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ABSTRACT

Alcohol and drug abuse continue to have serious and negative effects on the nation's youth. One response to this problem is described in this monograph on the School Team Program, a national network of training and resource centers set up to train teams of school and community representatives in problem solving techniques that would help them develop effective programs for youth. Chapter One describes the evolution of the program's network of regional training and resource centers, and briefly documents the impact these centers have had in local communities they have served. Chapter Two explores the rationale behind the training used by the regional centers to prepare school teams for developing effective programs. Chapters Three and Four summarize typical residential training and onsite support activities. Chapter Five 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. Impact data were not available at this writing but participants in the nine-year program suggest that problems associated with substance abuse, e.g., arrests and fighting, were reduced. (Author/KMF)

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THE SCHOOL TEAM APPROACH

PREVENTING ALCOHOL AND DRUG ABUSE BY
CREATING POSITIVE ENVIRONMENTS FOR LEARNING AND GROWTH

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

DESIGNED AND ILLUSTRATED BY LINDA WARTELL AND JON SAGEN

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NOTE

This publication, which is a revision of a booklet published in 1979 by the National Data Base Project, Chicago, Illinois, was prepared under the auspices of the U.S. Office of Education. However, it came off the press after the Office's staff, programs, and functions were transferred to the U.S. Department of Education upon its establishment May 4, 1980. 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, despite any seemingly current references in it to the Office of Education, its Bureaus, other organizational subdivisions, or activities.

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FOREWORD

BY THE EARLY 1970'S THE DRUG CRISIS AMONG YOUTH IN AMERICA, AS PERCEIVED BY THE MEDIA AND THE GENERAL PUBLIC, HAD PASSED ITS PEAK. THE INITIAL SHOCK OF ILLICIT DRUG USE THAT HAD DISTURBED THE NATION IN THE PRECEDING YEARS WAS BEGINNING TO BE SUPERSEDED BY OTHER, MORE IMMEDIATE PROBLEMS. MANY MILLIONS OF DOLLARS HAD BEEN SPENT TO DEAL WITH DRUG ABUSE, AND, AS OFTEN HAPPENS WITH URGENT SOCIAL PROBLEMS THAT ARE TOO COMPLICATED TO SOLVE QUICKLY, LEGISLATORS AND FUNDING AGENCIES BEGAN TO ASSUME THAT THE LACK OF PUBLICITY AMOUNTED TO AN UNOFFICIAL AFFIRMATION THAT THE DRUG PROBLEM WAS NO LONGER SO SERIOUS, OR THAT IT WAS UNDER CONTROL.

IN FACT, DRUG USE CONTINUED TO HAVE SERIOUS NEGATIVE EFFECTS ON THE DEVELOPMENT OF THE NATION'S YOUTH LONG AFTER THE SENSE OF CRISIS PASSED. 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, RUNAWAYS, TEENAGE PREGNANCIES...INCREASED AT A RAPID PACE AND REACHED PROGRESSIVELY YOUNGER AGE GROUPS. AS RECENTLY AS 1978, THE WHITE HOUSE OFFICE OF DRUG ABUSE POLICY (ODAP) OBSERVED THAT "...REGULAR USE OF DRUGS, INCLUDING ALCOHOL AND TOBACCO, HAS BECOME AN INTEGRAL FEATURE OF OUR CULTURE." THE ODAP REPORT ESTIMATED THE COSTS OF ALCOHOL ABUSE AT $42.75 BILLION; OF DRUG ABUSE, $10.3 BILLION; AND OF SMOKING, $25 BILLION. (1)

CLEARLY THE EXPENSIVE "INSTANT" SOLUTIONS OF THE 1960'S HAD LITTLE IMPACT ON THE PROBLEM. EVEN IN THE EARLY 1970'S YOUTH ADVOCATES AND DRUG ABUSE PREVENTION SPECIALISTS RECOGNIZED THAT LONG-RANGE APPROACHES WERE NEEDED THAT WOULD RIGOROUSLY ADDRESS A WIDE VARIETY OF PROBLEMS CONFRONTING AMERICAN YOUTH. INFORMATIONAL MATERIALS ABOUT THE HAZARDS OF DRUG USE (OR VANDALISM OR EARLY PREGNANCY) WERE SCARCELY ADEQUATE. RATHER, THE UNDERLYING CAUSES OF THESE PROBLEMS HAD TO BE

ADDRESSED...PARTICULARLY THE FRAGMENTATION OF COMMUNITY AND YOUTH-SERVING INSTITUTIONS THAT HAD BECOME ENDEMIC IN AMERICA IN THE POST-WAR YEARS.

THE RESPONSE DEVELOPED BY THE U.S. OFFICE OF EDUCATION'S ALCOHOL AND DRUG ABUSE EDUCATION PROGRAM (ADAEP) WAS THE SCHOOL TEAM PROGRAM...A NATIONAL NETWORK OF TRAINING AND RESOURCE CENTERS SET UP TO TRAIN TEAMS OF SCHOOL AND COMMUNITY REPRESENTATIVES IN PROBLEM-SOLVING TECHNIQUES THAT WOULD HELP THEM DEVELOP EFFECTIVE PROGRAMS FOR YOUTH. NOW IN ITS NINTH YEAR, THE PROGRAM HAS TRAINED NEARLY 4,000 TEAMS THROUGHOUT THE COUNTRY. THESE TEAMS, IN TURN, HAVE HAD AN IMPACT ON MILLIONS OF INDIVIDUALS...STUDENTS, PARENTS, TEACHERS, ADMINISTRATORS, AND COMMUNITY LEADERS...IN THEIR RESPECTIVE SCHOOLS AND COMMUNITIES.

SINCE ITS INCEPTION THE SCHOOL TEAM PROGRAM HAS WON WIDE-SPREAD RECOGNITION AND GROWING SUPPORT. IN INTRODUCTORY REMARKS TO 1978 HEARINGS ON RENEWAL OF THE LEGISLATION THAT ESTABLISHED THE PROGRAM (THE ALCOHOL AND DRUG ABUSE EDUCATION ACT OF 1970), REPRESENTATIVE JOHN BRADEMAS, CHAIRMAN OF THE HOUSE COMMITTEE ON SELECT EDUCATION, SAID:

> "The abuse of alcohol and drugs by young people exacts a terrible toll in young lives stunted or even ended.
>
> The Alcohol and Drug Abuse Education Act is obviously not a comprehensive solution to this problem. The problem in its broadest sense requires making our society more humane...
>
> However, the Alcohol and Drug Abuse Education Act does make important and, in my view, unique contributions to this effort.
>
> First, this program emphasizes prevention, deterring our youth from socially and personally destructive behavior rather than mopping up the casualties when it is often too late.
>
> Second, this is an educational program, and it is administered by the U.S. Office of Education. This program has credibility with educators and ties to the schools. This linkage of alcohol and drug abuse prevention with the schools where our young people spend much of their time is vital in an effective overall strategy to deal with the problem."

SIMILAR PRAISE FOR THE PROGRAM HAS ECHOED THROUGHOUT THE COUNTRY. THE PROGRAM WAS SINGLED OUT AS AN EXAMPLE OF EFFECTIVE PREVENTION PROGRAMMING BY THE WHITE HOUSE DOMESTIC COUNCIL DRUG ABUSE TASK FORCE IN ITS 1975 WHITE PAPER ON DRUG ABUSE. TEAMS AND GROUPS OF TEAMS TRAINED IN THE PROGRAM HAVE ESTABLISHED THEMSELVES AS LEADERS, BOTH REGIONALLY, AND NATIONALLY, AFTER DEVELOPING SUCCESSFUL INNOVATIVE TECHNIQUES FOR DEALING WITH SUBSTANCE ABUSE AND SCHOOL PROBLEMS. IN 1977, RECOGNIZING THE PROGRAM'S POTENTIAL IMPACT ON A VARIETY OF PROBLEMS IN ADDITION TO SUBSTANCE ABUSE, THE OFFICE OF JUVENILE JUSTICE AND DELINQUENCY PREVENTION (OJJDP) IN THE LAW ENFORCEMENT ASSISTANCE ADMINISTRATION (LEAA) SET UP A $1.2 MILLION CONTRACT WITH THE PROGRAM TO TRAIN TEAMS SPECIFICALLY TO DEAL WITH CRIME AND DISRUPTIVE BEHAVIOR IN SCHOOLS.

THE HIGHEST ACCOLADES FOR THE PROGRAM HAVE COME FROM SCHOOL PROFESSIONALS WHO HAVE BEEN MEMBERS OF TEAMS TRAINED AT THE PROGRAM'S TRAINING AND RESOURCE CENTERS. REPEATEDLY, TEACHERS AND ADMINISTRATORS HAVE INDICATED THAT THE PROGRAM HAS IMPROVED THEIR ATTITUDES, NOT JUST TOWARD THEIR STUDENTS AND THEIR WORK, BUT TOWARD THEMSELVES AS WELL. THE PROGRAM HAS TREMENDOUS POTENTIAL, IN SHORT, FOR BRINGING ABOUT CONSTRUCTIVE CHANGES IN PEOPLE'S LIVES...FOR CREATING, AS THE SUBTITLE OF THIS PUBLICATION SUGGESTS, POSITIVE ENVIRONMENTS FOR LEARNING AND GROWTH.

THE PURPOSE OF THIS PUBLICATION IS TO DOCUMENT THE DEVELOPMENT OF THE SCHOOL TEAM PROGRAM FROM ITS BEGINNINGS 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.

THIS PUBLICATION REPRESENTS THE FIRST COMPLETE DOCUMENTATION OF THE SCHOOL TEAM PROGRAM. THUS, IT SYNTHESIZES ACTIVITIES AND EVENTS THAT TOOK PLACE OVER A NINE-YEAR PERIOD. FROM THE BEGINNING, HOWEVER, THE PROGRAM HAS EMPHASIZED ONE DOMINANT THEME:

> RATHER THAN PRESCRIBING PRECONCEIVED SOLUTIONS TO PROBLEMS, THE PROGRAM OFFERS A SYSTEMATIC PROCESS FOR PLANNED CHANGE. IT IS A PROCESS THAT CAN BE ADAPTED TO A WIDE VARIETY OF PROBLEMS AND CIRCUMSTANCES...A PROCESS THAT CAN LEAD TO GREATLY IMPROVED SCHOOL AND COMMUNITY SERVICES AND ULTIMATELY, TO THE HEALTHY, POSITIVE DEVELOPMENT OF YOUNG PEOPLE.

contents

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THE ALCOHOL AND DRUG ABUSE EDUCATION PROGRAM 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. UNDER THE LEADERSHIP OF ITS PROGRAM MANAGER, MYLES J. DOHERTY, WHO CAME TO ADAEP WITH WIDE MANAGERIAL EXPERIENCE IN OTHER FEDERAL SOCIAL PROGRAMS, IT HAS LAUNCHED A VARIETY OF NATIONAL PROGRAMS ADDRESSING NOT ONLY PROBLEMS OF ALCOHOL AND DRUG ABUSE BUT ALSO OF CRIME AND VIOLENCE AND RELATED DISRUPTIVE BEHAVIORS IN SCHOOLS, BOTH URBAN AND RURAL.

