

# D.A.R.E.<sup>®</sup>

## Drug Abuse Resistance Education

### Review and Evaluation Report



December 2013



**MIKE DEWINE**

OHIO ATTORNEY GENERAL



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★ OHIO ATTORNEY GENERAL ★

Dear Governor Kasich, Speaker Batchelder, and President Faber,

Last fall, I formed a Drug Abuse Resistance Education Working Group to review and evaluate the drug abuse resistance education programs funded through a grant process in my office. As Attorney General, I am directed by law to report on the progress made in establishing and implementing drug abuse resistance education programs and to evaluate the effectiveness of these programs. Ohio Revised Code 4511.191(F)(4) states:

The attorney general shall use amounts in the drug abuse resistance education programs fund to award grants to law enforcement agencies to establish and implement drug abuse resistance education programs in public schools. Grants awarded to a law enforcement agency under this section shall be used by the agency to pay for not more than fifty per cent of the amount of the salaries of law enforcement officers who conduct drug abuse resistance education programs in public schools. The attorney general shall not use more than six per cent of the amounts the attorney general's office receives under division (F)(2)(e) of this section to pay the costs it incurs in administering the grant program established by division (F)(2)(e) of this section and in providing training and materials relating to drug abuse resistance education programs.

The attorney general shall report to the governor and the general assembly each fiscal year on the progress made in establishing and implementing drug abuse resistance education programs. These reports shall include an evaluation of the effectiveness of these programs.

The following report discusses the findings of our working group. Included are thirteen (13) recommendations for consideration by law enforcement, schools, parents, and other community participants who seek a comprehensive approach to eradicating substance abuse among our children. Also offered is an "Effective School-Based Prevention Education Program Guide," with an explanatory booklet for applicants seeking drug abuse resistance education grants. Finally, the report includes several recommended, evidence-based prevention programs that include effective lesson plans, curriculum, and training for elementary, middle, and high school programs.

I sincerely appreciate the dedicated efforts of every member of our Drug Abuse Resistance Education Working Group who contributed their time and knowledge in this endeavor and in the creation of this report. Their expertise has been invaluable.

Very respectfully yours,

Mike DeWine  
Ohio Attorney General

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I want to personally thank each and every one of the Drug Abuse Resistance Education working group members for volunteering hours of their time and providing knowledge to compile this report. Each member brought insight to reviewing and developing information on Drug Abuse Resistance Education. Again, thank you!

## **Special Acknowledgements**

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## Introduction

In August of 2013, Attorney General DeWine formed a working group of law enforcement officials and school and drug prevention personnel to evaluate the Attorney General's grant process for D.A.R.E. programs. The group was instructed to discuss effective programs and drug prevention curriculum, and to review current procedures and requirements for grant funding. Specifically, the group sought to craft recommendations to ensure that funded programs are effective in reaching our children, and in making a difference in the fight against drug abuse. An additional goal of the group was to provide guidance and criteria for evaluating drug abuse resistance education applications for the 2014 grant cycle. This report aims to fulfill the requirements of Ohio Revised Code 4511.191(F)(4) to address the progress made in establishing and implementing drug abuse resistance education programs and provide an evaluation of the effectiveness of these programs, as well as provide guidance for future considerations.

Ohio Revised Code section 4511.191 (F) (4) states:

The attorney general shall use amounts in the drug abuse resistance education programs fund to award grants to law enforcement agencies to establish and implement drug abuse resistance education programs in public schools. Grants awarded to a law enforcement agency under this section shall be used by the agency to pay for not more than fifty per cent of the amount of the salaries of law enforcement officers who conduct drug abuse resistance education programs in public schools. The attorney general shall not use more than six per cent of the amounts the attorney general's office receives under division (F)(2)(e) of this section to pay the costs it incurs in administering the grant program established by division (F)(2)(e) of this section and in providing training and materials relating to drug abuse resistance education programs.

The attorney general shall report to the governor and the general assembly each fiscal year on the progress made in establishing and implementing drug abuse resistance education programs. These reports shall include an evaluation of the effectiveness of these programs.

