of activities that a team might implement after training, the responsibilities of the team coordinator, and the type of problem statement and community summary that each cluster is expected to include in its proposal.

Among the most important components of the instructions-to-applicants package is the statement of objectives for training. These objectives are intended to govern not just the team's expectations of training, but the basic components of the training and onsite support that the center provides. The objectives as stated in the instruction package are to provide:

1. A basic understanding of alcohol and other drugs, the causes and manifestations of alcohol and drug abuse, and current drug and alcohol scenes;
2. Skills to assess school drug and alcohol problems;
3. Skills to identify available school and community resources and additional resources necessary to deal with drug and alcohol education and prevention;
4. Techniques for developing a widespread support base with active participation of many diverse groups in the school-community, including parents;
5. Skills in planning and implementing an early intervention and prevention school drug and alcohol program.
6. Interdisciplinary team building and working together as a cohesive entity;
7. Skills to facilitate open dialogue between youth, families and educational personnel concerning drug and alcohol use.

THE PRE-TRAINING VISIT

The center staff do not rely solely on the written word to prepare participants for training. Once teams have been chosen on the basis of a careful evaluation of the proposals that the center receives, members of the staff visit each team or cluster for at least one day.

The pre-training visit accomplishes two major objectives. First, it enables the center to clarify the goals, objectives, and methods of training. Even more important, however, pre-training visits enable the center staff to meet the key members of the teams or clusters with which the center will be working and to assess a variety of needs. These might include recommendations from the center staff member about changes in the composition of the team or cluster.

"One of the most important elements in a team's success," says Oakland center director V.C. League, "is the commitment of its members. Often we can find out during the pre-training visit if people have willingly volunteered for training or if they've just been told to go. We may also be able to use the pre-training visit as a way of getting key administrators committed to the program. Through the pre-training visit we can strengthen the team's chances of success before they even get to the training center."

THE TRAINING CYCLE

The majority of team members who arrive at an ADAEP regional training center for the first time are embarking on an experience that is unique in their professional development.

Many have never left their spouses and families for any extended period of time, yet trainees in the School Team Program are expected to be in residence at the training center for an average of 7 days.

Although the hours of training vary from one center to another -- some centers schedule activities from 9:00 AM to 9:00 PM -- not only do the trainees spend the better part of 7 days discussing issues of importance to themselves and their communities; when not being exposed to issues and new ideas, they are required to devote long hours of hard work to developing an action plan. "It's a little bit like training an athletic team for optimal performance," says one center director. "The teams get to know each other and learn to work together in a very effective way."

Many of the centers begin or end each day with a "community meeting." During these meetings the participants are encouraged to share their thoughts and experiences. Over time the sense of community and closeness builds. Friendships crystallize. Individuals begin to consider important issues relating to their work. Frequently trainees become closely acquainted with people from another ethnic or racial group for the first time.

One of the most important aspects is role modeling through which residential training school personnel can begin to acquire skills and techniques that can create real improvements in their classrooms and in their students' behavior. Gerald Edwards, director of the Northeast region training center, points out that teachers who come to the center for training often use the center's "contracting" process in their classrooms with great success. "We begin training by negotiating a contract between the center and the trainees," says Edwards. "If anyone violates the contract, then we negotiate how that will be handled. This works with teachers and students, too. It gives the students a reason for taking responsibility for their behavior in class. Teachers who use contracts with their students are finding that they don't need to refer kids to the principal's office anymore. They're also finding that students are becoming much more committed to completing classwork and homework assignments. This has happened in what are ordinarily known as 'high risk' schools."

The trainees learn that clear planning is as important as clear communication. As training progresses, endless supplies of felt-tip pens and pads of two-by-three-foot newsprint are consumed -- evidence that the participants have learned to clarify their plans. Action plans in later stages of development mushroom into mazelike charts displaying specific objectives, tasks to accomplish the objectives, assignments of team members to the various tasks, completion dates, and possible obstacles -- manifestations that the team is putting its newly acquired management-by-objectives skills into practice.

