

U.S. Department of Education



Performance Summary Report

Fiscal Year 2019

In Support of the
National Drug Control Strategy

March 13, 2020

U.S. Department of Education
Performance Summary Report for Fiscal Year 2019

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UNITED STATES DEPARTMENT OF EDUCATION
OFFICE OF ELEMENTARY AND SECONDARY EDUCATION

March 13, 2020

Dr. Terry Zobeck
Deputy Assistant Director
Office of Performance and Budget
Office of National Drug Control Policy
Executive Office of the President
Washington, DC 20503

Dear Terry:

As required by Office of National Drug Control Policy Circular *National Drug Control Program Agency Compliance Reviews*, enclosed please find detailed information about performance-related measures for a key drug control program administered by the U.S. Department of Education, in accordance with the guidelines in the circular dated October 22, 2019. This information covers the School Safety National Activities program, which is the Drug Control Budget Decision Unit under which budgetary resources for the Department of Education (ED) are included in the *National Drug Control Budget*.

As indicated in the enclosed letter (dated December 26, 2019) from Byron Gordon, Assistant Inspector General for Audit, the Department's Office of Inspector General has chosen not to conduct an authentication review of this fiscal year 2019 performance summary report.

Please do not hesitate to contact me if you have any questions about the enclosed information.

Sincerely,

A handwritten signature in blue ink, appearing to read "Paul Kesner".

Paul Kesner
Director
Office of Safe and Supportive Schools

FY 2019 Performance Summary Information

School Climate Transformation Grant – Local Educational Agency Grants Program 2014 Cohort

In FY 2014 the Department made the first round of awards under the School Climate Transformation Grant – Local Educational Agency (LEA) Grants program to 71 school districts in 23 states, Washington, D.C., and the U.S. Virgin Islands. The funds are being used to develop, enhance, and expand systems of support for implementing evidence-based, multi-tiered behavioral frameworks for improving behavioral outcomes and learning conditions for students. The goals of the program are to connect children, youths, and families to appropriate services and supports; improve conditions for learning and behavioral outcomes for school-aged youths; and increase awareness of and the ability to respond to mental-health issues among school-aged youths.

School districts are using these funds to implement models for reform and evidence-based practices that address the school-to-prison pipeline—the unfortunate and often unintentional policies and practices that push our nation’s schoolchildren, especially those who are most at-risk, out of classrooms and into the juvenile and criminal justice systems. The grants provide funding for up to five years, for a total of nearly \$180 million. The final year of a five-year funding cycle was made to these grantees in FY 2018.

Drug prevention is an allowable activity. Indeed, grantees are encouraged, as part of their local needs-assessment, to measure student drug use along with other relevant issues and problems. The local needs-assessment is also being used by grantees to help identify and select the most appropriate evidence-based practices. If the needs-assessment indicates that drug abuse is an issue for students, drug abuse prevention should be addressed as part of implementation of a multi-tiered behavioral framework.

The Department developed a variety of measures to assess the performance of the 2014 cohort of School Climate Transformation Grants to LEAs, including (1) measures related to increasing the capacity of LEAs to implement a multi-tiered, decision-making framework to improve behavioral and learning outcomes and (2) measures to demonstrate the progress of LEAs in achieving these outcomes as evidenced by decreasing student disciplinary actions and increased student attendance. Among those measures, the two discussed below are the most directly related to the drug prevention function of this program.

Measure 1: The number and percentage of schools that report an annual decrease in suspensions and expulsions, including those related to possession or use of drugs or alcohol.

Table 1

Year	Number Target	Number Actual	Percentage Target	Percentage Actual
2015				
2016		524		51%
2017	540	698	53%	59%
2018	719	781	61%	53%
2019	804		63%	

The Measure. ED established several GPRA performance measures for assessing the effectiveness of the 2014 cohort of School Climate Transformation Grants to LEAs. Two measures were related to addressing the goals of the National Drug Control Strategy. This measure was one of the two selected for that purpose.

It is expected that grantees may show progress in meeting this measure due to improvement in school climate that results in a decrease in actual student use of drugs or alcohol, and as a result these students do not face disciplinary action for such use. Alternatively, grantees may show progress because they change their disciplinary approach to student drug or alcohol use and take a more supportive disciplinary approach to addressing the behavior, rather than relying on suspensions and expulsions.

FY 2019 Performance Results. Of the 70 grantees, 43 are currently on a No-Cost Extension. The final year data (2019) should be available less than a year from now and will be included in the Department’s 2020 Performance Summary Report.

FY 2020 Performance Target. Not Applicable.