## Executive Summary

After reviewing national and state drug abuse resistance education programming and grant funding through the Ohio Attorney General's Office, the working group discussed the need to take a comprehensive approach to drug abuse resistance/prevention education. From this discussion, the working group developed thirteen recommendations for consideration by local agencies, law enforcement, schools, parents, and other community participants interested in the long term success of eradicating substance abuse. The group created an Effective School-based Prevention Education Program Guide for applicants seeking drug abuse resistance education grants and a related educational booklet discussing the standards and goals of drug prevention education. These documents will assist grant applicants in developing and assessing their prevention lesson plans, curriculum, and training in order to qualify for drug abuse resistance education funding. Finally, the group recommended several evidence based prevention programs deemed to include effective curricula for elementary, middle, and high school students by the drug prevention and abuse education community. These are offered to assist applicants who may seek grant funding.

The Recommendations, Prevention Education Guide, educational booklet, and recommended programs for age appropriate curriculum are found in the Appendices to this report. This report and these materials are also available on the Attorney General web page at [www.OhioAttorneyGeneral.gov/DARE](http://www.OhioAttorneyGeneral.gov/DARE).

## History and Background

Drug Abuse Resistance Education, or more commonly known as D.A.R.E, is a prevention program developed in Los Angeles, California, in 1983 that trains law enforcement officers to instruct public school youth on skills to resist peer pressure to smoke, drink, or use harmful drugs.<sup>1</sup> Ohio adopted this anti-drug program in 1987, and over the years, millions of dollars in grant funding has been distributed to D.A.R.E programming around the state. For example, history located in the archives of the Attorney General's offices shows that from 1988 to 1990, a total of 175 law enforcement officers had been trained to instruct students on D.A.R.E programs. From 1995 to 1999, more than \$11 million in grants had been disbursed to 650 law enforcement officers providing D.A.R.E. instruction in 78 counties. However, more recent statistics from the annual reports of the Attorney General show that D.A.R.E. funding and/or participation has declined in recent years. The 2011 annual report indicated that \$3.5 million drug education grants were distributed to 201 law enforcement agencies supporting 348 officers in 63 counties. The 2012 annual report stated that \$3.8 million in grants were distributed to 190 agencies supporting the work of 309 officers. And in 2013, \$3.7 million in grants were distributed to 182 agencies supporting the work of 288 officers.

The diminished footprint of drug abuse resistance education programming arose, in part, during the recent economic downturn. Local schools and law enforcement agencies had fewer funds available to provide staff and officers to conduct the trainings. With recession, layoffs, and funding constraints, community crime prevention patrol trumped other concerns, and educational law enforcement officers moved back into traditional police functions. School safety focus on violence prevention made School Resource Officer (SRO) positions a higher priority, and these SROs provide road patrol relief duty in summer months. However, schools and law enforcement have expressed concern over the need to continue drug prevention education in the schools. In recent years, the Attorney General's grant process for drug abuse resistance education programs was streamlined and made available to other participants, particularly SROs, rather than only traditional D.A.R.E. officers.

Meanwhile, the D.A.R.E. program had seen a loss of some schools seeking to participate in the training as a debate raged across the country over the effectiveness of the program.<sup>2</sup> The working group heard from Dr. Zili Sloboda,<sup>3</sup> an expert on the prevention of substance use by adolescents, who has broad experience in research related to at-risk youth and direct knowledge of the drug abuse resistance education debate. Dr. Sloboda was appointed by the University of Akron's Institute for Health and Social Policy as the Principal Investigator of a multi-site random control trial of an innovative school-based substance abuse prevention program delivered by D.A.R.E. officers that followed 19,200 students over a five year period. Dr. Sloboda's initial evaluation work involving D.A.R.E. showed that it was an effective prevention program for marijuana, but not alcohol or tobacco use. The D.A.R.E. curriculum also lacked data collected over time, which is critical for assessing the program's effectiveness over time.