During the training cycle, action planning and team building are often interspersed with regular sessions of skill development and presentations of new concepts for program planning. For example, skill development sessions may focus on:

- Planning skills;
- Resource identification skills;
- Needs assessment;
- Program development skills such as coordinating, fundraising, and effective management;
- Skills in evaluation;
- Skills in assessing the school as a complex organization.

Presentations of new ideas may include:

- Management and leadership improvement for school's management team;
- Program models such as peer programs, parent involvement training, peer resource programs, and examples of coordinated school and community activities implemented by teams that have already developed effective programs after being trained at the center;
- Up-to-date information about drug and alcohol abuse and related problems;
- Suggestions for new methods of classroom discipline;
- Suggestions for locating resources in order to provide alternative activities in schools;
- An awareness of strategies for organizational development and systems improvement.

Each center has considerable leeway in developing its training design, including the schedule of activities, the various emphases of training, and the consultants and outside specialists who will be asked to augment the skills of the center staff by offering assistance ranging from a two-hour presentation to several days of an ongoing workshop. Each regional center uses consultants within the region to increase cost-effectiveness. Over the years certain centers have developed training specialities. Yet, as one center director has observed, "Basically, we're all doing the same job. Somebody observing all the centers' training cycles would realize that they all have the same general goals. The difference is in our different perspectives and the techniques we use."

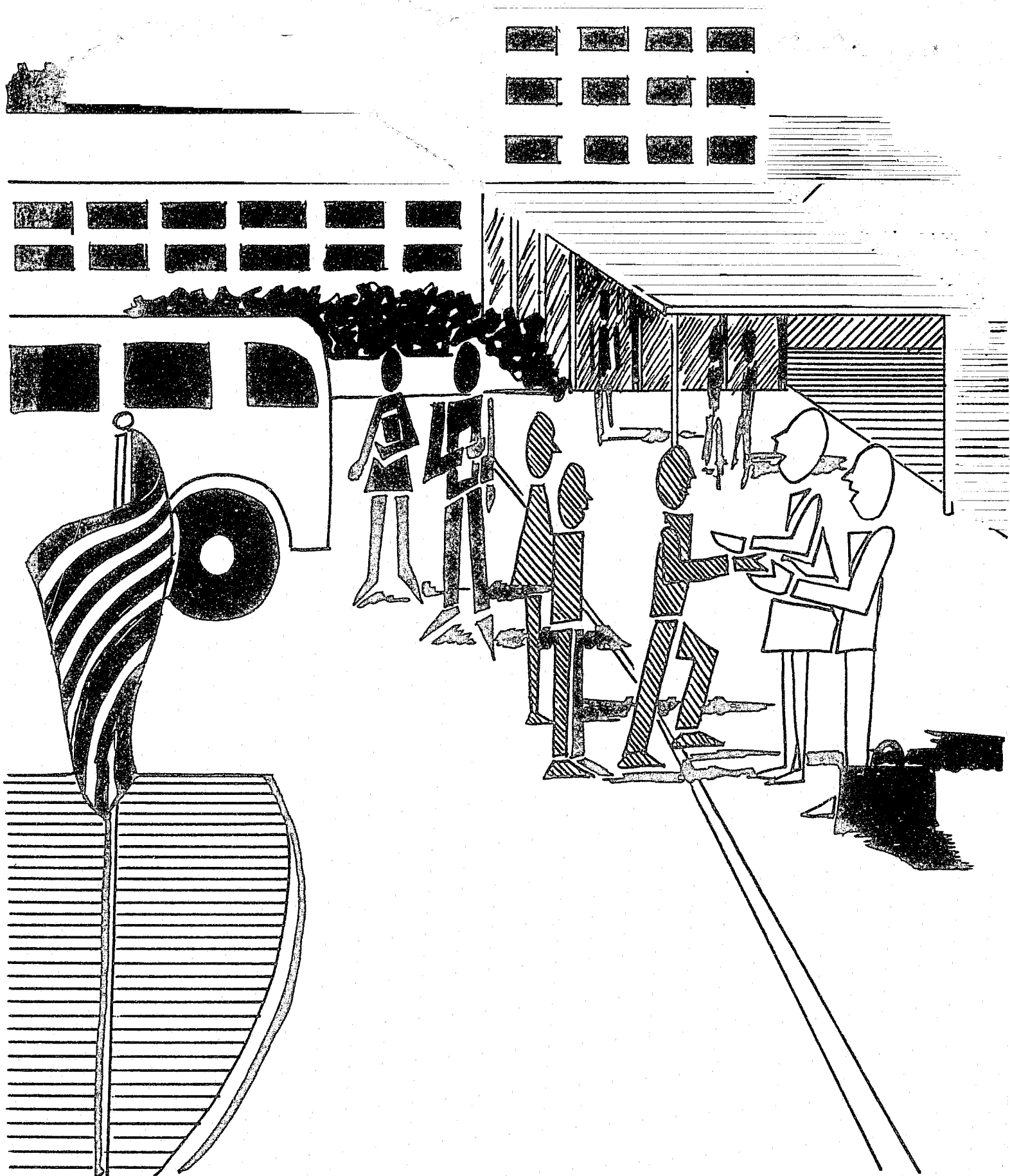
Despite variations in the different centers' training designs, all the teams that emerge from training invariably have some significant experiences in common. These include:

- Development of an Action Plan. This plan states problems in the school and community that the team has identified and wishes to address by implementing new programs, new procedures, or other forms of planned improvement.
- Direct experience in the acquisition of new skills. The training centers encourage trainees to try out new skills in the center before using these skills in the "back home" setting.
- Intensive role modeling on the part of the center staff and consultants. In many ways role modeling is the most important lesson that the centers offer. Not only do the center staff members teach about skills in problem solving and communication, they also use these skills themselves during training.
- Opportunities to develop skill development and understanding in content areas. The content areas include drug and alcohol programming, evaluation, management of organizational systems, discipline, and disruptive behavior.

RE-ENTRY

Supporting center-trained teams "back home" and assisting the teams in implementation of their action plans is the primary goal of onsite support (technical assistance and field training). After residential training each team is entitled to a minimum of five days of onsite support; many ask for and receive considerably more than this. The onsite support concept recognizes, at any rate, that when the team leaves the training center, usually eager to improve its own small part of the world, if not the larger world as well, the program's most challenging job is just beginning.

"Re-entry problems have caused more programs not to succeed than any other given problem" concludes Joan Pizza Greer, former Program Coordinator.



CHAPTER FOUR:

Onsite Support

In the beginning of the School Team Program each center had a director of residential training and a director of field service, or onsite support. In the program's early years, however, the training director in many centers set the tone for the center's relationship with the teams, and the emphasis was squarely on residential training.

"We were clear from the start that teams were bound to run into unanticipated difficulties and obstacles back in their schools and that follow-up would be important," says ADAEP Program Officer, Myles Doherty, "but many of the contractors in the early days were well known in the field as trainers. Therefore, at the beginning training was 90 percent of the program and most center staff members used to think that everything had to be done in residential training. Now training is recognized as the beginning of a long-term relationship."

The growing importance of onsite support, which is the consultation effort within the School Team Program, is illustrated by modifications in the terminology used to describe onsite support initiated during the 1980 Fiscal Year. For many years onsite support was referred to as "technical assistance," i.e., help provided to teams and clusters apart from residential training. During the 1980 Fiscal Year sharper distinctions were drawn by the national program office. According to the new criteria, onsite support could be comprised of training and/or technical assistance. A national office memorandum offered the following clarification:

"The program envisions the training mode and technical assistance or problem-solving mode of onsite support as different. The training mode should be a sophisticated, well orchestrated process in which input is given in a pre-planned way. A training session features an expert in some content area who can adapt to the context or the situation.

Technical assistance onsite support is usually more a problem-solving process. Whereas in training the specialist defines a problem in his or her area of specialty, in technical assistance or consultation he or she must carefully and adequately do a needs assessment and diagnosis. He or she must then plan some level of intervention which he or she feels appropriate, or suggest someone else who might be helpful in the intervention. A technical assistance person must be competent in areas of needs assessment, diagnosis, evaluation, organizational development, and educational systems."

