

Framework and Rationale for Explicitly Including Substance Use/Abuse Prevention in the Reauthorization of ESEA

Core Principles

1. Ensure there is required funding in what was Title IV A of H.R. 1 in ESEA Reauthorization to explicitly deal with drug prevention and intervention in all states and in the maximum number of LEAs within each state;
2. Ensure that there is an explicit, required focus on drug prevention in all states and in the maximum number of LEAs within each state;
3. Ensure accountability through requiring appropriate state and local data collection for alcohol, tobacco and other drug specific metrics over time; and
4. Ensure appropriate linkages to relevant state and community departments, sectors and resources that address substance use/abuse issues

Incorporating These Core Principles Is Critical to the Success of ESEA Reauthorization and Ensuring Youth Are College and Career Ready

Substance use and abuse continue to plague America's youth

- According to the latest (2009) NIDA funded *Monitoring the Future (MTF) Survey*:
 - 5.2% of all 12th graders smoke marijuana on a daily basis.
 - More than 20% of all 12th graders reported marijuana use in the past 30 days.
 - Past 30-day marijuana use among 10th and 12th graders has eclipsed that of tobacco and is equal to tobacco use among 8th graders.

Drug use is on the rise. Illegal drug use among youth increases as perceptions of risk and social disapproval decreases.

- *Pride Surveys 2009 National Summary of Adolescent Alcohol and Drug Use* shows small, but significant increases in 30-day prevalence for all drug categories in all grades 6 through 12.
- The latest MTF data shows that the percentage of 8th grade students who believe that it is NOT dangerous to smoke marijuana (once, twice, occasionally and regularly); use inhalants regularly; and try one or two drinks of alcohol have statistically significantly increased.

Core Principle 1: Ensure There Is Required Funding In What Was Title IV of H.R. 1 In ESEA Reauthorization To Explicitly Deal With Drug Prevention and Intervention in All States and in the Maximum Number of LEAs Within Each State

Proposal

Minimum Level of Effort For All States

- Provide funding to every state educational agency (SEA) to administer school climate surveys. The surveys must be required to assess student drug use including incidence, prevalence, age of onset, perception of harm, and perception of social disapproval (the core data set currently required by Title IV A). The data collection must be required to be done at a minimum of at least every two years from at least three grade levels between 6 and 12.
- Provide funding to every SEA to conduct capacity building trainings for LEAs to explicitly addresses substance abuse issues.
- Require coordination and collaboration in funding with the single state agency for substance abuse as well as other relevant state agencies and organizations as well as community-based organizations, such as Drug Free Communities grantees, that address drug prevention issues.

Preferred Level of Effort For All States

- Provide funding to every SEA to offer the items listed above; and
- Provide funding to every SEA to offer competitive grants to the maximum number of qualified LEAs and consortia of LEAs to address needs identified through the school climate survey, with a requirement that bona fide substance use prevention/intervention activities and strategies be included as an explicit component of any funded effort.

Rationale

Without an explicit focus on drug prevention and intervention in all states and the maximum number of LEAs within each state, the Administration will not be able to reach its goal of ensuring youth are college and career ready because:

- Substance use and employability are very closely linked. Without effective school based drug prevention programming, the goal of having U.S. high school graduates career ready may not be achievable.
 - According to the 2009 MTF Survey:
 - 5.2% of high school seniors use marijuana on a daily basis; and
 - 20.6% of high school seniors used marijuana in the past 30 days.