As a result of research and discussions, the D.A.R.E. program made changes to its model of delivery and revised its curriculum in response to critiques that the training was too much lecture and not enough participation by school children and that it lacked any evidence of

long term effectiveness.<sup>4</sup> A new curriculum, “D.A.R.E./*Keepin’ it REAL*”<sup>5</sup> has been in place since 2007 and is taught in elementary and middle school grades. The curriculum addresses drug awareness, self-esteem, and over-the counter and prescription drug abuse (OTC/RX). The working group found that there is acceptance of the D.A.R.E./*Keepin’ it REAL* curriculum. It is modern with videos; focuses on “key point” decision-making, peer pressure, bullying, and communication; involves law enforcement officers facilitating scenarios with students (asking questions and having the kids teach and learn from each other); and is taught in accordance with model standards. D.A.R.E./*Keepin’ it REAL* middle-school program has garnered respect and support and is listed on the SAMHSA’s National Registry of Evidence-based Programs and Practices (NREPP).<sup>6</sup>

The working group also learned that a pilot evaluation of the D.A.R.E. elementary *Keepin’ it REAL* Curriculum is underway in Irvine, California, and will be complete in May 2014.<sup>7</sup> This study is a Quality Improvement Activity intended to pilot test an existing healthy choices elementary school curriculum in an established educational setting. The purpose for the pilot test is to evaluate measures and procedures for a subsequent national study of this program. Specifically, in this pilot study there are two objectives: (1) evaluate the curriculum and assess if it meets its proposed objectives, and (2) evaluate the fidelity with which the curriculum is being administered in the field. All data collection, data management, and data analysis activities will be supervised through the Earl Babbie Research Center at Chapman University.

## Grant Funding and Procedures

Money to fund drug use prevention grants comes from the license reinstatement fees under Revised Code section 4511.191. The amount available varies over time and from year to year. These funds are used to purchase the D.A.R.E./*Keepin' it REAL* workbooks, D.A.R.E. OTC/Rx pamphlets, and to pay 50% of an officer's salary while instructing drug use prevention education to public school children, as permitted under R.C. 4511.191. These funds have decreased 3% each year for the last four years. Current cash balances are being spent to fund programs. In 2013, the Attorney General allotted \$3.74 million to fund 182 drug education grant requests. Each was funded at 94% of their request. Applicants' curriculum must contain an OTC/Rx drug component to qualify for funding.

The Attorney General's grant administrator ensures that D.A.R.E./*Keepin' it REAL* officers are certified and SROs are trained to meet grant qualifications. Each submission is reviewed from an accounting perspective to determine, for example, whether the applicant submitted all prior required reports; if the information is complete and accurate; if the program meets the minimum requirements; if the applicant owes money to the program for prior years; and if the applicant accounts for hours funded. There is not much in the way of guidance for reviewing grant applications in the Ohio Revised Code, and different administrations have developed and changed the grant guidelines over the years.

Site visit audits are planned by the grants administrator in 2014 to review whether grantees are fulfilling the minimum requirements to receive grant funding and to determine whether an effective and cohesive program is being offered. The recommendations and guidance provided in this report are aimed at helping in the development of quality control measures for use when reviewing and awarding grants.

As discussed earlier, grants are made to applicants other than D.A.R.E./*Keepin' it REAL* officers. The working group reviewed several applications and a summary of various drug abuse resistance education programs that are funded along with the D.A.R.E./*Keepin' it REAL* program. Several concerns were voiced related to funding programs that use parts of D.A.R.E./*Keepin' it REAL* lessons and curriculum or that offer instruction where there is no proof of effectiveness. Designing and employing a curriculum in this manner destroys the ability to meet evidence-based criteria and demonstrate fidelity to the tenants of an effective drug abuse resistance education program.

There are several funding opportunities available for drug abuse resistance education beyond what is provide through grants from the Attorney General's Office under Revised Code section 4511.191. Other funding opportunities include:

- Ohio Criminal Justice Grant: usually 10 applications are received by SROs and only 2 are granted;
- COPs: a grant good for three years, but then funding must come from local sources;
- Title I Safe and Drug-Free Schools: federal grants for which schools apply;
- ADAM H Boards: local levy dollars for SROs;

- Dept. of Mental Health and Addiction Services: recipients must be credentialed/ accredited drug education professionals/staff; and,
- Forfeiture funds: Prosecutors usually use these funds for one day events or task forces.