In either case, the most significant difference between onsite support and residential training, from the point of view of the center staff, is that in order to provide onsite support the staff members must leave the center and, in many cases, travel for days in the field. "Onsite support isn't such a mysterious process," observes ADAEP Program Officer, Doherty. "But it's a lot harder to do because you're on your own. It's like taking a baby out of the womb. The center's representatives have to have multiple skills, and they have to be able to think on their feet. Onsite support can be a great deal more demanding than residential training."

Most centers have eased the burden of onsite support by using consultants as well as center staff members in delivering it. As the concept of onsite support has become clearer throughout the national system, however, increasingly the centers have stressed the importance of continuity between residential training and onsite support, and have thus tended to use consultants onsite only if the consultants have already become acquainted with the team in training.

Another critical issue in the delivery of onsite support involves differentiating between the team's request for services and actual needs of which the team might not be aware. "The major problem in delivering onsite support," says Oakland center director V.C. League, "is making sure that what you deliver has the potential to make a difference. We try to do a detailed analysis of the team's performance over the phone after we've received a request, and if necessary we visit the team before deciding what action to take. What the team has diagnosed as being the problem may not be the real problem. They may tell us, 'Our team is getting very lackadaisical -- would you come and rejuvenate the team for a couple of days?' Well, that may not be the problem. They may need better management, or the team leader may need to develop better leadership skills. Sometimes we'll send a staff member just to help the team put together a formal request. That's more cost-effective than going there and not being sure that the right kind of support is being delivered."

Another challenge of delivering onsite support noted by Chicago center director Mickey Finn is the complexity of outsiders providing services in school systems where they are not known. "When we go to work with a cluster the main decision makers in the school system may not have been involved in the training," says Finn. "They may never have seen us, although they've probably heard about us. We need to get to know those people. We have to make sure that our visits to the schools have been cleared and that basically our staff and our services are accepted."

MANAGING ONSITE SUPPORT

An important factor in the successful delivery of onsite support is careful management. This involves elaborate paperwork; matching a team's requests to the availability of a center staff member or consultant; and closely monitoring the entire onsite support process. Most centers have developed complex systems and forms for tracking and exercising quality control over onsite support. Following is a summary of the six-step process used by the Miami training center:

- Step 1 -Request received by onsite support delivery system. The center requires that requests be received at least three weeks prior to the scheduled activity.

- Step 2 -Field resource coordinator reviews the request. This step represents a preliminary needs assessment and involves criteria such as:
 - 1. A specific problem is described;
 - 2. Goals and objectives have been stated;
 - 3. Pre-planning activity is described;
 - 4. Specific assistance or skills needed are described;
 - 5. A tentative format, schedule, and budget are outlined;
 - 6. A suggested information and evaluation mechanism is described;
 - 7. Expected outcomes are described;
 - 8. Relation of the planned activity to the team's action plan is established.

- Step 3 -Clarification of request. The field resource coordinator may request clarification until the request meets the criteria described in Step 2.

- Step 4 -Selection of personnel to respond to the request. One or more staff members or consultants might be selected to respond to the request. The selection is based on the skills of available staff and consultants, their work schedules, and the financial feasibility of meeting the request with the available staff and resources.

- Step 5 -Briefing. The staff member or consultant who will meet the request is briefed thoroughly about it. When consultants are used, the field resource coordinator initiates a formal contracting process for this specific delivery of onsite support.

- Step 6 -Complete onsite support. The delivery of onsite support is completed. Information on the quality of the activities and services provided is solicited through a variety of forms filled out by the center staff, the consultants, and representatives of the team.

The systematic process for tracking and managing onsite support is essential, but many center directors have found that it is only one part of the total management picture. Also important in effectively managing onsite support is continual follow-up on important aspects of the center's training. "We see training as the whole experience, including onsite support," says Miami center director Beth Malray. "First we have the retreat segment, which is intense and controlled. Then we have the follow-up, which offers the trainees an opportunity to practice skills they've learned. But it takes a while for most people to learn these skills. We want them to spend more time practicing the skills that we know they need -- skills like needs assessment, problem identification, planning, and community organization. There's still a tendency to believe that just because an approach is successful it's the only answer. We see ourselves as advocates for the team, and we try to show them that there might be other successful answers as well."