JOAN PIZZA, THE PRINCIPAL AUTHOR OF THIS PUBLICATION AND ASSOCIATE PROGRAM MANAGER FOR THE NATIONAL TRAINING AND RESOURCE SYSTEM, HAS SERVED FOR FIVE YEARS AS A PROJECT OFFICER IN THE U.S. OFFICE OF EDUCATION ALCOHOL AND DRUG ABUSE EDUCATION PROGRAM. IN THIS CAPACITY, SHE HAS WORKED CLOSELY WITH THE SCHOOL TEAM PROGRAM'S TRAINING AND RESOURCE CENTERS, VISITED THE CENTERS DURING RESIDENTIAL TRAINING CYCLES, AND OBSERVED TEAM-INITIATED ACTIVITIES IN A NUMBER OF DIFFERENT LOCAL SCHOOL DISTRICTS.

HENRY S. RESNIK, CO-AUTHOR, HAS WRITTEN ABOUT EDUCATION AND DRUG ABUSE PREVENTION FOR MANY YEARS. HE WAS A CO-AUTHOR OF THE POPULAR BALANCING HEAD AND HEART SERIES ON DRUG ABUSE PREVENTION AND, IN 1978, THE NATIONAL INSTITUTE ON DRUG ABUSE PUBLISHED HIS OVERVIEW OF DRUG ABUSE PREVENTION ENTITLED IT STARTS WITH PEOPLE.

MEMBERS OF THE NATIONAL OFFICE STAFF HELPED IN OUTLINING, RESEARCHING, AND REVIEWING DRAFTS OF THIS PUBLICATION. THESE INCLUDED HELEN NOWLIS, DIRECTOR OF THE ALCOHOL AND DRUG ABUSE EDUCATION PROGRAM, WHO WAS ONE OF THE EARLIEST ADVOCATES OF THE PSYCHOSOCIAL APPROACH TO SUBSTANCE ABUSE PREVENTION, DESCRIBED IN CHAPTER 2; MYLES DOHERTY, MANAGER OF THE SCHOOL TEAM PROGRAM, WHO IS RESPONSIBLE FOR THE SUPERVISION OF ALL THE PROGRAM'S ACTIVITIES AND WHO, WITH DR. NOWLIS, PROVIDED THE PROGRAM WITH ITS ORIGINAL PHILOSOPHICAL AND METHODOLOGICAL ORIENTATION; AND JAMES SPILLANE, PROGRAM MANAGER OF THE ALCOHOL AND DRUG ABUSE EDUCATION PROGRAM, WHO COORDINATES THE SCHOOL TEAM PROGRAM WITH OTHER COMPONENTS OF ADAEP. HAROLD BURRIS, ADMINISTRATOR FOR UNIVERSITY GRANTS AND CONTRACTS AT THE UNIVERSITY OF NORTHERN IOWA, HAS BEEN A KEY NATIONAL MANAGEMENT CONSULTANT TO THE PROGRAM SINCE IT BEGAN AND IS THUS INDIRECTLY RESPONSIBLE FOR MANY OF THE IDEAS AND PRACTICES DESCRIBED IN THIS PUBLICATION. DR. BAILEY JACKSON, EXECUTIVE DIRECTOR OF THE NATIONAL DATA BASE AND PROGRAM SUPPORT PROJECT, HAS BEEN A KEY RESOURCE IN THE APPLICATION OF PRINCIPLES OF ORGANIZATIONAL DEVELOPMENT TO THE SCHOOL TEAM APPROACH.

EACH CENTER PROVIDED THE AUTHORS AND THE NATIONAL OFFICE 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 CENTER DIRECTORS IN PARTICULAR WERE MOST HELPFUL IN PROVIDING THE AUTHORS WITH THE QUANTITY OF INFORMATION THAT WAS NEEDED. MOREOVER, IN THEIR DEDICATION TO THE PROGRAM AND THEIR WORK, THEY HAVE CONTRIBUTED MUCH MORE THAN INFORMATION: OFTEN THEY HAVE BEEN THE SOURCE OF IDEAS AND RESOURCES THAT HAVE HELPED TO MAINTAIN A PROCESS OF CONTINUAL REGENERATION AND GROWTH THROUGHOUT THE PROGRAM'S NATIONAL SYSTEM. THE DIRECTORS OF THE TRAINING CENTERS ARE: 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...AND V.C. LEAGUE, WESTERN REGION CENTER, OAKLAND, CALIFORNIA.

chapter one An Overview..the National System

Although the School Team Program is the antithesis of a panic reaction to an urgent social problem, paradoxically the program benefited in its earliest years, from the fear and general alarm that surrounded youthful drug use in the late 1960's and early 1970's. When it was first created, the program was only one component of a much larger program that, even some of its original supporters now admit, was conceived at a time when the nation was in an atmosphere of crisis that required drastic responses.

The larger program began in March 1970, when President Nixon directed the U.S. Office of Education 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 the National Action 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).

A New Plan

When the availability of funds for ADAEP demonstration projects was first announced, applications totaling $75 million were received for $2 million worth of grants. "It became clear," recalls staff member Myles Doherty, "that the demand for resources was vastly greater than the resources we had."

Other lessons emerged from the training programs conducted under ADAEP's auspices. As ADAEP director Helen Nowlis explains it, "Training without any follow-up was not enough. We had completed several intensive, one-shot training programs. Then we sent people back to their schools and communities to develop local programs, and too often nothing happened." A 1974 program description prepared by the ADAEP staff aptly summarized the experience of the program's ambitious first two years. It had become clear, the report stated:

> "that the nature and extent of drug use and/or abuse varied from community to community, and socio-cultural group to socio-cultural group. Each community must respond in terms of its own problem and its own human, cultural, and financial resources. Communities needed help in defining their problems, assessing their resources, and choosing appropriate strategies and tools to address their carefully defined problems. They needed the skills to act in their own behalf. It was also becoming evident that successful programs or projects depend more on the commitment, involvement, and participation on the part of the community than on the amount of money available."

This awareness led to the formulation of a number of premises that have become pivotal to the School Team Program:

1. A self-renewing school system is one most capable of meeting the learning needs of students. A self-renewing school system has a capacity for adaptation and change, for growing and developing, rather than regularly conforming to procedures and rules; this school would also problem solve complex demands efficiently and effectively, ultimately preventing crisis situations.

2. The organizational approach to school change will result in the greatest gain.

3. Planned change has the highest probability of being effective change.

4. Training a team to implement change is more effective than training individuals, since even highly motivated individuals working on their own have difficulty influencing other schools and communities. The creation of programs in local communities must reflect an ongoing team effort.

5. An isolated training session, no matter how inspiring, is not sufficient in preparing teams to develop successful programs. Instead, training and program development must be a continuing process, beginning with pre-training preparation that leads to an intensive period of residential training, followed up by a minimum of one year of on-site support in the form of further training or consultation.

6. The coordination between the school and the community is important when considering change.

7. Teams should be interdisciplinary, including school administrators, teachers, counselors, and community leaders that deal with youth if possible.

8. A team composed of persons working within the school system has a higher probability of succeeding than an outside agent.

9. School and community personnel must define their own problems and use their local resources to solve them for long-lasting change.

10. Students, whenever possible, should be involved at all levels of change.

Basic Components of the National System

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 schools 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. Hardship expenses for individual team members--expenses which, if not reimbursed, would prevent a team from participating, such as babysitting expenses.

4. 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 two weeks. 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 at least one year 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 conferences, during which the majority of the staff members of each center meet to discuss new ideas and program directions. These conferences 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 unaffilitated community member, and a student.

"The approach is viable for alcohol and drug abuse as well as crime and violence," observes Program Manager Myles Doherty. "In fact, some of our teams have adapted themselves to problems such as desegregation and implementation of Title IX of the Civil Rights Act. 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 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: the program staff; the many consultants who have interacted with the national system, providing new ideas and direction to the program over a period of years; and the team members who go through training.

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

FIGURE 1

YEAR		BUDGET	PROGRAM NAME
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 78	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

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 which 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 region 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. He was so used to standing up in the front of the room and lecturing at students that he's still not comfortable with letting them take a large measure of responsibility for their own learning and discipline."

This kind of positive change is typical of team members and new programs shaped by the regional centers' training cycles. Indeed, creative, constructive change is at the very heart of the School Team Program. The program produces changes 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 developmental 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 return to their district after training would have much greater leverage to get things done both in their individual schools and throughout the district.

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 change in the school climate 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 to be a vehicle initially to bring about change in individual schools but ultimately to be a resource to the superintendent in bringing about district-wide changes.

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 experience 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 change throughout a school system that cluster training has become the pattern for the program.

Teams In Action

How successful are the teams in meeting the goals of the School Team Program -- and in creating constructive change? In 1975 the Office of Education funded an extensive evaluation study to determine the effectiveness of teams trained during that fiscal year. According to the final evaluation report:

...the training received by teams at the Regional Training Centers was highly effective in giving them the skills to set up local drug abuse prevention programs. School administrators had a high level of commitment to the general goals and aims of the school teams and wanted team-initiated activities to be expanded. One year after training (in January 1976) approximately 86 percent of teams could be designated as effective; that is, the original team continued to work together (46 percent of cases), activities were being carried out by one or two key members (18 percent), or activities were still ongoing which could be directly traced to the work of the original team (22 percent). (2)

Ideally, teams continue to meet and develop new programs long after training, creating a "ripple effect" of lasting change in their schools and communities. One indication of how successful teams have been at this is the $3,670,000 in additional funding raised by teams locally and regionally during 1977-78, 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.

Brooklyn, New York

Junior High School #263 is one of the schools in the Brooklyn Community School District #23 cluster that was trained at the Northeast Regional Training Center in December 1978. The school is located in Brownsville, a low socio-economic area that has been declared a Federal poverty area. The school is surrounded by blocks and blocks of devastation -- empty lots, burned out and vacant buildings. Support services to the school have been drastically reduced since 1960. There has been substantial teacher turnover; vandalism, assaults, thefts, alcohol and drug abuse were everyday occurrences. School security was a paramount concern of the staff. Parental support and involvement were minimal. Both teacher and student morale were extremely low.