Grantees are not required to collect and report to the Department disaggregated data corresponding to such suspensions and expulsions that are related to possession or use of alcohol or drugs only, but some grantees voluntarily report. Accordingly, beginning with the 2016 baseline data available for this performance measure, the Department is reporting in the tables below on the number and percentage of schools that report an annual decrease in suspensions and expulsions related to possession or use of alcohol (only) and on the number and percentage of schools that report an annual decrease in suspensions and expulsions related to possession or use of other drugs (only), for the grantees that provide that more detailed data.

NOTE: As grantees are not required to collect this data, nor do all grantees collect it, no targets are set.

Table 2: Number and percentage of schools that report an annual decrease in suspensions and expulsions related to possession or use of alcohol only (out of a total of 70 grantees, 31 reported these data for 2016, and 6 reported for 2017). No grantee voluntarily reported these data for FY 2018. If any grantees report data for FY 2019, those data will be included in the Department’s 2020 Performance Summary Report.

Cohort	FY2014 Actual	FY2015 Actual	FY2016 Actual	FY2017 Actual	FY2018 Actual	FY2019 Actual
2014	n/a	n/a	184 40%	17 41%		

Table 3: Number and percentage of schools that reported an annual decrease in suspensions and expulsions related to possession or use of other drugs only (out of a total of 70 grantees, 32 reported these data points for 2016, and 8 reported for 2017). No grantees voluntarily reported these data for FY 2018. If any grantees report data for FY 2019, those data will be included in the Department’s 2020 Performance Summary Report.

Cohort	FY2014 Actual	FY2015 Actual	FY2016 Actual	FY2017 Actual	FY2018 Actual	FY2019 Actual
2014	n/a	n/a	204 41%	19 20%		

Table 4: Number and percentage of schools that reported an annual decrease in suspensions and expulsions related to possession or use of alcohol and/or other drugs (out of a total of 70 grantees, 41 reported these data for 2016, and 21 reported for 2017). No grantees voluntarily reported these data for FY 2018. If any grantees report data for FY 2019, those data will be included in the Department’s 2020 Performance Summary Report.

Cohort	FY2014 Actual	FY2015 Actual	FY2016 Actual	FY2017 Actual	FY2018 Actual	FY2019 Actual
2014	n/a	n/a	269 44%	201 46%		

Measure 2: The number and percentage of schools annually that are implementing the multi-tiered behavioral framework (MTBF) with fidelity.

Table 5

Year	Number Target	Number Actual	Percentage Target	Percentage Actual
2015		512		45%
2016	589	584	52%	55%
2017	677	814	60%	65%
2018	936	920	69%	64%
2019	1,077		79%	

The Measure. ED established several GPRA performance measures for assessing the effectiveness of the 2014 cohort of School Climate Transformation Grants to LEAs. Two measures were related to addressing the goals of the National Drug Control Strategy. This measure was one of the two selected for that purpose.

Although schools have long attempted to address issues of student disruptive and problem behavior (including substance use, violence, and bullying), the vast majority of our Nation's schools have not implemented comprehensive, effective supports that address the full range of students' social, emotional, and behavioral needs. Research demonstrates that the implementation of an evidence-based, multi-tiered behavioral framework, such as Positive Behavioral Interventions and Supports (PBIS), can help improve overall school climate and safety. A key aspect of this multi-tiered approach is providing differing levels of support and interventions to students based on their needs. Certain supports involve the whole school (e.g., consistent rules, consequences, and reinforcement of appropriate behavior), with more intensive supports for groups of students exhibiting at-risk behavior, and individualized services for students who continue to exhibit troubling behavior.

This second measure supports the drug prevention function of this program because a school that is implementing a multi-tiered behavioral framework with fidelity can be expected to be a school where any prevention program(s) – including drug prevention program(s) – selected for implementation is (1) an evidence-based program and (2) has an improved chance of being implemented more effectively. This measure is designed to inform whether the LEA School Climate Transformation Grants result in such increased capacity.

FY 2019 Performance Results. Of the 70 grantees, 43 are currently on a No-Cost Extension. The final year data (2019) should be available in less than a year from now and will be included in the Department's 2020 Performance Summary Report.

FY 2020 Performance Target. Not Applicable.

Methodology. These measures constitute the Department's indicators of success for the School Climate Transformation Grant – Local Educational Agency Grants program. Consequently, we advised applicants for a grant under this program to give careful consideration to these measures in conceptualizing the approach and evaluation for their proposed program. Each grantee is required to provide, in its annual performance and final reports, data about progress in meeting these measures.

To receive funds after the initial year of a multi-year award, grantees must submit an annual continuation performance report that describes the progress the project has made toward meeting the predefined benchmarks and milestones. This performance report also provides program staff with data related to the GPRA measures established for the program.