The types of technical assistance seem to fall into five general categories which are consistent with the essential functions of the trained team discussed in Chapter Two. The categories are:

1. Resources to develop skills and knowledge, e.g., skills in positive discipline, classroom management, organizational development skills.
2. Process resources, e.g., assistance in needs assessment, skills to solve problems, program planning.
3. Development of resources, e.g., identification and assistance with local school district, community, state, and regional offices.
4. Team development, i.e., to develop a core of people who can work together effectively.
5. Energy, i.e., to revitalize a team or teams when the going gets rough.

In a subsequent phone conversation with the consultant the team coordinator said, "You know what you told me about inviting others to participate with me rather than for me -- it works!" Several years later, the team was still active.

ADMINISTRATOR'S UNIVERSITY

A good example of field training provided by a Training Center is the Memphis, Tennessee cluster administrator's university. A key component of the cluster's action plan after training was leadership training for principals and administrators in the Memphis school district. The training was originally provided by the Southeast Regional Training Center although the cluster now has its own cadre of resident trainers who function throughout the district. By focusing on key administrators and principals, the original cluster was able to get support for its activities on a district-wide basis. As a result of such support there now exists a master plan to extend training and to promote prevention programs into all the Memphis schools.

Other clusters have incorporated this type of training into their action plans. Typical content of such training might include: leadership skill development; negotiation skills; techniques for stress management; exploring decision-making styles; developing and maintaining a positive school.

CLUSTER COORDINATORS MEETINGS

As part of their network-building efforts all of the Training Centers hold regular meetings of cluster coordinators. The purposes of the meetings may vary somewhat from region to region but a typical cluster coordinators meeting sponsored by a regional training center might accomplish the following:

- a. It brings the coordinators together as a group so they can identify with the center and with each other as peers and gain reinforcement for their vital roles in a local, regional and national program.
- b. It provides a platform for the training center to convey information on management, program, and policy issues to the coordinators.
- c. It provides a platform for the coordinators to convey problems, issues, and successes to the center personnel.
- d. It provides a forum for solving problems of similar issues on a regional basis.
- e. It provides for an exchange of program information and resources throughout the region.
- f. It provides an opportunity for clusters to work out with training center staff their technical assistance and field training needs in the months ahead.

THE CONTINUING IMPORTANCE OF ONSITE SUPPORT

Although at the beginning of the program many of the center staff members found the delivery of onsite support difficult and challenging, the ADAEP training system has become increasingly committed to making this component of the program effective, and to delivering high-quality services. The Chicago center affirmed this need, for example, in its program documentation report:

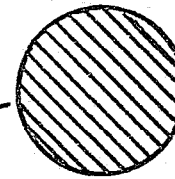
"Onsite support serves the needs of both the training center and the team: the center can 'follow up' the teams, and the teams can receive the resources and additional skills they need for program implementation... Onsite support is a resource to the teams because the initial residential training sessions are only the beginning of a commitment that the team has made to have an impact on its school or community drug and alcohol problems. In that 7 days it is not possible to deliver skills indepth in all the major areas of need. Therefore, onsite support can be: 1) a continuation of the training experience, but in the field; 2) part of a team's maintenance process; 3) an additional source of information for the team in its efforts to expand and revise its action plan after initial implementation; and 4) a source of information regarding data and research in the field, new program modalities, prevention thrusts, etc. The delivery of onsite support is particularly cost-effective when one takes into account that teams are often able to mobilize other external and internal volunteer resources (including new funding) as a result of that support."

San Antonio center director James Kazen is even more emphatic.

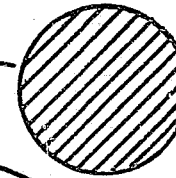
"The only way the teams are going to do something effective," says Kazen, "is if we continue to have contact with them after they go home. A lot of Federal programs fund training and onsite support separately, but in our case the people who do the training are the same people who go to visit the teams in their schools and communities. If one of our staff does a workshop during training in positive discipline, then he or she will be able to go out to schools and see how that concept is being implemented. The staff member can help people correct their mistakes and improve their skills. Without onsite support, many of our teams would have difficulty developing any kind of program at all."