- This means that if one of these students attempts to obtain a job from one of the more than 6,000 companies, and scores of industries nationwide that require a pre-employment drug test, they could fail and not be hired.
- All high school aged students need to understand that workplace pre-employment and random drug testing are common, widely used, and that a positive test can result in losing job opportunities in many employment sectors and national companies that currently require drug testing.
- There must be a role in high school training standards about the reality of workplace policies and employers related to substance use and abuse.
- Substance use and poor academic achievement are linked
 - Youth with an average grade of D or below were more than four times as likely to have used marijuana in the past year as youths with an average grade of A.¹
 - Adolescents who use alcohol may remember 10% less of what they have learned than those who don't drink.²
- Student substance use and high school completion are linked
 - Students who use marijuana before the age of 15 are three times more likely to have left school by age 16 and two times more likely to report frequent truancy.³
 - Compared to their non-using peers, high school students who use alcohol or other drugs are up to five times more likely to drop out of school.⁴

¹ Office of Applied Studies, Substance Abuse and Mental Health Services Administration (SAMHSA). *SAMHSA's National Household Survey on Drug Abuse Report—Marijuana Use among Youths*. July 19, 2002. Available at www.samhsa.gov/oas/nhsda.htm.

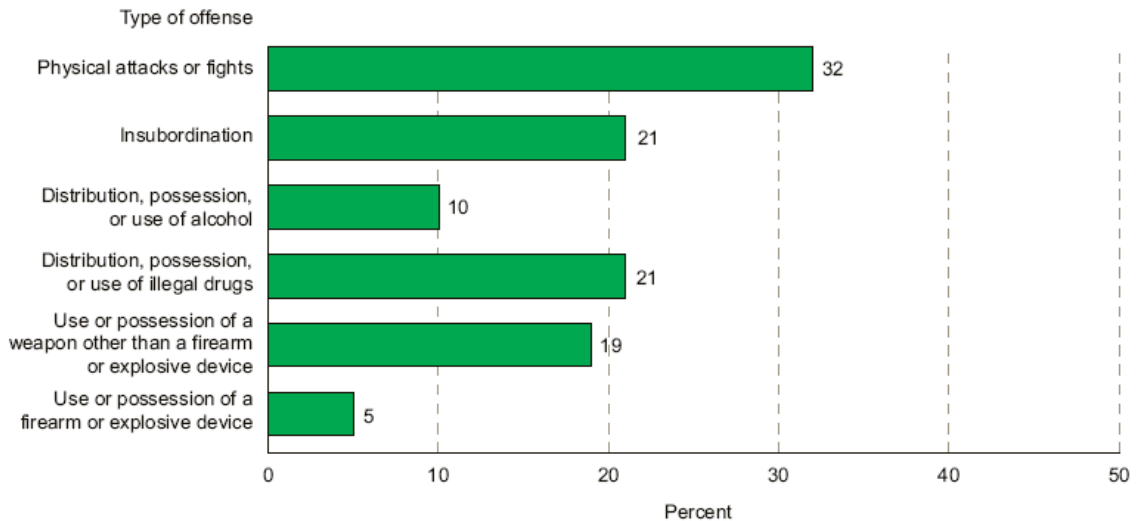
² Brown, S.A., Tapert, S.F., Granholm, E., et al. (2000). "Neurocognitive functioning of adolescents: Effects of protracted alcohol use." *Alcoholism: Clinical and experimental research*, 24(2).

³ Fergusson, D.M., Lynskey, M.T., & Horwood, L.J. (1996). "The short-term consequences of early onset cannabis use." *Journal of Abnormal Child Psychology*, 24(4), 499–512.

⁴ Lane, J., Gerstein, D., Huang, L., & Wright, D., (1998) *Risk and protective factors for adolescent drug use: Findings from the 1997 National Household Survey on Drug Abuse*. [Online]. Available at www.samhsa.gov/hhsurvey/hhsurvey.html; Bray, J.W., Zarkin, G.A., Ringwalt, C., & Qi, J. (2000). "The relationship between marijuana initiation and dropping out of high school." *Health Economics*, 9(1), 9–18.

- Substance use and serious disciplinary action are linked
 - 31% of serious disciplinary actions in the schools can be attributed to the distribution, possession or use of alcohol and illegal drugs

Percentage of Public Schools That Took A Serious Disciplinary Action for Specific Offenses, By Type of Offense: School Year 2005-06



NOTE: Responses were provided by the principal or the person most knowledgeable about crime and safety issues at the school. Serious disciplinary actions include removals with no continuing services for at least the remainder of the school year, transfers to specialized schools for disciplinary reasons, and out-of-school suspensions lasting 5 or more days, but less than the remainder of the school year. Respondents were instructed to respond only for those times that were during normal school hours or when school activities or events were in session, unless the survey specified otherwise. Population size is 83,200 public schools.
 SOURCE: U.S. Department of Education, National Center for Education Statistics, 2005-06 School Survey on Crime and Safety (SSOCS), 2006.