After training, the staff of the Training Center organized and ran a staff development workshop at the school. Using problem-solving techniques the group prioritized a list of 40 problem areas into the following five: 1) lack of parental involvement; (2) lack of procedures for handling disruptive students; (3) lack of security; (4) lack of classroom management; (5) lack of school spirit. At a second workshop a month later five task groups were organized to deal with causes and solutions for these problems. Teacher involvement in these task groups has been almost 100 percent.

After a year the team in the school can report the following positive developments:

- A team member has formed small groups of students for crisis intervention and has trained four other teachers in counselling techniques.

- The team organized a weekend retreat for school personnel and parents to improve communication and trust between the two groups. The retreat was facilitated by staff from the Training Center.

- The team has initiated a "Good Guy Lottery" for students who have exhibited exceptional improvement in behavior, attitude, and academic performance. Names of eligible students are placed in a monthly lottery and winners receive prizes and recognition.

- There has been a significant increase in after school activities particularly in sports. These have included faculty-student games.

- Faculty conferences are now conducted as open forums and are not dominated by the administration.

- The staff of the school now hold a weekly luncheon to which all contribute prepared foods. Lunch tables, once separated for individual seating, are now joined together as one table for all staff members.

- Both teachers and students have the opportunity to vent their feelings, both positive and negative, and their frustrations on "feedback sheets" (for the teachers) and in diaries (for the students).

- There has been noticeably expanded utilization of the Parent Room by teachers, family workers, and parents for discussion of problems or just coffee and conversation.

- Teachers have volunteered time and energy for extra activities, e.g., the school yearbook, photography, hall and door patrols, faculty-student games, and auditorium programs.

- There has been a marked improvement in faculty and student morale and attitudes. An end of term party was planned by the staff. The school had not had one in five years.

- There have been significant decreases in assaults, robberies, vandalism, pupil suspensions, and behavior referrals. Student daily attendance has increased.

- Security is no longer recognized as a major concern despite the fact that security guards have been reduced from four to two.

Nashville Tennessee

A cluster of four high schools in the Metropolitan Nashville public school system went to the Miami (Southeast region) Training Center for residential training in September 1977. Quickly the teams from the four schools realized that they had much in common. School problems that they wished to address included:

--Negative school climate;

--Lack of motivation among students;

--Disruptive student behavior, including the use and abuse of licit and illicit drugs;

--Rigidity and lack of administrative awareness in the school system generally and a reluctance to change.

As a result of pooling their perceptions of common problems, the members of the Nashville cluster decided to implement a variety of activities that would build toward the long-range goal of winning support for needed changes throughout the school system. The team members realized, however, that they would have to begin with small changes, especially considering that in many cases they did not have strong administrative support.

On returning from training the team in one school mobilized a student survey of conditions in the school's cafeteria. As a result many cafeteria policies were changed. Previously the cafeteria had been the source of many student complaints about the school.

The team at another school assessed student participation in extra-curricular activities and provided new activities that had not previously been offered at the school

Another team instituted a "buddy system" whereby students who had been identified as having problems and little success in school were given special attention and extra time by team members and other teachers cooperating in this effort. As a result, the teachers began to notice positive behavioral changes in many of the students who had been selected as "buddies."

All of the cluster schools developed new programs that involved parents in school affairs. The cluster promoted drug abuse prevention concepts through the PTAs in the four schools. And many schools implemented popular drug education classes using values clarification and decision-making techniques.

The Nashville cluster had made a sufficient impact in its first year of operation to win the support of the school district administration for developing a new team in a fifth high school during the following year.

The cluster now has the full support of the district superintendent and in its management plan for 1979-80 could point to a total of 15 school teams, in addition to the Rap House Treatment Center and a Community Group team in its network. The Community Group was formed in January of 1979 and includes interested parents, educators, representatives from social, civic, and service organizations, mental health workers, youth guidance personnel, and the Director of the Chamber of Commerce. They all came together around a common concern about the increase of alcohol and drug use among Nashville school age youth. With support from the cluster and the Southeast Regional Training Center they have become an active, multifaceted group within the community working with PTAs, parents, the Medical Auxiliary, the Junior League, the League of Women Voters, the League of Jewish Women, and other community organizations to develop an awareness of the alcohol and drug use problem and strategies for prevention. Every principal in the school system was involved in a mini-training session conducted by the Southeast Regional Center on the concept of school teams and the need for school climate assessment. An interesting outgrowth of this exposure to the process underlying the School Team Approach is that there is now in place in every school in the district a "pro" team, "pro" being short for problem. These teams are not necessarily oriented to alcohol and drug abuse problems but are and will be a resource to the principals in a variety of current and future problem areas. They can also be a resource for the cluster as it works towards the realization of its goal to spread constructive change throughout the Nashville school system.

Honolulu, Hawaii

Three high schools and an intermediate school constituted the Honolulu cluster. This cluster, trained at the Western Regional Training Center, was one of 36 clusters that were trained in 1977 under an interagency agreement with the Office of Juvenile Justice and Delinquency Prevention of the Law Enforcement Assistance Administration. It is the only cluster in the system that is administered by a State Department of Education (Hawaii).

At one of the cluster high schools students literally controlled the halls causing widespread incidents of personal violence. With faculty support and involvement, the team developed a logical but simple solution to the

problem. During the first and last few minutes of each class period a group of five teachers walked the halls in the school. "Not with the idea of busting the kids!" explains the principal, "but of getting kids to class and keeping the corridors clear. They go as a group to avoid one-on-one confrontations. And in any group of five, there's usually one teacher who knows the student by name, which tends to make a situation less threatening. The idea is that teachers control the campus. And it's working well."

Another team from a high school with a significant truancy problem held a workshop on interpersonal communication for the faculty. Though the workshop was held on a weekend and attendance was voluntary and unpaid, 71 out of 77 teachers participated. After the workshop teachers were reporting less frustration and an increase in sensitivity to the needs of students. Morale among students and teachers is now more positive and both report feeling better about their school. In the words of one teacher: "It used to be, year after year, that more and more felt worse and worse and smiled less and less about their situation. Times have changed to the extent that now people go about smiling and feeling good about their school. This is terribly important."

At this same school they have begun sending personal messages home to parents every three weeks -- particularly when they have something positive to report on a student. These "Happy Grams" have done much to build communication linkages between the school and the parents. As a result they have been able to bring the truancy problem under control by using parent volunteers to staff the attendance office. The volunteers make weekly calls to the parents of students with unexplained absences. Before this the school sent letters to the parents often several days after the unexplained cuts. Many of the letters never got to the parents. Now they are intervening early and the parents appreciate it.

The school team has also stimulated a variety of PTA activities. The largest attendance of parents ever was at a PTA meeting on the topic of how to survive even though you're the parent of an adolescent. The PTA also inaugurated a faculty big-brother and big-sister club offering troubled students the opportunity to talk with a faculty member about problems.

The two remaining schools in the cluster report similar accomplishments including student-to-student peer counseling programs.

Lafayette, Louisiana

A cluster of four high schools from Lafayette, Louisiana went to the San Antonio (Southwest Region) Training Center for residential training in March 1977. The major concern addressed in their action plans was student discipline.

On return to their district after training the team from the Carencro High School, under the leadership of the principal who was also team leader, designed and installed a new "Positive Discipline" approach to the handling of student disruptive behavior. The new program met with such success that it was subsequently extended to all the high schools in the district.

The Positive Discipline program is an alternative to traditional classroom management and student disciplinary procedures. Based on the premise that the student must be responsible for his or her own behavior, the program includes two components: inservice teacher training stressing transactional analysis and a teacher-student, one-to-one contract using the five-step model from Dr. William Glasser's "Reality Theory." As an alternative to suspension the team set up a Self-Discipline Center. This provides a means of removing the student from the regular classroom setting until he or she comes to terms with his or her disruptive behavior. It also makes it possible for the student to keep up with assignments and to receive special individualized guidance.

In the words of the principal the program has accomplished two important things: "It has put the initial responsibility for classroom discipline back where it belongs -- in the classroom and not in the principal's office; and it has provided a person (Self-Discipline Center teacher), a time, and a place to help a student find alternatives to present unacceptable behavior." Furthermore, in the perceptions of the Carencro faculty it has brought about a marked improvement in the campus atmosphere and in teachers' attitudes toward students and their teaching.

Another school in the Lafayette cluster found that the Positive Discipline approach worked even better in combination with another in-school program its members brought back from training. This is the T.A.L.K. program -- Teachers Available To Talk To Kids -- combining the rap session and group counseling wherein trained volunteer teachers meet with a group of students offering them time to discuss their concerns with fellow students and teachers. Reactions to the T.A.L.K. program have been very positive: "This was the best thing the school ever had and still is." "I think the teachers got as much out of it as the students." The school also reported significant decreases in drug and alcohol offenses and vandalism on campus.

Chicago, Illinois

When a cluster of teams from District 13, in the Chicago school district, went for training at the Chicago (Midwest region) Training Center in October 1977, the cluster schools faced serious problems. In addition to a high incidence of alcohol and drug use in the schools, the normal school routine was periodically disrupted by violent outbreaks in classrooms, hallways, and cafeterias. Moreover, the four cluster schools were all located in an eight-block area that served students from the Robert Taylor Homes, the largest public housing project in the United States, and thus an area of transciency, poverty and instability. According to cluster coordinator Luke Helm, most of the district's efforts to deal with the drug and alcohol problem in the schools prior to the October 1977 training cycle consisted of referrals to counselors on a crisis basis.

One of the main components of the cluster's action plans following training was to provide students in the four schools with meaningful alternatives to drug and alcohol use. Thus, the cluster teams quickly initiated peer counseling programs, music programs, and sports programs. Prior to the efforts of one of the teams there had been no organized basketball program for students at the team's school. Another team initiated a parent education program, and soon a group of neighborhood parents was meeting regularly to discuss positive, constructive ways of dealing with drug use and other problems among their children. A third team worked to coordinate a coalition of neighborhood youth service agencies.

According to cluster coordinator Helm, "This is one program where, when the Federal funds run out, motivation to continue prevention activities will be sustained -- because of the backup from the training center and because teachers, administrators, counselors, and parents are working together."

Case Study of the Cluster Process

Jim Kazen, the Director of the Southwest Regional Training Center and Bob Orr, his Training Director, provide a good insight into the developmental processes of successful clusters by reflecting on two programs operating in the Salt Lake City, Utah and in the Fort Worth, Texas school districts.

The cluster program enables the school system to handle its own problems by developing its own delivery system. According to Jim Kazen: "In every school district it looks different depending on the way the superintendent sees his role; but in every successful case it taps into the urban district power system. The power at the top makes a commitment to it. It generates enthusiasm and becomes a 'delivery system' that the district owns!"