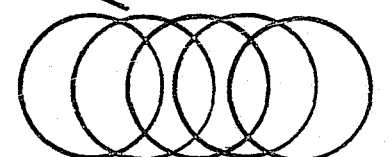
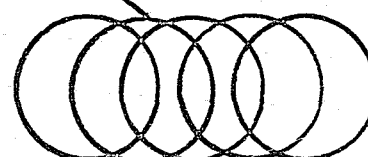
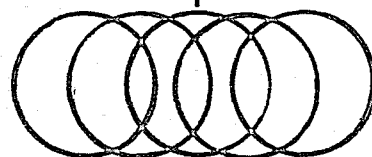
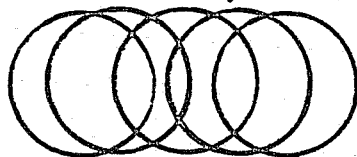
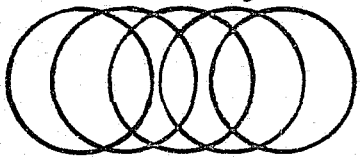
USDE ADAEP



NATIONAL DATA BASE &
PROGRAM SUPPORT
PROJECT



EVALUATION
CONTRACTOR



NORTHEAST CENTER

SOUTHEAST CENTER

MIDWEST CENTER

SOUTHWEST CENTER

WEST CENTER



COMMUNICATIONS / INFORMATION LINKS

CHAPTER FIVE:

Managing the National System

"From the beginning," says ADAEP Program Officer, Myles Doherty, recalling the early years of the School Team Program, "it was clear that the National Training and Resource System would have to be a flexible organizational structure with the capacity to respond to the constantly changing fields of alcohol and drug abuse prevention and education. And, unlike the usual Federal program, it would be necessary to build into the system a process to link resources and to disseminate innovations across the country rather than to have overlap and constant 'reinventing of the wheel'." Recent ADAEP Director, Jim Spillane, said, "we'd seen too many other training systems that were fragmented. We thought in terms of a training network with a national thrust and it was clear to us that the whole had to be more than the sum of its parts." Myles Doherty, however, admits that a fully functioning national system did not spring up overnight -- "I would say it took about two years before it began to crystallize."

In order to establish and maintain the national system, the ADAEP planners developed several different mechanisms for creating unity among the program's components and monitoring their progress. These included:

- Statement of scope of work. In renewing the centers' contracts each year, the national office is able to introduce new programmatic directions through negotiation of the scope of work.
- Program development workshops. Attended by the majority of each center's staff, these workshops are a principal forum for the exchange of ideas and methods and the introduction of new programmatic directions to the entire system. Program development workshops are held about once every nine months.
- Site visits. Once every quarter, members of the national office staff and program consultants visit each center for a thorough review of the center's activities.
- Data collection. Each quarter the program gathers masses of information relating to center and team activities. In order to facilitate data collection, the national office contracts with its own National Data Base, an information system located at the University of Massachusetts.
- Cross-center group meetings. A variety of groups with special tasks and interests have been formed to share information across centers. These groups meet at program development workshops and communicate throughout the year by telephone and mail.

The following pages examine each of these components in more detail,

STATEMENT OF SCOPE OF WORK

The annual statement of scope of work issued by the School Team Program's national office unequivocally establishes uniform performance standards and goals for the entire program. In effect, the scope of work statement defines the model within which all of the centers in the national system operate. In addition to stating specific program goals, the scope of work statement also specifies the exact number of onsite support visits to be conducted each year, the number of teams to be trained, the length of the training cycle, the requirements for participation in national meetings such as the program development workshops, and the requirements for reporting to the national information system.

A Federal interagency task force that studied the program in 1974 attributed part of the program's success to the fact that its goals and objectives are specified so clearly and systematically. Nevertheless, within this sharply defined model, the report noted, each training center has considerable latitude in designing training programs and activities and providing onsite support. In short, the program combines clear limits and expectations with an opportunity for initiative and creativity at the level of the individual centers.