- Peer substance use is linked to lower reading and math scores
 - Lower reading and math scores are linked to peer substance abuse—not to individual student use as one might expect.⁵
 - On average, students whose peers avoided substance use had test scores that were 18 points higher for reading, and 45 points higher for math.⁶
 - The challenges in students’ learning environment, particularly substance use, must be addressed in order to increase the academic performance of our youth.

⁵ Bence, M., Brandon, R., Lee, I., Tran, H. University of Washington. (2000). *Impact of peer substance use on middle school performance in Washington: Summary*. Washington Kids Count/University of WA: Seattle, WA. Available: http://www.hspc.org/wkc/special/pdf/peer_sub_091200.pdf.

⁶ Bence, M., Brandon, R., Lee, I., Tran, H. University of Washington. (2000). *Impact of peer substance use on middle school performance in Washington: Summary*. Washington Kids Count/University of WA: Seattle, WA. Available: http://www.hspc.org/wkc/special/pdf/peer_sub_091200.pdf.

Core Principle 2: Ensure That There Is an Explicit, Required Focus on Drug Prevention in All States and the Maximum Number of LEAs Within Each State

Proposal

Ensure that any School Climate Initiative in ESEA Reauthorization requires at least base funding for every state and sufficient funds for every state to provide funding, on a competitive basis, to as many qualified local educational agencies (LEAs) and consortia of LEAs in a state as possible. There needs to be a ceiling on the amount that any single subgrantee can receive so that states are encouraged to maximize the utilization of funds to reach as many qualified subgrantees as possible. This caveat is important in order to encourage states to fund the maximum number of qualified subgrantees to enable the largest number of students and LEAs to receive school drug and violence prevention programming within a state.

Specifically within the framework for the School Climate Initiative, states should be required to do the following, explicitly for drug prevention:

- Collect, analyze and report on relevant data collected from all substate LEAs and returned to them for their use in planning and implementing effective strategies and activities;
- Provide technical assistance, training and program support services;
- Provide and disseminate relevant information;
- Provide the framework for a substate competitive grant process that funds the maximum number of substate grantees; and
- Provide other support to LEA and school based efforts to create safe and drug free environments.

States, as a condition of their receiving funding, must be required to track and demonstrate how they will work with LEAs to ensure they 1) collect at a minimum a core data set of incidence, prevalence, age of initiation perception of harm and social disapproval on a statewide basis (see principle 3 for details); 2) provide appropriate technical assistance and training to LEAs; and 3) explicitly deal with drug use prevention (for this purpose, drug use is defined as alcohol, tobacco, illegal drugs and/or the misuse/abuse of over-the-counter and prescription medications and products.

LEAs receiving subgrants from the state must be required to have the following in place:

- Student and staff policies and policy enforcement regarding alcohol, tobacco and other drug (ATOD) use;
- ATOD prevention programming;
- Intervention programs/student assistance;
- Trained staff to: 1) implement and enforce policies; 2) deliver programs; and 3) identify and refer students who have begun to use ATOD to appropriate programs and services; and

- Linkages to other relevant community sectors and resources such as anti-drug coalitions that explicitly partner with schools to deal with local drug issues.

Rationale

Drug use is non-discriminatory and impacts all schools, whether they are rural, suburban or urban. Without a nation-wide foundation in place for all states and a maximum number of LEAs/consortia of LEAs to be able to effectively address these issues, drug use and its consequences will surely escalate. Every state and the maximum number of LEAs within a state must have the ability to effectively raise awareness about the negative consequences of drug use and abuse; recognize and intervene with students who have been involved with drugs and give them the tools they need to remain drug free.