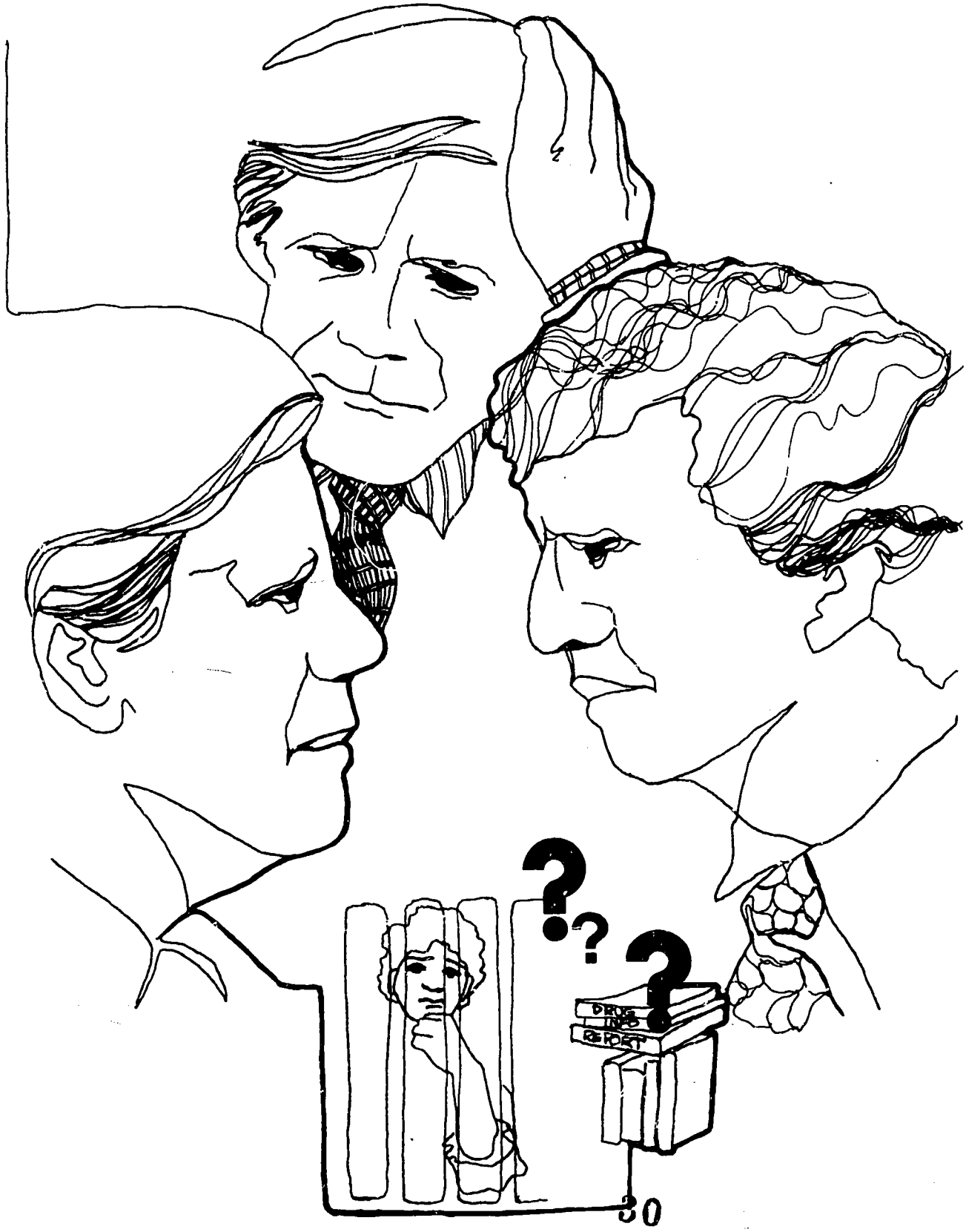
The first step in the process, of course, is the intensive ten days of residential training the four school teams that make up the cluster receive at the Training Center. Following training, the teams begin to carry out their action plans. Experience indicates that approximately one-half of the teams plan to conduct inservice training for teachers in their schools, most commonly in a retreat setting. The team from the O. D. Wyatt School in Fort Worth, for example, organized a weekend retreat for 40 of the 80 teachers. The retreat focused on problem identification, identification of resources, brainstorming in small groups around problem areas, and skill building.

Teachers and administrators then get excited about changeand change agents. As Bob Orr puts it: "Some teachers have more energy than they need for school and family. These persons will then want to attend more training sessions and acquire more sophisticated skills." The Training Center provides the training, again in a retreat setting, this time in a "Training of the Trainers" session, the goal of which is to teach district personnel to be trainers. They get "how to" skills in such areas as facilitating groups, planning, organizing, and conducting workshops. There will be further training

from the Center and eventually the district has developed its own cadre of trainers, skilled in delivering a variety of workshops. In Salt Lake City and in Fort Worth there are large enough groups of volunteer trainers with diverse skills to provide training for school retreats for the school district almost every weekend as well as inservice days on request. In both cities these core groups of trainers are now doing their own residential training and training other trainers without need of resources from the Training Center. They are now training new teams in junior high and elementary schools. Each trainer stays in contact with a new team and provides support as the team begins to implement its action plan. This core group of trainers in the district becomes the "critical mass" or the energy between schools, between facilitators, between school district administrators, and teachers.

The profiles in the preceding pages only begin to suggest the impact that the School Team Program has had on the hundreds of schools and communities that have sent teams for training at the regional training centers. As San Antonio Center Director James Kazen observes, "There are so many examples of the program's positive impact that they almost seem like fiction. Just recently I sent out a brief announcement inviting cluster coordinators to a training session to be held during the spring break. There were 50 openings, and I received 150 requests. These were people who were willing to volunteer their time during spring break. I think that's a powerful indication of what they're getting out of the program. In other Federally-funded training programs agencies have had to resort to mandatory participation. We don't need to do that."

"We've made some mistakes and we've learned a lot over the years," says Oakland Director V.C. League, who was formerly assistant director of the Chicago center, "but I believe that 90 percent of the people we train at our center will succeed. Our training gets more effective all the time. If this system can keep its funding for the next three or four years I think we'll see them, even in places that most people consider hopeless, like large urban school districts. There's no question in my mind that we do a very good job."


DRUG
INFO
&
FACT

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, President Kennedy'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." (3)

Thus, in the late 1960s 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. (4)

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. (5) 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.

An early advocate of new ways of dealing with the drug problem was Helen Nowlis. Dr. Nowlis had won a national reputation with her analysis of student drug use, Drugs on the College Campus, and, as a professor of psychology and dean of students at the University of Rochester, she had been active since the mid-1960s in the national debate about effective prevention approaches. After assuming the position of director of the Alcohol and Drug Abuse Education Program in the U.S. Office of Education in 1971, Dr. Nowlis played a central role in the development of basic premises that underlie the School Team Program.

The Psychosocial Model

The most important single concept that Dr. Nowlis contributed to the School Team Program was the idea of the psychosocial approach to substance abuse prevention. As defined in Dr. Nowlis' widely read Drugs Demystified, which was published by UNESCO Press in 1975, the psychosocial model is a significant contrast to the strictly informational approach.

> "Prevention programs based on the psychosocial model place major emphasis on use or non-use as human behavior, as complex, as variable, as socially and culturally determined. Information about drugs and how they interact with the human organism is not neglected... However, programs based on this model assume that information indiscriminately given and passively received has little chance of changing behavior although it may reinforce existing behavior; that information...will not influence behavior unless it is actively processed and related to the attitudes, values and style of life of an individual or group; that decisions to use or not to use are often impulsive rather than rational and are influenced more by social factors than by information. Information is thus one factor in discussions of values, of risk-taking behavior, of decision-making, of problem-solving. But information as prevention is only incidental to attention to the personal and social needs that drug use may serve and the basic problems of which destructive use may be one manifestation." (6)

The psychosocial model does not rule out the careful use of information as a way of preventing drug abuse. Its primary emphasis, however, is on the developmental needs of the individual. In essence, the psychosocial model views substance

abuse--and many other kinds of destructive behavior--as symptoms of deeper problems that prevention programs must address. Although social science research may never be able to establish actual causes of substance abuse, a great deal of reliable evidence exists that links substance abuse with a variety of correlates. These include:

--Low self-esteem;
--Other destructive behaviors such as truancy and vandalism;
--Family conflicts;
--Negative peer pressure;
--A sense of powerlessness;
--Poor interpersonal and social skills;
--Poor school performance (7)

The psychosocial model looks at factors like these and then attempts to deal with them by teaching responsible behavior, enhancing self-esteem and sense of purpose, and providing individuals with life-coping skills. According to Dr. Nowlis, because of its emphasis on individuals and their behavior, and on the role of social factors, "this model often recommends non-drug-specific responses to drug use which turn out to be equally applicable to other forms of destructive...behavior." (8)

Another important assumption of the psychosocial model is that drug abuse and other forms of destructive behavior meet one or more of an individual's basic human needs. A major goal of prevention programs, therefore, is to help individuals understand that these needs exist and that they can be satisified in healthy and constructive ways, i.e., that there are positive alternatives to destructive behavior.

An Emphasis on Prevention

From its inception the School Team Program has focused on the primary prevention of drug and alcohol abuse. In public health terminology, primary prevention is distinguished from secondary prevention (intervention) and tertiary prevention (treatment) in that it attempts to reinforce healthy, positive behavior patterns before unhealthy, negative patterns such as substance abuse develop. Substance abuse prevention programs include some form of early intervention as well; that is, they attempt to serve individuals who may already have developed relatively mild patterns of destructive behavior--periodic experimentation with drugs and alcohol, for example--before these patterns reach a point that requires intensive treatment. An example of primary prevention would be a program providing recreational alternatives to young people who have not yet begun to use drugs or alcohol on a regular basis. An early intervention program, on the other hand, might offer regular one-to-one counseling to people who are experiencing problems at home and school and who are also beginning to be involved in regular use of drugs or alcohol.

The White Paper on Drug Abuse defined primary prevention as "a constructive process designed to promote physical, mental, emotional and social growth to full human potential, while inhibiting or reducing impairment that may result from the use of natural and synthetic substances." (9) Clearly, this defini-

tion encompasses a broad range of activities and program modalities. A 1975 ADAEP summary specified particular kinds of activities that might be included in a prevention or early intervention effort according to the different factors that the program planners wished to address:

FACTORS	RESPONSE
Inability of youth and/or adults to communicate effectively.	Education in communication skills.
Feelings of powerlessness, a sense of not being in control of one's own life.	Education in problem-solving, decision-making skills.
Confusion in the face of rapidly changing world.	Reassessment and clarification of value systems.
Lack of challenge, of interest in life; boredom, ennui.	Alternative pursuits to open up new fields of interests, new perspectives.