Authorized representatives for the grant site sign the annual performance report and, in doing so, certify that to the best of their knowledge and belief, all data in the performance report are true and correct and that the report fully discloses all known weaknesses concerning the accuracy, reliability, and completeness of the data included. Generally, the Department relies on the certification concerning data supplied by grantees and will not conduct further reviews unless data quality concerns arise.

The ED-funded Technical Assistance Center on Positive Behavioral Interventions and Supports (www.pbis.org) is providing training and technical assistance to grantees on data collection.

School Climate Transformation Grant –
Local Educational Agency Grants Program
2019 Cohort

In FY 2019 the Department made a new round of awards under the School Climate Transformation Grant – Local Educational Agency (LEA) Grants program to 69 school districts. The grants provide funding for up to five years, for a total of nearly \$218 million. The funds are being used to develop, enhance, or expand systems of support for, and technical assistance to, schools implementing a multi-tiered system of support for improving school climate. The goals of the program are to connect children, youth, and families to appropriate services and supports; improve conditions for learning and behavioral outcomes for school-aged youth; and increase awareness of and the ability to respond to mental-health issues among school-aged youth.

The Department established the following performance measures for the 2019 cohort of LEA School Climate Transformation Grants that relate to addressing the goals of the National Drug Control Strategy, and baseline data (for the first two of these measures) will be available at the end of 2020.

- **Measure 1.** The number and percentage of schools annually that are implementing a multitiered system of support framework with fidelity.
- **Measure 2.** The number and percentage of schools annually that are implementing opioid abuse prevention and mitigation strategies.
- **Measure 3.** The number and percentage of schools that report an annual decrease in suspensions and expulsions related to possession or use of alcohol.
- **Measure 4.** The number and percentage of schools that report an annual decrease in suspensions and expulsions related to possession or use of other drugs.

The Measures. ED established several GPRA performance measures for assessing the effectiveness of the 2019 cohort of the School Climate Transformation Grants to LEAs program. The four measures above relate to addressing the goals of the National Drug Control Strategy.

Although schools have long attempted to address issues of student disruptive and problem behavior (including substance use, violence, and bullying), the vast majority of our Nation's schools have not implemented comprehensive, effective supports that address the full range of students' social, emotional, and behavioral needs. Research demonstrates that the implementation of an evidence-based, multi-tiered systems of support, such as Positive Behavioral Interventions and Supports (PBIS), can help improve overall school climate and safety. A key aspect of this multi-tiered approach is providing differing levels of support and interventions to students based on their needs. Certain supports involve the whole school (e.g., consistent rules, consequences, and reinforcement of appropriate behavior), with more intensive supports for groups of students exhibiting at-risk behavior and individualized services for students who continue to exhibit troubling behavior.

Measure 1 above supports the drug prevention function of this program because a school that is implementing a multi-tiered behavioral framework with fidelity can be expected to be a school where any prevention program(s) – including drug prevention program(s) – selected for implementation is (1) an evidence-based program and (2) has an improved chance of being implemented more effectively. This measure is designed to inform whether the LEA School Climate Transformation Grants result in such increased capacity.

Measure 2 addresses the opioid crisis and its devastation on families and communities across the United States, and the Administration believes that schools can play an important role in both preventing opioid abuse and addressing the mental health and other needs of students affected by the epidemic. Accordingly, in the Department's FY 2019 competition for School Climate Transformation Grants to LEAs, the Department included a competitive preference priority for applicants that proposed to implement opioid abuse prevention and/or mitigation strategies.

More specifically, to be considered for the competitive preference priority points, applicants were required to propose a plan describing how the LEA would use funds to implement evidence-based strategies for preventing opioid abuse by students, and/or address the mental health needs of students who are negatively impacted by family or community members who are (or have been) abusers. The plan could also include providing technical assistance to, or support for, schools that implement or plan to implement high-quality approaches to opioid abuse prevention such as the Screening, Brief Intervention, and Referral to Treatment (SBIRT) approach supported by the U.S. Department of Health and Human Services, Substance Abuse and Mental Health Services Administration. Post-award, grantees that received competitive preference points under the priority will finalize and implement their plan.

Sixty-eight of the 69 grantees addressed this priority. Measure 2 is designed to drill down below the grantee (i.e., LEA) level to determine how many (and what percentage of) schools served by the grant are implementing opioid abuse prevention and mitigation strategies.

Regarding Measures 3 and 4, as in the similar measures for the 2014 cohort of School Climate Transformation Grants to LEAs, it is expected that grantees may show progress in meeting this measure due to improvement in school climate that results in a decrease in actual student use of drugs or alcohol, and as a result these students do not face disciplinary action for such use. Alternatively, grantees may show progress within their disciplinary approach to student drug or alcohol use and take a more supportive disciplinary approach to addressing the behavior, rather than relying on suspensions and expulsions.