Given the fact that drug use is currently on the rise and attitudes are softening, it is critical that the new Department of Education School Climate program provide funding to every state and through the states to the maximum number of qualified LEAs and consortia of LEAs and require that they have at least some explicit focus on drug prevention/intervention and data collection issues so that they can effectively deal with them.

Substance Use Prevention Is Not Generic and Must Be Explicitly Required in the New Legislation

Generalized universal prevention programs to help youth make good healthy decisions are necessary. Once youth reach middle school, however, there is a need to focus specifically on the individual, peer, family and community risk and protective factors explicitly related to the initiation and use of alcohol, tobacco, illegal drugs and the misuse of prescription and over the counter drugs and products. Explicit and effective substance use prevention must include the following key elements:

- Building skills in youth, parents and communities to deal with substance use/abuse issues effectively;
- Raising awareness about the costs and consequences of alcohol, tobacco and drugs;
- Changing attitudes and perceptions about the dangers and acceptability of alcohol, tobacco and drugs;
- Changing social norms about alcohol, tobacco and drugs;
- Enforcing consequences for alcohol and drug related offenses; and
- Reducing access to and availability of alcohol, tobacco and drugs.

Effective, targeted substance abuse prevention is unique and must be required to be explicitly addressed in the new School Climate Initiative in ESEA reauthorization or it will be ignored and subject to denial.

Core Principle 3: Ensure Accountability Through Requiring Appropriate State and Local Data Collection for Alcohol, Tobacco and Other Drug Specific Metrics Over Time

Proposal

Ensure that as part of the state and LEA school climate needs assessment, there be a required and explicit mandate that all states collect statewide survey data down to the LEA level in the state for the core data set required to track drug trends, which include: incidence, prevalence, age of onset, perception of harm, and perception of social disapproval of drug use (defined as the use of alcohol, tobacco, illegal drugs and/or the misuse/abuse of over-the-counter and prescription medications and products). This data needs to be collected at a minimum at least every two years from at least three grade levels between 6 and 12 and the states need to provide LEAs and communities with the results.

Rationale

Without such a requirement, most communities will lose their ability to track drug use, attitudes and trends over time and evaluate their progress. **(See Attachment 1 for rationale for non use related metrics that need to be required in law to be collected by all states.)**

It is imperative to have a data collection system with the ability to collect the core data set currently required by Title IV (A) of H.R. 1 (incidence, prevalence, age of onset, perception of harm, and perception of social disapproval of drug use, as defined above) at the LEA level via student surveys. The system would fund all states to:

- collect longitudinal data from LEAs throughout the state to ensure the availability of consistent local and state data over time to identify trends and issues, and track outcomes over time; and
- incentivize non-federally funded LEAs to participate in student surveys.

This is critical to enable states/LEAs/communities to:

- understand their specific alcohol, tobacco and other drug issues and needs to be able to recognize and respond to them;
- pick appropriate programs, strategies, and policies to meet state and locally identified issues and needs; and
- evaluate trends and progress over time

Core Principal 4: Ensure Appropriate Linkages To Relevant State and Community Departments, Sectors and Resources That Address Drug Use/Abuse Issues

The loss of funds from the State Grants portion of the Safe and Drug Free Schools and Communities (SDFSC) program poses major issues for generally ensuring that all states and LEAs collect data and focus attention and resources on substance use prevention.

Most statewide and local school based youth surveys are jointly funded by a number of collaborating state and local agencies that need the data to assess needs and track progress for a plethora of health and wellness indicators including drug use metrics. SEAs must be able to continue to be able to participate as full partners in funding these surveys. If not, most LEAs will opt out of survey participation if it is not tied to some kind of SEA/federally funded Department of Education-linked requirements that connect to the ability to receive technical assistance and training, and/or be eligible for other funding opportunities.