The program has never attempted to prescribe specific solutions, however. Rather, it has offered, through residential training, examples of program models and prevention approaches and then encouraged teams to include in their action plans those approaches that they find most relevant to their particular problems and situations.

Contexts for Individual Growth

Since effective prevention programs encourage individuals to achieve their full human potential, and thus reach a point of self-fulfillment and self-awareness that will be incompatible with substance abuse, it follows that prevention efforts must begin very early in an individual's life--as early, in fact, as the critical preschool years during which feelings of self-worth and competency are shaped. It also follows, therefore, that the family is a critical context for effective prevention. Indeed, the family may be the most important factor. Yet, as Urie Bronfenbrenner, an internationally respected sociologist, has observed, self-defeating behavior patterns are often passed from generation to generation and are extremely difficult to correct. (10)

Substance abuse prevention programs frequently focus on improving family communication and resolving family conflicts, and many of the programs developed by teams trained in the School Team Program have had strong family and parent education components. The program recognizes, however, that the ability of a school-based team to influence families significantly is limited. Therefore, the major focus of ADAEP's prevention efforts is on teachers, classrooms, schools, and youth-serving institutions in the community.

Educating the Whole Child

In creating primary prevention approaches the School Team Program offers methods for achieving an educational goal that all schools honor in theory but few actually achieve: the education of the whole child. This lofty concept is written into the philosophical statement of virtually every board of education in the United States. It has become increasingly apparent, however, that schools are far from immune to the tendency of modern institutions to deal with individuals as if they were cogs in a huge, impersonal machine. Overcrowded and buffeted by social pressures that originate outside their walls, schools often react by attempting to ignore or suppress turmoil, conflict, and individual students' problems. Yet, in refusing to deal with these factors, schools indirectly proclaim that they are really concerned only with the education of part of the child--the intellectual, cognitive part that learns facts and academic skills. This denies the importance of the other part--the part that involves emotions, values, self-esteem, and interpersonal relationships.

Schools cannot actually turn their backs, of course, on what is commonly known as the "affective" (as contrasted with "cognitive") domain. Even when they attempt to avoid affective issues, schools may be teaching important hidden lessons. The teacher-dominated classroom that precludes lively discussion, for example, teaches not just the facts of the prepared lesson, but the implied lesson that students have no ideas worth expressing. The chaotic classroom in which the teacher functions as a shrill, but ineffective, disciplinarian often conveys the lesson that school is boring to students and painful, if not unhealthy, to teachers. The most important lesson taught by a teacher who sends all but minor discipline problems to the principal's office may well be that he or she is unable to solve basic problems of classroom management, however competent he or she may be at naming the 50 states or spelling "receipt."

Ideally, in order to educate the whole child, teachers will be adept at facilitating both cognitive and affective development in their students. Students will learn basic academic skills, an essential element in developing self-esteem, and they will also learn effective social and interpersonal skills. Moreover, the teacher will recognize that the quality of relationships among the students has an important effect on the quality of cognitive learning. Thus, in the context of School Team Program training, ideally the teacher will create a classroom atmosphere that is more responsive to all the students' needs'--both cognitive and affective.

Since the program avoids prescribing any particular teaching method or curricular approach, the training centers emphasize a wide variety of techniques that have been effective in improving teacher-student relationships and student learning. These include:

--Helping teachers to improve their own communication and listening skills, and those of their students, in order to promote a more open, responsive classroom atmosphere.

--Encouraging teachers to view themselves as facilitators of the learning process, rather than as mere providers of factual information--hence, encouraging experiential learning, yet at the same time recognizing that didactic instruction, e.g., the more traditional teacher-centered lecture method, may be appropriate and necessary at times.

--Developing methods for discussing and resolving school, classroom, and individual problems--for example, resolving conflicts over school and classroom rules or discussing topics such as drug use and adolescent development that are not part of the traditional curriculum.

--Advocating innovative approaches to classroom management and discipline such as the Glasser "Schools Without Failure" approach.

These are just a few of the ways in which the training centers focus on students' affective development and the improvement of school climate. More specific techniques are discussed in Chapter 3.

The School Team Program is hardly unique in advocating such approaches. An emphasis on the affective development of young people has been characteristic of many school-based substance abuse prevention programs since the early 1970's (and in some cases long before this), when widespread disillusionment with the purely informational approach began to leave teachers and administrators wondering what to do next. Identified most frequently as "affective education" or "humanistic education," this trend paralleled new developments in the field of drug abuse and mental health treatment. Many educators found in the late 1960s and early 1970s for example, that the ideas and methods of leading humanistic psychologists such as Carl Rogers, Abraham Maslow, and Fritz Perls could be applied with great effectiveness to improving schools. The humanistic psychologists placed a primary emphasis on the individual's feelings, on the "here and now" in human interaction, and on the use of groups as a context for problem-solving and conflict resolution. Although school-based prevention programs are far from being a form of group therapy or even sensitivity training, their frequent emphasis on students' feelings, attitudes, and values, as well as on group process, is borrowed directly from modalities that gained acceptance during the 1960's as ways of treating the drug problem.

Personal and Professional Growth for Educators

A particularly important premise underlying the school team approach is that in order to meet students' needs and function effectively in the classroom, teachers must be able to feel that their own needs--both personal and professional--are being met. From its inception the program has recognized that because schools are frequently overwhelmed by problems such as low student achievement, crowded classes, truancy, vandalism, violence, and drug and alcohol abuse, it may be difficult for teachers to achieve a real sense of personal job satisfaction.

"Personal satisfaction is critically important," says Southwest region center director James Kazen. "We approach this in two ways. First, we emphasize the importance of satisfaction outside one's job. We try to encourage people to look for things that will add meaning to their lives so that they can approach their jobs feeling fulfilled rather than cheated. Second, we try to get people to look at their jobs in a new way. School professionals often come to the center completely turned off to their jobs. A great many of the people in public education see themselves as being trapped. In training we deal with these issues. Often people leave training with totally different ideas about their jobs. Some of them quit teaching. Others become master teachers."

Organization Development

The program's planners recognized from the initial conceptualization of the school team approach that individuals working in isolation--for example, teachers attempting to effect positive changes in their own classrooms--may feel increasingly frustrated and discouraged, particularly in settings such as schools, where creative change is rarely encouraged or rewarded. In order to counteract this "loneliness" factor, the program's planners conceived of the school team as being a support mechanism for broadbased change. At its most effective, this approach can have an impact on entire schools, and with the cluster model, on school districts. The techniques of organization development have been particularly helpful in facilitating this kind of change.

The School Team Program incorporates a structural approach to changing schools. This means that a positive change at many different levels of the school and community is necessary. Change can be directed at three levels: (1) the individual--his or her attitudes and values, (2) a group and the process occurring within that group, and (3) the social structure which affects all three levels. The School Team Program addresses the total system.

Consistently, much of the latest research on the causes of disruptive behavior is finding that the organization of schools, unintentionally but systematically, appears to contribute to troublesome behavior. One recent federally-sponsored study, for example, states: "Schools have contributed to learning and to patterns of approved and admired behavior but schools have also contributed demonstrably to failures in learning, unsocial behavior, and even illegal behavior." (11)

The Safe School Study Report to the Congress, (December 1977) designed to determine the frequency and seriousness of crime and disruptive behavior in elementary and secondary schools in the United States, emphasized that the principal's role was key to reducing violence: "A firm, fair and consistent system for running a school seems to be a key factor in reducing violence. When rules are known, and where they are firmly and fairly enforced, less violence occurs. Good coordination between the faculty and administration also promotes a better school atmosphere." (12)

Over the last 10 years, it has been the experience of ADAEP managers that schools with serious problems such as high absenteeism, high failure rates, high dropout rates, violence and vandalism, high disciplinary referral rates, high suspension

rates, and a high rate of alcohol and drug use and abuse also are the schools in which the teachers and students are most likely to complain of school management problems. Examples of such school management problems are:

1. School is out of touch with the community.

2. Rules and regulations that are unfair, inconsistent and not understood.

3. Little or no parent involvement.

4. Students are alienated from teachers and administrators.

5. Teachers and counselors are apathetic and alienated from the administration.

6. Conflicts are unresolved by school producing frustration and anger.

7. Curriculum is unresponsive to perceived student needs.

8. No counseling services for students in crisis situations.

9. Teachers feel harrassed by community, parents and Federal regulations.

10. Teacher and student morale is bad.

11. Unawareness of learning disabilities.

12. The school is designed in such a way that it, by its very nature must produce a certain percentage of failures, i.e., through testing programs, grading system, grouping and ranking practices, tracking.

The School Team Approach offers the principal and the faculty in their school the opportunity to achieve and maintain the following positive goals:

1. Schools should offer students more alternative programs giving each student an opportunity to feel successful and experience success in at least one area.

2. Schools should develop a participatory problem-solving process which includes teachers, staff, and administrators.

3. Schools should develop human relations programs (peer counseling, individual and group counseling) to provide support and assistance to students when needed.

4. School experiences should develop a positive change in student and faculty attitudes toward the school allowing everyone to feel the environment as a pleasant one which makes them feel productive and useful.

5. Schools should provide administration and community support for teacher's activities in the classroom.

6. Schools should adopt responsive disciplinary rules, that everyone knows and understands.

7. Schools should have a fair, consistent leadership, allowing teachers and staff to function in a stable and positive environment.

8. Schools should avoid labeling students and putting students in special groupings.

9. Schools should encourage and design structures to facilitate parental involvement in the schools.

10. Schools should offer programs which will allow for more experiential learning opportunities for students.

If a school can reach these goals, it will then be a healthy organization, able to cope with the many daily demands which it faces. How the school responds to the needs of faculty, administration and students and how efficiently it responds, directly influences the learning process taking place in the classroom and throughout the school. The organizational approach offers a way to prevent disruptive behavior and to enhance learning in a school. With it comes an increase of satisfaction and morale on the part of students and staff and improved relations with parents and the community.

The Concept of the Change Agent

As the School Team Program has developed and matured, an emphasis on organization 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 change agents.

Change agents may play a variety of roles in their organizations or schools. Essentially, they function as either facilitators of the overall process of change or as providers of knowledge and resources. In facilitating change processes, for example, change agents may assist in improving interpersonal and intergroup relationships, defining and assessing needs, solving problems, and evaluating the results of actions taken. As "resource linkers," change agents 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 change agents. The training of clusters expands the change agent network from an individual school to the wider context of several different schools or an entire school district.

Often school professionals are wary of discussions of change and reform for valid reasons. During the 1960s disenchantment with public education led to a wide variety of expensive, scattershot reforms that tended to create more problems than they solved. By and large these changes were introduced:

--Sporadically, rather than continuously;

--By outside pressures, rather than...from within the system itself;

--For expediency, rather than as an expression of conviction or planning;

--One here, one there, rather than in a cumulative and integrated design;

--Much later than desirable--lagging, rather than leading;

--To bring kudos to certain ambitious individuals rather than to do the job better.