The working group discussed options to leverage other funding streams and find free or low cost ways to redirect existing resources to anti-drug and resistance programming while also improving the efficacy of the programs. Many school districts have contracts with D.A.R.E. officers and SROs that are generally funded by schools. However, D.A.R.E. officers and SROs perform different roles and functions at schools. D.A.R.E. officers instruct on drug abuse resistance education (or preparation of these lessons) 100% of their work time, while SROs instruct on or discuss drug prevention education with students at a much smaller percentage. Yet, SROs are growing in number – currently totaling 166 under the Attorney General’s grant program – and are expected to increase with a renewed interest in school safety.<sup>8</sup> The group offered the following options for consideration:

- Encourage D.A.R.E. officers to obtain the certification needed for ADAM funding;
- Coordinate schools’ pursuit of federal Title I Safe & Drug Free school grants with the Cops/Sherriff’s D.A.R.E. planning;
- Eliminate or reduce administrative obstacles so more resources can be put in the classroom.

The group expressed support for having more SROs involved in prevention education, but there is concern that spreading the drug education grant money to different groups without knowing the effectiveness of these programs has hindered opportunities to continue to improve drug abuse resistance education training. There is no statewide survey for an objective view, and it is costly to do evaluations to isolate the effectiveness of one program over another.

## Drug Abuse Resistance and Prevention Education and the Future

Drug prevention expert Dr. Sloboda<sup>9</sup> explained that finding “key ingredients” for effective programs is more an art than a science and noted there is a lack of consensus about prevention programs among prevention scientists. Programs designed with sequential lessons and demonstrated to be evidence-based are deemed effective in the prevention community. Basic lessons are not successful without boosters. It was agreed that grants should be limited to these types of programs. Prevention specialists have found the following: kids do realize it is not normal to use drugs; the longer the use of tobacco and alcohol can be delayed the better; and scare tactics are not effective teaching or training tools. All agree on the importance and desire to reach children many times with consistency of message from Kindergarten to fourth grade (K-4), into Middle School, and through High School. Most prevention experts acknowledge the importance of law enforcement officer involvement, and community support for this involvement, in effective drug abuse prevention education.

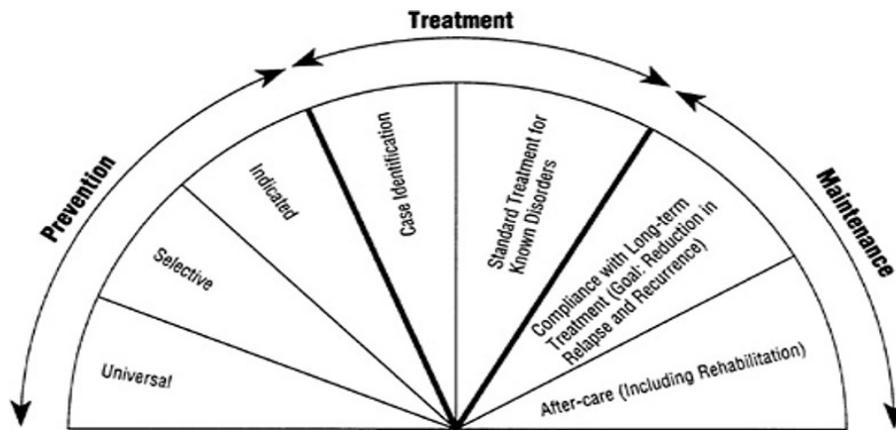
As noted earlier, the group acknowledged that while D.A.R.E. has been criticized over the years, there remains a high opinion of D.A.R.E. officers and the efficacy of D.A.R.E. training in the communities that participate in the program. Indeed, the group discussed that D.A.R.E. is a unique program with the national capacity for the delivery of good drug prevention programming.<sup>10</sup> The D.A.R.E./*Keepin’ it REAL* curriculum has well-trained officers. Its programming has elements of skill building and training in just saying no to drugs that are successful with middle school children.<sup>11</sup> SROs also appear to provide resistance education components in their programs that are well received and effective.<sup>12</sup>

There is a lot of turnover among D.A.R.E. officers because there is no career ladder for them, and they are often treated like second-class law enforcement officers. The working group supports that these positions should be more robust as both D.A.R.E and SRO officers build relationships with students, teachers, parents, and superintendents and are important to community partnerships, matching programs to needs, and bringing schools to the table. One suggestion, incorporated in Recommendation No. 11 (Appendix A) of this report, is to reorganize how D.A.R.E. officers are assigned within local departments. For example, law enforcement agencies may want to create a separate unit containing D.A.R.E. officers and SROs, like homicide and sex crime units, to provide better efficiencies and respect for these officers within these agencies.