The loss of the State Grants portion of the SDFSC program also specifically adversely effects Drug Free Community (DFC) program grantees⁷ because: (1) they are required to have schools at the table as one of the required sectors; (2) they rely on this funding for the implementation of the school sector programming component of their strategic community action plans; and (3) collecting school survey data will become an unfunded mandate and many schools will choose not to continue to collect it, leaving coalitions without a key monitoring and evaluation tool to measure attitudes, usage rates and trends over time to track their progress and outcomes.

Given that schools and anti-drug coalitions have historically worked in tandem to plan and implement comprehensive school and community based drug and alcohol prevention strategies, activities and programs, anti-drug coalitions should be included as a group to be coordinated with in the new legislation.

⁷ The DFC program is currently the only federally funded community based drug prevention program that provides funding directly to local community coalitions to comprehensively deal with alcohol, tobacco and other drug use issues in a comprehensive, coordinated manner.

Attachment 1

Recommendations for Additional Metrics Related to Alcohol and Drugs

Background

The Department of Education is currently in the process of designing a metric tool for the School Climate Initiative. While this survey has not yet been finalized, we understand that the survey will collect data regarding student reports of personal marijuana, alcohol and other drug use. While we appreciate that this data will be collected, there are a number of additional metrics related to alcohol and drugs that should be included in any School Climate Initiative metric tool. This paper lays out the additional metrics (all of which are currently required under the core data set in Title IV A of H.R. 1) with the scientific evidence to support them.

Additional Metrics

1. Under the Student Metrics add questions under the substance abuse section about the perceived risk of marijuana use, alcohol use and drug use by type.

Research Rationale

According to the research perceived risk is an important determinant of use.⁸ A number of journal articles (see Attachment 2 for citations) have substantiated “the powerful cross time association between perceived risk and use that cannot be explained away by concurrent shifts in a number of other lifestyle factors. Perceived risk remains a powerful predictor of use, even when controlling for a host of other known risk factors (Bachman et al., 1988; Bachman, Johnston, & O’Malley, 1990 & 1998). These articles also demonstrate that these attitudes are more able to explain the changes in use, than use is able to explain the change in attitudes.”⁹

Adding these questions is crucial as research findings from *Monitoring the Future* over almost 40 years have shown that there is a strong negative association between the amount of danger young people associate with a given drug (“perceived risk”) and their use of that drug.

This fact is clearly demonstrated when looking at *Monitoring the Future* trend data. For example, according to the *Monitoring the Future National Survey Results on Drug Use, 1975-2009, Volume I, Secondary School Students 2008*, “the amount of perceived risk associated with using marijuana fell during the earlier period of increased use in the late 1970s, and fell again during the more recent resurgence of use in the 1990s. Indeed perceived risk among 12th graders began to decline a year before use began to rise in the upturn of the 1990s, making perceived risk a leading indicator of change in use. The decline in perceived risk halted after 1997 for 8th and 10th graders, and annual prevalence began to decline a year or two later. Again, perceived risk was a leading indicator of change in use, as it has been proven to be for a number of drugs.”

⁸ Johnston, L.D. (1991). Toward a theory of drug epidemics. In R.L. Donohew, H. Syper, & W. Bukoski (Eds.). *Persuasive communication and drug abuse prevention* (pp. 93-132). Hillsdale, NJ: Lawrence Erlbaum.

⁹ Johnston, L.D. (October 14, 1999). Testimony Submitted to the Subcommittee on Criminal Justice, Drug Policy and Human Resources of the Government Reform Committee, United States Government, For Hearings on the National Youth Anti-Drug Media Campaign.

Given that perceptions of risk play a major role in the use of alcohol, tobacco and other drugs, including metrics in the School Climate Survey to capture changes in perceived risk over time for alcohol, marijuana and other drugs by type is crucial, especially given that schools need to be aware of student perceptions so that they can devise mechanisms to effectively deal with the changes in student attitudes that drive use rates up before use of a specific substance rises and schools are blamed for not being proactive. Schools have a major role to play in helping to increase perceptions of risk. The 2007-2008 Pride Survey revealed that students who reported that their teachers warned them frequently about the dangers of drugs were 55% less likely to use drugs.