One of the primary goals of the School Team Program is to provide an alternative to this kind of haphazard and unproductive change. The alternative that the program provides is a systematic process--a process that equips school personnel with the skills they will need in order to develop effective programs that satisfy the needs of students, teachers, and the larger school-community.

chapter three Residential Training

Residential training is the engine of the School Team Program. It is the mechanism that builds impetus for personal change in team members, organizational changes in schools and communities, and new programs that may continue for years after the completion of a training cycle. Residential training is also two weeks of novelty and excitement for trainers and trainees alike. Frequently it can be a powerful emotional experience in which trainees have a unique opportunity to "know themselves." It is the beginning and the inspiration for the hard work of planning and program implementation that will take place "back home."

No two residential training cycles, even in the same center, are identical. To some extent each cycle is affected by the nature of the group of trainees, the training center staff, and the visiting conusltant trainers. Each cycle has its subtle chemistries that can produce disciplined hours of hard work leading to new breakthroughs in programming, on the one hand, and, on the other, conversations lasting late into the night among people who want to share ideas and new friendships.

A training cycle is an event, a bit of a happening. Spontaneity and venturesome thinking are encouraged. Within certain limits, plans can be changed. Although none of the regional training centers in the USOE system operates in exactly the same way as any other, the following description of a training cycle, a composite of many that have actually taken place in the OE centers, illustrates common elements of training that all of the centers share.

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

psychosocial model of preventing 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.

In order to avoid any subsequent misunderstanding, the instructions for applicants stress the approach to prevention that teams will be expected to take. For example, the instructions for the 1980 school year emphasized the following individual behaviors and attitudes as possible evidence of effective prevention or early intervention programming:

--Decrease of alcohol and drug abuse in the school;

--Increased positive self-worth;

--Development of a sense of accomplishment;

--Improvement/development of skills for relating to peers;

--Improvement/development of attitudes and skills for relating to adults;

--Development of a sense of influence over one's own life;

--Development of a workable value system;

--Improvement/development of skills in decision-making;

--Awareness of reality and its consequences.

Further evidence of school team effectiveness, according to the instructions, could include:

--Reduced truancy;

--Reduced discipline problems;

--Improved grades;

--Reduced dropouts;

--Increased interest in long-term educational goals;

--Improved social services that relate to the needs of the individual in the community;

--Less overlap and conflict among social service agencies;

--A better working relationship among schools and other agencies;

--A redefinition of the drug problem so that the complex nature of personal and social causes is translated into appropriate responses, i.e., drug laws more in balance with the offenses;

--More schools and families working closer together, i.e., communication workshops which involve parents, students, and teachers.

Also described were 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 was 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 were essentially the same ones that the program planners first announced six years earlier:

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 which could include activities such as peer group and individual drug and alcohol counseling;

6. Interdisciplinary team building and working together as a cohesive entity;

7. Skills to facilitate open dialogue between youth and educational personnel concerning values and attitudes as they relate to drug and alcohol use;

8. A basic set of skills in experiential problem-solving processes, including self-evaluation in order to monitor performance.

The objectives for the OJJDP program in 1977-78 were similar to those for the ADAEP, except that the former emphasized school crime and disruptive behavior instead of alcohol and drug abuse.

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, although at the time they may not be aware of the potentially profound effect this experience may have on them.

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 10-12 days. Often the training center is hundreds or even thousands of miles from the trainees' home communities; thus, the trainees may be required to take a literal journey, as well as a figurative one, to the training center. In some cases the location of the training center underscores the trainees' sense of being removed from the everyday settings of normal life and work. The San Antonio center conducts mostof its training at a lodge in Vail, Colorado; the Oakland center uses a cloister-like dormitory on the leafy campus of Mills College, far from the bustle of downtown. The Chicago center, on the other hand, rents space in an hotel in the heart of the Loop--"We believe that trainees need time off," says center director Mickey Finn. "Part of the reason they're here is to enjoy themselves. They're entitled to that, and we encourage it. We get more from them during training if they have other opportunities outside of training while they're here."

Although the hours of training vary from one center to another--some centers schedule activities from 9:00 a.m. to 9:00 and even 11:00 p.m., others from 9:00 a.m. to 5:00 p.m.--the experience of residential training is always intense. Often it is more intense and involving than anything the trainees

have experienced before in their lives. Not only do the trainees spend the better part of 12 days discussing issues of profound 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. The trainees eat together, work together, and occasionally play and party together. For many, it is the first time they have said more than a few words to the colleagues with whom they have suddenly become teammates and friends. "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 intimate way."

To a great extent the centers enhance the sense of community even further through the use of trust-building exercises and structured activities. The centers often begin training, for example, with a series of non-verbal exercises. One of these requires the participants to write their names on a small card and fill in responses to categories such as "greatest achievement," "greatest failure," and "a person who has influenced me." The participants are then asked to move around the room and silently read each others' cards. The impact of this nonverbal experience is twofold: it stimulates the participants' own self-awareness, and it introduces the trainees to each other in a way that provokes insight and understanding.

Many of the centers begin or end each day with a "community meeting" that further heightens the tone of straightforward communication. During these meetings the participants are encouraged to share their thoughts, feelings, and experiences--and to air their gripes. Over time the sense of community and closeness builds and intensifies. Friendships crystallize. Individuals begin to consider important issues relating to their life and work. Frequently trainees become closelyacquainted with people from another ethnic or racial group for the first time in their lives.

At some point--usually early in the training cycle--each team begins a series of team meetings facilitated by a member of the center staff. These meetings are the focus of two of the most important functions of training: team building and action planning. Team building may be facilitated by specific exercises and activities. One popular activity, for example, requires the team to determine its priorities in planning its recovery from a simulated disaster. Another asks the team members to put together a complex model airplane without communicating verbally. The facilitator observes the interaction of the team members closely during exercises like these; then, after the exercise is completed, the entire group, with the facilitator's help, "processes" the activity, i.e., comments on significant elements of the group process and interaction that occurred. Team building continues when the team focuses on its own action plan; here, however, the team engages in a real task, not a simulated activity.

As the days pass at the training center, the participants begin to recognize that the training staff has particular ways of reacting to and describing things that happen in the large and small groups. "Sally, I'm not sure that you understood what Dave just said to you," a team facilitator may say, interrupting a planning meeting to offer a "process" observation. "Could you tell Dave what you think you heard him say?" Earlier the facilitator--or the

leader of a session on building communication skills--probably pointed out that this technique, known as "reflective listening," can be helpful in improving communication within the group and between individuals. During team building the facilitator "models" the skill and encourages the trainees to be aware of it and use it themselves.

Perhaps one of the most important aspects of role modeling is that in residential training school personnel can begin to acquire skills and techniques that can create real changes 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 any more. They're also finding that students are becoming much more committed to completing class work 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 by brainstorming activities, prioritizing brain-stormed items, and keeping a "group memory" of ideas they have discussed by taping the sheets of newsprint to the walls of their meeting rooms. 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:

--Problem-solving skills;

--Communication skills;

--Program development skills such as planning, community organization, fundraising, and effective management;

--Skills in observing and facilitating group process and interpersonal interaction.

Presentations of new ideas may include:

--Program models such as peer counseling, parent effectiveness 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 and conflict resolution;

--Suggestions for locating resources in order to provide alternative activities;

--An awareness of strategies for organization development and systems change.

The order in which these components of training are presented will vary, of course, from one center to another. One center may begin by emphasizing self-awareness, for example. Another may initiate training with an indepth introduction to effective management skills. And another may offer a smorgasbord of activities from which the participants may choose what interests them most.

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. Over the years certain centers have developed training specialities. The Chicago center, for example, concentrates heavily on fundraising and management skills, as well as on peer counseling models. The San Antonio center provides training cycles for entire families of team members who had attended earlier training. The Sayville center created a process for heightening the trainees' sensitivity to the origins of discrimination relating to race, sex, and age. The Oakland center puts their emphasis on administrative leadership development along with techniques for developing alternative curriculums. The Miami center stresses the development of perspective in the prevention field and also concentrates on the importance of the planning process. Yet, as Miami center director, Beth Malray observes, "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 change. (NOTE: A complete action plan may be found in the Appendix.)

--Direct experience in the acquisition of new skills fostered by the "laboratory model". The training centers encourage trainees to try out new skills in the relatively safe, isolated environment of 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 problem-solving and communication skills; they use these skills themselves during training. As a result of two weeks of intense interaction with the center staff, the trainees have an opportunity to learn new ways of relating to and communicating with other people, new ways of overcoming obstacles in their work and their personal lives, and often new ways of fulfilling themselves.

--A balance of skill development and personal growth. Although many of the training centers use techniques borrowed from the human potential movement, and indeed some of the centers have at time emphasized self-awareness considerably more than skill development, increasingly the training provided by all the ADAEP centers has attained a balance between personal growth and skill development. Even when specific personal growth activities are not highlighted during training, the experience of training and the process of team building can have a strong impact on an individual's sense of self and professional orientation.

Reentry

The experience of nearly two weeks of residential training can be so intensive and exciting that, as one center staff member observes, "If we didn't prepare the trainees at the end of the cycle to re-enter their home environments, it would be like a locomotive going a hundred and eighty miles an hour into a brick wall." The comparison is apt, since in many cases trainees are eager to go back to their schools and transform then into replicas of the open, sharing, problem-solving community that they have just experienced.

"I think especially for people who come to training from the Southern States," observes Miami center director Beth Malray, "this is possibly the first time many of them have been the important element and a whole experience has been structured to meet their personal and professional needs. A lot of our people leave the center ready to go home and straighten out their lives--and the world--overnight. We have to remind them to go slowly. Here they're in a controlled environment for twelve or thirteen days. They get away from home mentally and emotionally, and it can be almost like culture shock when they go back."

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 Myles Doherty, Program Manager.

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 USOE Program Manager 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 within the School Team Program is illustrated by modifications in the terminology used to describe onsite support initiated during the 1978 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 1978 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 also understands process and can adapt to the context or the situation. The variables such as process, content and context are important.
>
> 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

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, organization 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 Program Manager 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 then 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 anlaysis 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--could 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." As an example, League recalls one team that kept requesting onsite training in values clarification. The center staff visited the team several times to satisfy the request. "After the fourth visit they said that the same group of teachers that had been trained in values clarification were still having problems with it," recalls League, "so on the next visit we sat down to discuss why they were having trouble, and it became clear that the real problem was classroom management. They knew values clarification, but they didn't know how to implement the concepts in the classroom." Onsite support in this case began as onsite training, but inevitably took the form of problem-solving technical assistance.