There is a debate over whether teachers, prevention experts, or school-based law enforcement officers are more effective in delivering drug resistance education. Teachers may be more effective with older children and those who live in neighborhoods with a more adversarial attitude toward law enforcement and the judicial system. In addition, it may be fruitful to target drug resistance education to children of parents and family members in treatment programs because these children are at greater risk, although this is another setting where distrust of law enforcement may hinder success. Finally, the group recognized that communities sometimes fear being “stigmatized” if drug use is made a community discussion, as this may harm economic and social development by scaring away families, businesses and others from locating in that community. Certainly, putting a positive spin on addressing social issues is a challenge.

Dr. Sloboda provided the following chart and possible plan of action that could be part of statewide and local discussions seeking a comprehensive approach to drug abuse resistance/prevention education to meet the needs of our youth today and in the future.<sup>13</sup>

### Spectrum of Substance Use Services



Source: IOM, 1994

20

#### Possible Plan of Action:

1. Using a few counties, develop a model infrastructure to support prevention and treatment programming.
2. Each Model County Mental and Substance Use Board should either utilize existing prevention coalitions/partnerships (to include, among other community organizations, schools and law enforcement), or
3. Each Model County Board develops its own system of services that include at least an evidence-based school drug use prevention curriculum and school climate strategy, evidence-based drug abuse treatment services that include medical stabilization, counseling and supportive services, and a monitoring and evaluation system.
4. An outside evaluator, preferably university-based, conducts both quantitative and qualitative assessments of the Model delivery systems.

## Conclusion

The working group determined that consideration should be given to funding programs that work toward a strategic prevention framework, integrating prevention and treatment programs, including parenting skills and family management, and leverage funding streams by collaborating with other local agencies and non-profits.

It is imperative to develop a comprehensive approach to drug abuse resistance/prevention education. Local agencies, law enforcement, schools, parents, children, and other participants need to work together on plans specific to a community's needs. These actions should take into consideration resources that exist and/or that can be brought to the table and leveraged to support programs. These groups must communicate with each other so each shares knowledge and awareness of resources and funding streams for assistance. Such collaborations will break the silos of funding and programming, and in this manner, ensure effective drug prevention, treatment, and maintenance programs, all of which are necessary to long-term success in reducing substance abuse.

## Endnotes and Resources

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<sup>1</sup> The Center for Court Innovation Research: “Lessons from the Battle Over D.A.R.E.: The Complicated Relationship Between Research And Practice”, Bureau of Justice Assistance, U.S. Department of Justice (2009).

<sup>2</sup> *Ibid.*

<sup>3</sup> Dr. Zili Sloboda trained in medical sociology at New York University and mental health and epidemiology at the Johns Hopkins University Bloomberg School of Public Health. Dr. Sloboda worked for twelve years at the National Institute on Drug Abuse in several capacities including the Director of the Division of Epidemiology and Prevention Research. This Division’s focus was on the development and support of national research programs in HIV/AIDS epidemiology and prevention and drug abuse epidemiology and prevention. She was a founder of the U.S. and E.U. Societies for Prevention Research and is well-published in the area of drug abuse epidemiology and drug use prevention. Her two major books include the “Handbook of Drug Abuse Prevention” and the “Epidemiology of Drug Abuse.” Dr. Sloboda is currently co-editing a book series on Advances in Prevention Science. She has a long standing commitment to the dissemination of evidence-based programming and the advancement of Translation I and II research through work with the Society for Prevention Research (SPR). Dr. Sloboda is also currently working with the United Nations Office on Drugs and Crime to develop international standards for drug use prevention based on research evidence and training workshops for policy makers.