Additional Metrics

2. Add to Incidence Data under substance abuse metrics for: distribution, possession or use of illegal drugs incidence and distribution, possession or use of alcohol incidence.

Research Rationale

These metrics are critically important indicators of physical safety.

- Alcohol use is an independent risk factor for delinquent and violent behaviors among young people.¹⁰
- Adolescents who abuse alcohol are three times more likely to commit violent offenses than those who do not drink to excess.¹¹
- 65.9% of those youth reporting heavy alcohol use, 56.8% of those reporting binge drinking, and 43.7% of those reporting past 30-day use of alcohol had also engaged in one or more of the following delinquent behaviors: participating in a serious fight at school or at work; participating in a group-against-group fight; attacking someone with the intent to seriously hurt them; stealing or attempting to steal something worth \$50 or more; selling illegal drugs; and/or carrying a hand gun within the last year.¹²
- Youths who had engaged in fighting or other delinquent behaviors were more likely than other youths to have used illicit drugs.¹³
- Of those students who reported carrying a gun to school during the 2008-2009 school year, 64.0% report also using marijuana, 40.9% report using cocaine, and 37.1% report using crystal meth in the past year.¹⁴
- Past month illicit drug use was reported by 17.3% of youths who had gotten into serious fights at school or work in the past year compared with 7.6% of those who had not.¹⁵

¹⁰ Komro, K.A., Williams, C.L., Foster, J.L., et al. (1999). The relationship between adolescent alcohol use and delinquent and violent behaviors. *Journal of Child Adolescent Substance Abuse*, 9(2):13-28.

¹¹ Fergusson, D.M., Lynskey, M.T., Horwood, L.J. (1996). Alcohol misuse and juvenile offending in adolescence. *Addiction*, 91(4): 495-510.

¹² Ibid.

¹³ Office of Applied Studies, Substance Abuse and Mental Health Services Administration. National Survey on Drug Use and Health: National Findings. (2005). *Youth Prevention-Related Measures: Fighting and Delinquent Behavior*. 64. Available:

<http://oas.samhsa.gov/nsduh/2k5nsduh/2k5results.pdf>

¹⁴ Pride Surveys. (2009). *Questionnaire report for grades 6-12: 2009 national summary*. 149. Available:

<http://www.pridesurveys.com/customercenter/us08ns.pdf>



Attachment 2

Citations Related to Additional Metrics in Appendix 3A

Bachman, J.G., Johnston, L.D., & O'Malley, P.M. (1990). Explaining the recent decline in cocaine use among young adults: Further evidence that perceived risks and disapproval lead to reduced drug use. *Journal of Health and Social Behavior*, 31, 173-184.

Bachman, J.G., Johnston, L.D., & O'Malley, P.M. (1998). Explaining the recent increases in students' marijuana use: The impacts of perceived risks and disapproval from 1976 through 1996. *American Journal of Public Health*, 88, 887-892.

Bachman, J.G., Johnston, L.D., & O'Malley, P.M. (1988). Explaining the recent decline in marijuana use: Differentiating the effects of perceived risks, disapproval and general lifestyle factors. *Journal of Health and Social Behavior*, 29, 92-112.

Johnston, L.D. (1991). Toward a theory of drug epidemics. In R.L. Donohew, H. Syper, & W. Bukoski (Eds.). *Persuasive communication and drug abuse prevention* (pp. 93-132). Hillsdale, NJ: Lawrence Erlbaum.

Bachman, J.G., Johnston, L.D., & O'Malley, P.M. (1998). *National survey results on drug use from Monitoring the Future study, 1975-1998: Volume I: Secondary school students*. (NIH Publication No. 98-4345).

¹⁵ Office of Applied Studies, Substance Abuse and Mental Health Services Administration. National Survey on Drug Use and Health: National Findings. (2005). *Youth Prevention-Related Measures: Fighting and Delinquent Behavior*. 64. Available: <http://oas.samhsa.gov/nsduh/2k5nsduh/2k5results.pdf>.