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 and/or skills needed are described;
5. A tentative format, schedule, and budget are outlined;
6. A suggested feedback 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 and/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. Feedback 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. Often when 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--they're more interested in locating gurus. 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 a change agent 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, problem-solving, program planning.

3. Development of linkages, e.g., resource identification and assistance with local school district, community, State, and regional linkages.

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.

Examples of Onsite Support

Specific examples of onsite support are as varied as the teams and their unique schools and communities. Even within the categories of field training and problem-solving technical assistance, many different kinds of onsite support may be delivered. Training activities may involve development of new skills and knowledge, planning techniques, and data collection and evaluation methods, for example. Problem-solving activities may range from team building to resource identification to network building. At times training and problem-solving may be combined in a single onsite support visit. Some of this variety is suggested by the following examples of onsite support that various centers have provided.

Willow Run (Michigan) Public Schools

The primary program activity of this team was the development of a student services center within the high school. Initially the team needed assistance in recruiting, selecting, and training the staff and students who would be involved in the project, including peer listener training for the students. Onsite, the center staff trained the team in methods of volunteer recruitment and skills involved in planning training programs. The staff also helped the team to identify resources for conducting peer training. As a result of this onsite support, the teachers involved in the project eventually took on the responsibility for the training themselves. Thereafter, the team was able to function much more independently--a primary goal of the center's approach to onsite support.

Sierra Vista, Arizona

The center received a written request from the team coordinator for "someone to come and evaluate, revamp, and rejuvenate the program." The main activity in the team's action plan was to implement an IALAC ("I am Lovable and Capable") program in the school and community, but, according to the request, the school component was doing poorly.

On arrival and after a briefing by the team coordinator, the consultant interviewed several people, including the school superintendent, the vice principal, the school nurse, the school security officer, a psychology teacher, a shop teacher, and the student president of the IALAC program. The consultant also visited two IALAC classes and made presentations to interested faculty on conflict resolution.

At the end of the day the consultant and the team coordinator met for a private conference. The consultant said that, according to the feedback he had gathered, the numerous IALAC projects in the school and community were being well received. Everyone he interviewed said they were needed. The real problem, however, seemed to be with the organization of the program. Although the team leader had excellent leadership skills, the consultant pointed out that she had difficulty delegating responsibility to others. He suggested that she invite others to participate with her and not for her, as she had been doing. The team coordinator acknowledged that she had suspected this problem, but had not

been able to define it so clearly.

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.

Administrators University

A good example of field training provided by a Training Center is the Memphis, Tennessee cluster administrators 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; conflict resolution skills; techniques for stress management; exploring decision-making styles; developing and maintaining a positive school climate.

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 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 problem-solving of similar issues on a regional basis.

e. It provides for an exchange of program information and resources throughout the region.

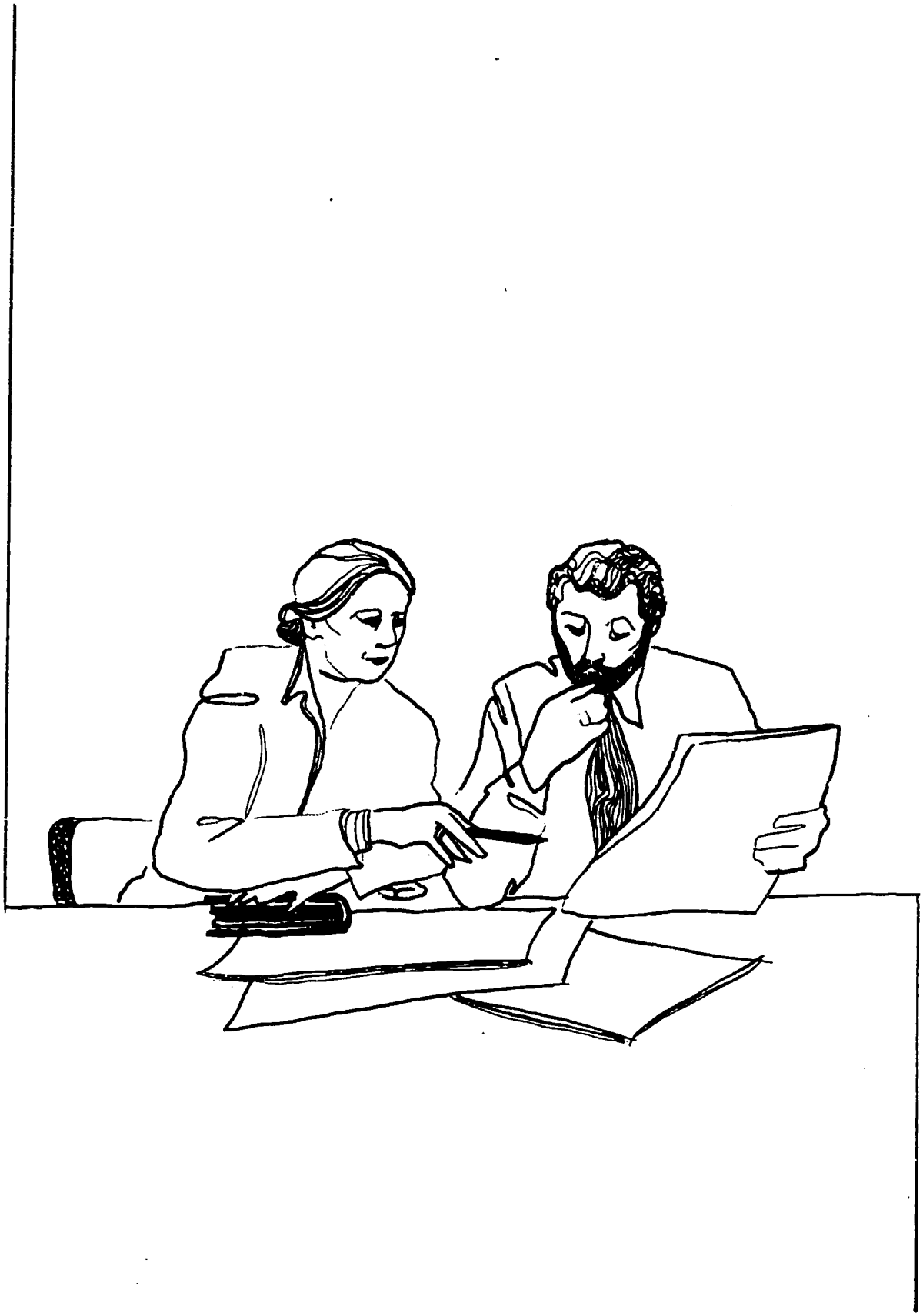
f. It provides an opportunity for clusters to work out with Training Center staff their technical assistance and field training needs in the months ahead.

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 1977 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 10-day residential training sessions are only the beginning of a commitment that the team has made to have an impact on its school or community. In that 10 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 feedback 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 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."



chapter five

Managing the National System

"From the beginning," says Program Manager, 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'." Adds ADAEP Director, Helen Nowlis, "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 conferences. Attended by the majority of each center's staff, these conferences are a principal forum for the exchange of ideas and methods and the introduction of new programmatic directions to the entire system. Program development conferences 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 conferences 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 conferences, 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 Conferences

The first major activity of the School Team Program was a ten-day program development conference held in a retreat setting near Monterey, California, in May 1972. Similar conferences 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 conference 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; open, direct communication and expression of personal feelings and views was encouraged; and the training staff modeled a variety of skills such as group facilitation and process observation. According to USOE Program Manager Myles Doherty, this conference was so intensive and productive that "in a period of ten days we built 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 facilitate the program development conferences for several years. Beginning in 1977 the conferences were facilitated by a faculty member at the University of Massachusetts. Throughout, the conferences 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 conference in the spring of 1976 focused intensively on juvenile crime and delinquency prevention in anticipation of the forthcoming LEAA pilot project;

--To facilitate meetings of special interest groups within each center (see below);

--To provide exposure to innovative practices and techniques in the prevention field generally;

--To create a sense of national community within the program similar to the sense of community that results from residential training at the centers;

--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 conferences 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 facilitate communication so that we can change direction very quickly when it's necessary." The conferences are always enhanced, Doherty points out, by being held in attractive settings--for example, Santa Barbara, Vail, Virginia Beach, and San Diego--where, usually off season, the program has been able to obtain low per diem rates.

Center Directors Meetings

The quarterly center directors meetings accomplish many of the same objectives of the program development conferences, i.e., general sharing of information, but they allow for a more intensive review of activities and new programmatic thrusts. Moreover, while the program development conferences stimulate the development of skills and concepts, 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 feedback from the program's data base;

--Proposed changes in center training and onsite support or other aspects of the national program;

--Problem-solving 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 feedback on the proposal and decided to go ahead with the program only when the center directors had agreed that they wanted to participate.

Program Manager 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 center directors 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 with problem-solving. 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 facilitate 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 problem solving 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. A group concerned with minority issues, for example, has met regularly at the program development conferences. A similar group formed around women's issues. Periodically the information facilitators from each center also meet at program development conferences; 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 power and 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 above 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 relationship with the centers. Instead, we make it clear that we're here to help them."

"I think we've had terrific leadership from USOE" 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 USOE 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 USOE leadership has always been available and willing to help us find solutions."

Evaluation

The planners of the School Team Program were aware from the very beginning that enthusiasm for the program, however widespread, would not be sufficient to demonstrate its positive impact on schools and communities throughout the country. Therefore, several different kinds of assessment and evaluation have been, and continue to be, an integral part of the program's operations. Evaluation and assessment take place at several different levels of the national system:

--The training centers provide information to the national office regarding budget matters, staff employment, numbers and names of teams trained, numbers of days of onsite support, and other aspects of center management and team training. This information, which is compiled systematically by both the national office and the National Data Base, is periodically summarized and shared with the center staff during directors meetings, site visits, and program development conferences.

--Within centers, assessment of the effects of training and onsite support activities is conducted continually. Virtually all of the centers' services are assessed through regular use of evaluation and feedback forms.

--Through onsite support and regular follow-up after each training cycle, the centers monitor and assess the progress of teams in implementing their action plans, and thus in meeting the behavioral goals addressed during training.

-- The center directors meetings and the national program staff site visits offer further opportunities for feed-back and program modification.

All of these various activities constitute forms of process evaluation, an important aspect of assessing the ongoing activities of the national system that can assist the program's managers in making modifications and improvements. In addition to these ongoing forms of process evaluation, the program has contracted with outside evaluation firms for systematic national assessments that are beyond the capability of the center staff members.