<sup>4</sup> See “Lessons from Battle Over D.A.R.E.” and information provided by D.A.R.E. America.

<sup>5</sup> After study and research D.A.R.E. America and Pennsylvania State University accepted the “*Keepin’ it REAL*” middle school curriculum in 2007.

<sup>6</sup> For a fact sheet discussing this acceptance and testing, see:

<http://nrepp.samhsa.gov/viewintervention.aspx?id=133>.

<sup>7</sup> Information provided by D.A.R.E. America.

<sup>8</sup> In general, the number of SROs statewide has grown to approximately 650 according to information provided by the Executive Director of Ohio D.A.R.E and Ohio School Resource Officers Association.

<sup>9</sup> The working group appreciates Dr. Sloboda giving of her time to provide insight into drug prevention programming and her thoughts on D.A.R.E. She clearly shares the desire and goal to ensure that the best prevention strategies are being utilized in our communities and recognizes the difficulty of translating evidence-based practices to real life training needs.

<sup>10</sup> By using its network of trained professionals, D.A.R.E. is well poised to deliver drug prevention and intervention programming across the state. The group acknowledged that this is a bigger undertaking than its fall agenda, and discussed reconvening next Spring/Summer on this much larger issue. See also, Chairman’s Report of State Representative Robert Cole Sprague, dated October 17, 2013, on “Prescription Drug Addiction and Healthcare Reform Legislation Study Committee”, page 10 reference: “Ohio needs a general public awareness campaign that draws a clear linkage between prescription opioids and heroin addiction. We need to get this information into the health classes and re-energize the DARE program.” See:

<http://www.ohiohouse.gov/Assets/Media/Content/27154.pdf>

<sup>11</sup> See Appendix E, National Sheriffs’ Association Resolution 2010-13 in support of the D.A.R.E. program.

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<sup>12</sup> Tyler's Light is another drug awareness program offered to communities, families and students that was discussed by the working group. Although Tyler's Light does not qualify for funding as it does not meet grant criteria, this program has been presented to over 35,000 students in Ohio and West Virginia. Its presentation consists of several video clips with discussion designed around each clip. One video, Hocking County Hope Blooms, has been incorporated into an Ohio State University online course which will be attended by students worldwide. The Tyler's Light video series recently won an Emmy. For more information see <http://tylerslight.com>. Information provided by the Attorney General Drug Abuse Awareness Outreach Coordinator.

<sup>13</sup> See also Recommendation No. 13, Appendix A, of this report.

## Disclaimer

Reference to any non-state resource, including non-state websites linked to a resource, does not constitute an endorsement by the State of Ohio or the Ohio Attorney General's Office. The Ohio Attorney General's Office is not responsible for the contents of any websites or links from such websites, other than those identified as created by the Office of Attorney General. Views expressed on such websites do not necessarily represent the views of the Ohio Attorney General or the State of Ohio. The Ohio Attorney General's Office and the State of Ohio do not guarantee or warrant any information, services, or products advertised or offered on non-state websites.

## Appendix A

### Drug Abuse Resistance Education Recommendations

*(1) D.A.R.E. /Keepin' it REAL is a multicultural, school-based substance use prevention program that uses a 10-lesson curriculum taught by well-trained law enforcement officers. It is an effective program with middle school children that should continue to be funded.*

D.A.R.E./Keepin' it REAL middle school programming meets evidence based criteria demonstrating that is effective and matches up with required prevention standards of the Ohio Department of Education, a benefit to schools who have limited resources. It is listed on SAMHSA's National Registry for Evidence-based Programs and Practices (NREPP). See, <http://nrepp.samhsa.gov/viewintervention.aspx?id=133>. The curriculum is designed to help students assess the risks associated with substance abuse, enhance decision making and resistance strategies, improve antidrug normative beliefs and attitudes, and reduce substance use. The narrative and performance-based curriculum draws from communication competence theory and a culturally grounded resiliency model to incorporate traditional ethnic values and practices that protect against substance use. The curriculum places special emphasis on resistance strategies represented in the acronym: REAL: Refuse offers to use substances, Explain why you do not want to use substances, Avoid situations in which substances are used, and Leave situations in which substances are used.