FY 2019 Performance Results. There are no FY 2019 performance data to report for the above four measures, as grantees were not required to report baseline data as part of their applications.

FY 2020 Performance Target. Performance targets have not been set for the above four measures because baseline data are not yet available. FY 2020 and later targets will be set beginning in 2020, once baseline data are available for the FY 2019 grant cohort.

Methodology. These measures constitute the Department's indicators of success for the School Climate Transformation Grant – Local Educational Agency Grants program. Consequently, we advised applicants for a grant under this program to give careful consideration to these measures in conceptualizing the approach and evaluation for their proposed program. Each grantee is required to provide, in its annual performance and final reports, data about progress in meeting these measures.

To receive funds after the initial year of a multi-year award, grantees must submit an annual continuation performance report that describes the progress the project has made toward meeting the predefined benchmarks and milestones. This performance report also provides program staff with data related to the GPRA measures established for the program.

Authorized representatives for the grant site sign the annual performance report and, in doing so, certify that to the best of the signer's knowledge and belief, all data in the performance report were true and correct and that the report fully disclosed all known weaknesses concerning the accuracy, reliability, and completeness of the data included. Generally, the Department relies on the certification concerning data supplied by grantees and will not conduct further reviews, unless data quality concerns arise. The ED-funded Technical Assistance Center on Positive Behavioral Interventions and Supports (www.pbis.org) is providing training and technical assistance on data collection.

Assertions

Performance Reporting System

The Department of Education has a system in place to capture performance information accurately and that system was properly applied to generate the performance data in this report. In instances in which data are supplied by grantees as part of required periodic performance reports, the data that are supplied are accurately reflected in this report.

Data related to the drug control programs included in this Performance Summary Report for Fiscal Year 2019 are recorded in the Department of Education's software for recording performance data and are an integral part of our budget and management processes.

Explanations for Not Meeting Performance Targets

This section is not applicable, because (as acknowledged above) the Department does not yet have FY 2019 performance results.

Methodology for Establishing Performance Targets

This section is not applicable, because (for the reasons explained above) there are no FY 2020 targets included in this report.

Performance Measures for Significant Drug Control Activities

The Department of Education has established at least one acceptable performance measure for the Drug Control Decision Unit identified in its Detailed Accounting of Fiscal Year 2019 Drug Control Funds.

Criteria for Assertions

Data

No workload or participant data support the assertions provided in this report. Sources of quantitative data used in the report are well documented. These data are the most recently available and are identified by the year in which the data was collected.

Other Estimation Methods

No estimation methods other than professional judgment were used to make the required assertions. When professional judgment was used, the objectivity and strength of those judgments were explained and documented. Professional judgment was used to establish targets for programs until data from at least one grant cohort were available to provide additional information needed to set more accurate targets. We routinely re-evaluate targets set using professional judgment as additional information about actual performance on measures becomes available.

Reporting Systems

Reporting systems that support the above assertions are current, reliable, and an integral part of the Department of Education's budget and management processes. Data collected and reported for the measures discussed in this report are stored, or will be stored, in the Department of Education's PPI-JIRA (Program Performance Information) system. Data from PPI-JIRA are used in developing annual budget requests and justifications.



UNITED STATES DEPARTMENT OF EDUCATION
OFFICE OF INSPECTOR GENERAL

Audit Services

December 26, 2019

TO: Larry Kean
Director, Office of Budget Service
Office of Finance and Operations

Paul Kesner
Director, Office of Safe and Supportive Schools
Office of Elementary and Secondary Education

FROM: Bryon Gordon
Assistant Inspector General for Audit

SUBJECT: Office of Inspector General's Authentication of the U.S. Department of Education's
*Detailed Accounting of Fiscal Year 2019 Drug Control Funds and Related
Performance*

As provided by 21 U.S.C. § 1704(d)(1), "Not later than February 1 of each year, in accordance with guidance issued by the Director, the head of each National Drug Control Program Agency shall submit to the Director a detailed accounting of all funds expended by the agency for National Drug Control Program activities during the previous fiscal year and shall ensure such detailed accounting is authenticated for the previous year by the Inspector General for such agency prior to submission to the Director as frequently as determined by the Inspector General but not less frequently than every 3 years."

This is to notify you that we have chosen not to authenticate the material noted for the fiscal year ending September 30, 2019.

If you have any questions, please contact Michele Weaver-Dugan, Regional Inspector General for Audit, Internal Operations/Philadelphia Audit Team at (202) 245-6941 or Michele.Weaver-Dugan@ed.gov.