The first of these evaluations was conducted in 1973 by E. H. White and Company. This survey covered 900 community teams trained during the first year of the program. The evaluation concluded that:

> ...Respondents felt that training provided experiences that had a positive effect on their personal lives (90%), on the way they worked with others on the job (92%), and on their participation in community life (85%). Seventy-eight percent of respondents...reported that the prevention activities initiated by their teams or individual team members are continuing to have effect a year after training. Seventy-one percent of respondents...felt that onsite support provided by training centers solved problems or helped teams carry out their work.

The E. H. White study also found that 34 percent of the teams secured over $5 million in funds or inkind contributions from public or private sources to support their activities.

A second nationwide evaluation study of the School Team Program was completed by the American Institutes for Research in 1976. The study, quoted earlier in this report, concluded that 86 percent of the teams trained in the program could be designated as effective one year after training.

The Need for Impact Data

Every evaluation of the School Team Program to date has demonstrated that the program stimulates a variety of activities in the schools and communities in which it operates; that participants in the program's training find the training to be of great value, both personally and professionally; and that the program has had a substantial impact, in terms of numbers of professionals trained and additional resources raised, in schools and communities throughout the country. An important variable that has not been accurately assessed on a national basis, however, is the program's impact on individual students--the ultimate target of the program's efforts.

Impact evaluation poses a substantial challenge to the entire social service field, particularly when attempts are made to measure changes in attitudes and behavior in such sensitive areas as drug and alcohol abuse, crime, and other forms of destructive behavior. When the American Institutes for Research proposed collecting information about student drug use, this part of the study was precluded by the Office of Management and Budget, which would not grant permission for the use of questionnaires requesting information from students about their use of drugs and alcohol.

Fortunately, a far-reaching, systematic study of the program's impact on students and classrooms is currently in progress. This study, being conducted by the California-based Social Action Research Center, has been

funded by LEAA as part of the School Team Approach to Preventing and Reducing Crime and Disruptive Behavior, and will be completed during 1980.

Impact evaluation data has become an important factor today in obtaining legislative support for human service programs. Nevertheless, most participants in the School Team Program do not need to wait until 1980 to be convinced of the program's value. Abundant examples already exist of significant reductions in truancy, discipline referrals, dropout rates, tardiness, vandalism, arrests, teacher turnover, expulsions, and fighting--all connected with programs that school teams have implemented. As a result of teams' activities there have been more parent involvement, improved academic achievement, higher scores on measures of student self-concept, and generally improved school climate in schools throughout the country.

"The program has had its opponents," comments San Antonio center director James Kazen. "There are plenty of people who, for political reasons, don't want prevention programs around. But every year hundreds of grass-roots supporters of this program write to their representatives in Congress to support it, and every year it's been refunded. We may have to fight for survival, but fighting has made the program very sharp and very good. We've had to be good to stay alive."

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APPENDIX

A TEAM ACTION PLAN

ACTION PLAN

TEAM NAME RAMSEY

CITY & STATE

BASELINE DATA State what has happened in your school. Indicate your assumptions about why it has happened.

Ramsey Jr. High is experiencing problems of classroom disruptive behavior. The levels of tardiness and class truancy are higher than we believe acceptable. It appears to us the drug misuse and abuse is at a level of major concern to the school and community. Much of this is due to a combination of factors in our area; lack of consequences for behavior; lack of coping skills on the part of many students; increased pressure on the home; lack of a stable home situation for some of our students; a transient nature in part of our school population; lack of a positive self-concept by some students; and an insensitivity to the problems of youth by some of our staff some of the time.

GOAL STATEMENT State the long-term end-result desired...describe a future result that is potentially achieveable. Your statement should indicate what operational goals and program goals you plan to accomplish.

PROGRAM GOAL:

TO REDUCE DISRUPTIVE BEHAVIOR, MISUSE AND ABUSE OF DRUGS, AND INCIDENTS OF JUVENILE CRIME WITHIN THE RAMSEY SCHOOL STUDENT COMMUNITY.

OPERATIONAL GOALS:

TO CREATE AN ATMOSPHERE AND SITUATION WHEREBY THE STAFF AND INTERESTED PERSONS CAN PARTICIPATE IN PROGRAM PLANNING AND IMPLEMENTATION.

TO CONDUCT TRAINING SESSIONS.

OBJECTIVES: Fill out one OBJECTIVE page for each short-term end-result which must be achieved in order to accomplish your GOAL. Objectives should be (1) goal-focused, (2) understandable, (3) measurable, (4) feasible

OBJECTIVE # 1

STATE THE OBJECTIVE (End-Result):

To design, coordinate and implement a program that will provide Ramsey students with information about drugs, drug misuse and abuse. To design, coordinate and implement a program of developing "coping skills" for all Ramsey students.

WHO/WHAT IS THE PRIMARY TARGET OF THE OBJECTIVE: xx School Staff ___ School Building
xx Students ___ Non-School Persons

HOW ARE YOU GOING TO MEASURE THAT THE OBJECTIVE HAS BEEN ACHIEVED?

By determining to what extent the above mentioned ideas and curriculum have been placed into the Ramsey Program.

DESCRIBE THE PROGRAM ACTIVITIES TO BE IMPLEMENTED TO ACHIEVE THIS OBJECTIVE:

Form a team to develop program and make curriculum and scheduling changes. Identify resources and community agencies that deal with the areas. Keep close coordination with the guidance department.

All complete and implemented by August 1979.

OBJECTIVES: Fill out one OBJECTIVE page for each short-term end-result which must be achieved in order to accomplish your GOAL. Objectives should be (1) goal-focused, (2) understandable, (3) measurable, (4) feasible

OBJECTIVE # 2

STATE THE OBJECTIVE (End-Result):

To provide increased faculty-administration interchange on problems of absenteeism, truancy, tardiness and disruptive behavior. To focus on the consequences of the behavior as outlined in the District Discipline Handbook.

WHO/WHAT IS THE PRIMARY TARGET OF THE OBJECTIVE: xx School Staff ___School Building
___Students ___Non-School Persons

HOW ARE YOU GOING TO MEASURE THAT THE OBJECTIVE HAS BEEN ACHIEVED?

By determining that a monthly interchange has occurred at faculty meetings and become aware of faculty adherence to set discipline code.

DESCRIBE THE PROGRAM ACTIVITIES TO BE IMPLEMENTED TO ACHIEVE THIS OBJECTIVE:

Team to pursue the issue of consequences of behavior among staff at faculty staff meetings.

OBJECTIVES: Fill out one OBJECTIVE page for each short-term end-result which must be achieved in order to accomplish your GOAL. Objectives should be (1) goal-focused, (2) understandable, (3) measurable, (4) feasible.

OBJECTIVE # 3

STATE THE OBJECTIVE (End-Result):

To redesign, enhance and implement a thorough student orientation program and procedure to the Ramsey program and facility for incoming 7th, 8th and 9th graders and for students that transfer to Ramsey during the course of the school year.

WHO/WHAT IS THE PRIMARY TARGET OF THE OBJECTIVE: xx School Staff ___ School Building

xx Students ___ Non-School Persons

HOW ARE YOU GOING TO MEASURE THAT THE OBJECTIVE HAS BEEN ACHIEVED?

By determining that a written orientation program exists and was held.

By determining that a written procedure has been established for incoming students, and that is is being carried out.

DESCRIBE THE PROGRAM ACTIVITIES TO BE IMPLEMENTED TO ACHIEVE THIS OBJECTIVE.

Conduct orientation visits to all feeder schools.

Have "Welcome Week Assembly."

Set up a "Buddy System" for transfer students.

OBJECTIVES: Fill out one OBJECTIVE page for each short-term end-result which must be achieved in order to accomplish your GOAL. Objectives should be (1) goal-focused, (2) understandable, (3) measurable, (4) feasible

OBEJCTIVE # 4

STATE THE OBJECTIVE (End-Result):

To provide settings and trainings for the Ramsey faculty and staff on creating a positive learning environment, communications skills workshops, and workshops for interpersonal relationships.

WHO/WHAT IS THE PRIMARY TARGET OF THE OBJECTIVE: xx School Staff ___ School Building
___ Students ___ Non-School Persons

HOW ARE YOU GOING TO MEASURE THAT THE OBJECTIVE HAS BEEN ACHIEVED?

Determine affirmatively that three training sessions have taken place prior to October 1979 in which most of the Ramsey staff have participated.

DESCRIBE THE PROGRAM ACTIVITIES TO BE IMPLEMENTED TO ACHIEVE THIS OBJECTIVE:

Have session on "Creating a Positive Learning Environment."

Have session on "Communication Skills."

Have session on Intercultural Awareness and encourage more socialization and mutual support among staff.

OBJECTIVES: Fill out one OBJECTIVE page for each short-term end-result which must be achieved in order to accomplish your GOAL. Objectives should be (1) goal-focused, (2) understandable, (3) measurable, (4) feasible

OBJECTIVE # 5

STATE THE OBJECTIVE (End-Result):

To design, coordinate and implement a program dealing with the consequences of criminal behavior. Program will be directed to 1st offenders who attend Ramsey Jr. High.

WHO/WHAT IS THE PRIMARY TARGET OF THE OBJECTIVE:

____School Staff ____School Building
xx Students ____Non-school Persons

HOW ARE YOU GOING TO MEASURE THAT THE OBJECTIVE HAS BEEN ACHIEVED?

Check existence of program by fall of '79 and number of students enrolled in program each month.

Evaluation will be done determining if students who attend become 2nd offenders.

DESCRIBE THE PROGRAM ACTIVITIES TO BE IMPLEMENTED TO ACHIEVE THIS OBJECTIVE:

Coordinate with juvenile court.

Select staff to participate

Develop clear curriculum

OBJECTIVES: Fill out one OBJECTIVE page for each short-term end-result which must be achieved in order to accomplish your GOAL. Objectives should be (1) goal-focused, (2) understandable, (3) measurable, (4) feasible

OBJECTIVE # 6

STATE THE OBJECTIVE (End-Result):

To obtain a Ramsey part time Objectives coordinator and facilitator who has been approved by the adminstration. Person will be permitted to devote 1 hour each day to Team Activities.

WHO/WHAT IS THE PRIMARY TARGET OF THE OBJECTIVE: xx School Staff xx School Building
xx Students xx Non-School Persons

HOW ARE YOU GOING TO MEASURE THAT THE OBJECTIVE HAS BEEN ACHIEVED?

By determining if in fact person has been assigned and given appropriate release time.

DESCRIBE THE PROGRAM ACTIVITIES TO BE IMPLEMENTED TO ACHIEVE THIS OBJECTIVE:

Convince faculty and school administration of the value and potential for change in having such a coordinator.

Write job description for coordinator.

Make recommendations to administration for person to be appointed.

Prepare operating space and schedule of activities.

*U.S.GOVERNMENT PRINTING OFFICE: 1980--629-981

REGIONAL ADDRESSES

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