(Also of note, the evaluation process for eventual NREPP designation for the Keepin' it REAL elementary curriculum is currently underway in Irvine, California supervised through the Earl Babbie Research Center at Chapman University.)

*(2) Use of law enforcement officers as instructors is encouraged and important to drug prevention programs. D.A.R.E officers and School Resource Officers understand their school community and the larger community in general. There are benefits from the relationships that develop among officers, school personnel, children and parents, and residents of the community that supports effective, long-term success in curbing drug abuse.*

*(3) Grant funding should be to programs that focus on prevention, not the enforcement side of drug abuse. Scare tactics and threats of jail do not work. Kids building resistance skills does work. Programs should address how to be effective with older youths, especially those who live in neighborhoods where residents often have a more adversarial attitude toward law enforcement and the judicial system.*

(4) *Grant funding should be to programs that work toward a strategic prevention framework, integrating prevention and treatment programs.* Such programs should include parenting skills and family management and leveraging funding streams by collaborating with other local agencies and non-profits who have trained substance abuse professionals, including prevention and treatment providers. There are prevention and education services provided by the Ohio MHAS and county ADAMH/ADAS systems in the schools. The key is to collaborate with the system of prevention providers so as to synergize and not duplicate efforts. It may be fruitful to target drug resistance education to children of parents and family members in treatment programs because they are at greater risk.

(5) *Grant applications should include a requirement that applicants demonstrate that the prevention programming for which funds are requested is effective.* Prevention experts through the United Nations Office of Drugs and Crime have reviewed drug use prevention interventions and policies using rigorous criteria for effectiveness. See, International Standards on Drug Use Prevention, available at <http://www.unodc.org/unodc/en/prevention/prevention-standards.html>. These standards are being used to form the basis of future prevention training.

(6) *In addition to the D.A.R.E curriculum, the grant program should create a menu of “tested and approved” programs that applicants could choose to offer as appropriate for the school district.* If applicants choose to submit a program not on the list, they should be required to provide detailed information demonstrating how their program meets prevention criteria with the solicitation.

(7) *Require the school superintendent to sign off on the grant application to ensure that the planned program doesn’t duplicate but builds on other programs and/or adds to the overall effectiveness of drug prevention education for the children of that school.* It is important to know what other programs and activities are available or in use, and/or issues that may be occurring in the school and/or community.

(8) *Grant applications should require that applicants present a reasonable plan for assuring the quality of program implementation.* For example, demonstrate that the staff delivering the prevention programming are qualified (e.g., have training in drug use prevention, are certified, or licensed as prevention specialists); that the delivery of the prevention program will be monitored for quality; identify what criteria will be used to determine outcomes of the program either in terms of program mediators (e.g., normative beliefs regarding substance use by peers, perceptions of harm associated with substance use) or substance use. SAMHSA has a list of acceptable measures that can be used.

(9) *Audits and site visits should be routinely conducted to ensure that grantees are fulfilling the requirements to receive grant funding.*

(10) *Other relevant quality control measures should be considered in a review of grant applications.* For example, is the information provided complete and accurate? Does the program meet minimum requirements? Does the applicant owe a refund for prior years if they were out of compliance as found in an audit? Did the applicant account for the hours they were funded?

(11) *Reorganize how prevention officers are assigned within police departments.* There is no career ladder for drug prevention law enforcement officers who are often treated like second class members of a police department. It should be recognized that these positions are important and need to be made more robust. Both D.A.R.E. and School Resource Officers (SROs) build relationships with students, teachers, parents, and superintendents, and are important to community partnerships, matching programs to needs, and bringing schools to the table. Departments should consider creating a separate unit containing D.A.R.E officers and SROs, like homicide and sex crime units, to have higher positions to aspire to and create greater respect for these officers within law enforcement departments.

(12) *Law enforcement should consider employing a prevention coordinator or work with county agency prevention specialists to assist in training and development of skills and knowledge in drug abuse prevention education.* The coordinator could train officers and keep them updated as well as collaborate with the schools and other community based agencies and programs to ensure effective long term success in curbing drug abuse.