PROGRAM DEVELOPMENT WORKSHOPS

The first major activity of the School Team Program was a ten-day program development workshop held near Monterey, California, in May 1972. Similar workshops have been held at least once a year since. Facilitated by a training group based at the University of California at Santa Cruz, the first workshop was, in effect, a model of the residential training later implemented at each center. The participants lived and worked together for the full ten days; According to ADAEP Program Officer, Myles Doherty, this workshop was so productive that "in a period of ten days we built working relationships that it might have taken a year or more to build if we hadn't met together in that setting."

The national office contracted with the Santa Cruz trainers to conduct the program development workshops for several years. Beginning in 1977 the workshops were conducted by a faculty member at the University of Massachusetts. Throughout, the workshops had several basic goals:

- To exchange information about activities either planned or already in operation at the training centers;
- To introduce new concepts and programmatic directions to the national system -- for example, the program development workshop in the spring of 1976 focused intensively on juvenile crime and delinquency prevention in anticipation of the forthcoming joint pilot project with LEAA;
- To conduct meetings of special interest groups within each center;
- To gain exposure to innovative practices and techniques in the drug and alcohol prevention field generally;
- To create a sense of national community and commitment within the program;
- To provide all of the center staff members with an opportunity to talk and exchange views with the program's national staff,

"The program development workshops have been vital in setting the tone for the entire program," says Doherty. "They've been extremely useful when we've needed to make modifications in the program -- they've helped to establish communication so that we can change direction very quickly when it's necessary."

CENTER DIRECTORS MEETINGS

The quarterly center directors meetings accomplish many of the same objectives of the program development workshops, i.e., general sharing of information, but they allow for a more intensive review of activities and new drug and alcohol programmatic thrusts. Moreover, while the program development workshops stimulate the development of skills and concerns, the center directors meetings concentrate more on specific program and management issues. A typical agenda of a center directors meeting might include discussions of:

- Each center's progress in meeting its scope of work;
- Pending legislation affecting the School Team Program or related programs;
- The status of current program evaluation efforts;
- Preliminary information from the program's data base;
- Proposed improvements in center training and onsite support or other aspects of the national program;
- Issues of mutual interest.

The latter has been one of the most important functions of the center directors meetings. When ADAEP was first approached by LEAA to consider implementing the School Team Approach to Preventing and Reducing Crime and Disruptive Behavior, the national staff shared this information with the center directors before making a commitment. Rather than impose the decision on the centers, the national staff asked for information on the proposal and decided to go ahead with the program only when the center directors had agreed that they wanted to participate.

Program Officer Doherty compares the ADAEP approach with that of another Federal program in which he worked for several years prior to joining the Office of Education. "Like the School Team Program, that program had several training centers around the country," says Doherty. "But in three years we had only one centers director meeting. The project officers came to the meeting from Washington, and they were massacred by the center directors. There had been a great deal of confusion in the national office, and all the center directors wanted to do was complain about it. The people from the national office didn't want to listen, and as a result the group never met again. If they'd met frequently, they would have been able to deal with all that hostility, and the national office could have brought in consultants to help them. Instead, it was a shooting match, a totally negative situation." According to Doherty the ADAEP center directors meetings have been a critical factor in establishing and defining roles and relationships within the national program. "Until you define roles and prerogatives," Doherty says, "you can't deal effectively with the program issues."

SITE VISITS

Further enhancing the quality of the program's national management are the periodic site visits to each center made by one or two members of the national staff and a management consultant whose role as an outsider helps to improve communication and negotiation. Usually lasting for two full days, the site visits give the national staff an opportunity to meet with all the members of the center's management team and to discuss specific details of the center's operations, including organizational structure, delivery of onsite support, training designs, budget expenditures, and related issues that affect the center's ability to meet its contractual obligations. Rather than viewing these visits as a form of punitive program monitoring, the national staff considers them to be an opportunity for solving problems and dealing with inevitable management issues in a nonjudgmental manner.

DATA COLLECTION

In order to facilitate comprehensive data collection throughout the national system, the staff of each center includes an information specialist. This staff member is responsible for maintaining updated files on each team with which the center has had contact, including specific details on the team's ethnic composition, the roles of the team members in their respective schools, the ethnic and socioeconomic composition of the community that the team represents, the kinds of programs implemented by the team, and the degree of additional funding or support that the team has raised in conjunction with its activities. All of this information is fed into the program's National Data Base, where it is analyzed and reported quarterly in the form of a statistically tabulated profile of teams throughout the national system.

CROSS-CENTER GROUP MEETINGS

Several different groups that have special interests and concerns within the context of the national system have formed at various points in the program's history, and the national management team has encouraged their role of highlighting significant issues and helping to streamline management. Periodically the information facilitators from each center also meet at program development workshops; for this group, the meetings provide an opportunity to share progress and problems relating to the task of data collection. After experiencing mutual problems in delivering onsite support, the directors of field services from the various centers formed a similar task-oriented group.

These representative groups have provided information to the national management team that might not otherwise have reached the national level. Thus, every group with a special concern in the national system has had an opportunity to shape policy, to develop a legitimate base of influence, and to negotiate its own specific needs and requests.

BEYOND MANAGEMENT MECHANISMS

All of the various procedures and mechanisms for improving program management described have been helpful in developing and maintaining a unified, self-correcting national system. However, other aspects of the program's national management are also important.

"The Federal government sets up many barriers to effective program management," observes Myles Doherty. "The program people at the national level have to make sure that those barriers don't get in the way of the centers being able to do their jobs. Small things like returning phone calls from the centers as soon as possible can make an important difference. Details about budget changes can lead to innumerable complications. We try to see that those problems are solved quickly. We won't take the attitude, as some Federal program managers do, that it's not our responsibility. That would hurt our working relationship with the centers. Instead, we make it clear that we're here to help them."

"I think we've had terrific leadership from ADAEP" says Chicago center director Mickey Finn. "They've emphasized from the beginning that this is a national system, and by bringing the center directors together four times a year they've helped to create a real national team. There's a tremendous amount of red tape involved in operating any Federal program, but I think we have less of it than other programs."

"One thing I appreciate," says Miami (Southeast region) center director Beth Malray, "is that the ADAEP staff is very clear about their expectations. They set the program guidelines. The centers are given the leeway and flexibility necessary to perform the work required to meet program goals and objectives. But when we need help, it's there. During regular site visits we have sessions concerning program management, fiscal management and all of the areas that these include. These sessions are attended by the staff members responsible for those aspects of the scope of work. When we've had problems, the ADAEP leadership has always been available and willing to help us find solutions."

EVALUATION

In 1976, ADAEP in conjunction with the Law Enforcement Assistance Administration (LEAA) implemented the program called, "Pilot Program to Implement and Test the School Team Approach for Preventing and Reducing Crime." In three years, the program trained 300 school action teams and delivered approximately 1,600 days of technical assistance. LEAA also contracted with the Social Action Research Center (SARC) for a comprehensive evaluation of the interagency effort. The evaluation was designed to measure the capacity of the School Team Approach to build and maintain change capability in each school to prevent and reduce crime and violence. The final data from this million dollar five year evaluation concluded that "the School Team Approach is an effective and relatively low cost way to deal with the problems of school crime, disruption and fear of crime."

Reports from local school districts indicate the program has been successful. After four years many of the teams are still functioning and have, in fact, expanded activities to other schools in their districts.

No similar impact evaluation has been conducted by the Department for the prevention of alcohol and drug abuse, because of funding limitations. However, the program has received case studies and abstracts of local programs from school programs across the country. These descriptions have documented changes in behavior in schools, communities and school systems, including the reduction of alcohol and drug abuse, vandalism, referrals to the principal's office and suspensions. Simultaneously, the program has received hundreds of responses from teachers, principals, superintendents and parents actively involved in local programs indicating how effective the School Team Approach has been in reducing alcohol and drug abuse.

In 1981, ADAEP, to meet its legislative mandate for an annual study of program effectiveness designed a pilot evaluation effort for 100 school systems with teams newly trained that year. In this design, the ADAEP maintains that each team should collect data on its local program. To do this, the team must develop its own evaluation plan and its own methodology, with evaluation training and technical assistance from the regional centers. Each training center is responsible for collecting the evaluation plans and the data from the schools and furnishing them to the National Data Base & Program Support Project.

NOTES

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