(13) *These drug abuse resistance education grant program recommendations should be shared with the statewide agents/efforts to combat drugs abuse. Special focus should be directed at addressing current drug trends (i.e., Heroin) in an age appropriate manner. And, the recommendations and efforts of these other agents should be reviewed as part of this grant program in the future.* Such collaboration will inform future drug prevention training to ensure effective long term solutions and activities to address and abate drug abuse.

## Appendix B

### Effective School-based Prevention Education Program Guide

The school-based lesson plan, curriculum, or training that your agency is submitting for consideration for an *Ohio Attorney General's Drug Use Prevention Grant* must include the following elements to ensure that the content is effective in attaining its goal. History shows that programs focusing on only one component of prevention (such as values clarification only, raising self-esteem only, or the adverse consequences of substance only) do not work.

Please provide answers to the questions below to help identify how your submission includes the following critical elements for an effective prevention education program:

#### **How does your proposed submission:**

- Enhance “protective factors” and move toward reversing or reducing known “risk factors”?
- Target multiple forms of substance abuse and adapt to specific abuse problems in the local community?
- Target social-emotional learning in elementary school students? (if your program will be used in an elementary school environment)
- Focus on academic and social competence in middle school students? (if your program will be used in a middle school environment)
- Include skills to:
  1. Increase social competency?
  2. Strengthen personal commitment against substance use?
  3. Resist drugs when offered?
  
- Employ interactive methods? (such as engaging in discussion rather than simple lecture) Smaller, classroom sized presentation are more effective than large, auditorium-sized presentations.
- Include a parents' or caregivers' component? (such as community events, PTO/PTA, etc.)
- Interact with local abuse prevention education? (Please work with your school administrator to respond to this section).

#### **How does your submission cover these critical content areas?**

- Normative education: help students realize that use of alcohol, tobacco, and other drugs is not the norm.
- Social skills: help youth develop ease in handling social situations.

- Social influences: help youth recognize and resist external pressure (such as advertising, role models, peer attitudes) to use alcohol, tobacco, and other drugs.
- Perceived harm: help youth understand the risks and the short and long term consequences of alcohol, tobacco, and other drug use without using scare tactics.
- Protective factors: support and encourage the development of positive aspects of life (such as help and care for others); goal setting; challenge youth to live up to their potential; and facilitate constructive affiliations with peers.
- Ensure that your program focuses on refusal skills: teaching youth ways to effectively refuse alcohol, tobacco, and other drugs while maintaining friendships.

## Appendix C

### Prevention Guidance Goals and Standards

#### What are the goals of prevention?

Prevention promotes the health and safety of individuals and communities, and focuses on preventing or delaying the onset of behavioral health problems such as substance abuse and addiction. Prevention services are a planned sequence of culturally appropriate, science-driven strategies intended to facilitate attitude and behavior change for individuals and/or communities.

The goals of prevention are to:

- Increase the rate of abstinence to alcohol, tobacco and other drugs
- Delay the onset of use of alcohol and tobacco
- Decrease high-risk use of alcohol and prescribed/over-the-counter medications

#### School-based Prevention Programs

Prevention educational programs should be designed to affect knowledge, attitude and behavior. Education should be interactive and address critical life and social skills including decision making, refusal skills, critical analysis and systematic judgment abilities.

When choosing or creating a classroom prevention program for school-aged students, it is important to carefully consider the topics for the audience to assist in determining the content of the lessons. It is important that the programs we implement and the topics that are taught to the students are shown to be effective through research and evidence. These programs are often referred to as evidence-based programs or practices. Such programs and practices have been studied over a period of time and are deemed through evidence to be successful in preventing alcohol, tobacco and other drug abuse.

The criteria outlined in the application for the *Ohio Attorney General's Drug Use Prevention Grant* are elements identified by research as being crucial for the effective design and content of classroom prevention programs.

Many of the current evidenced-based programs in substance abuse prevention are based on the predominant theory of Risk and Protective Factors. Relevant terms and factors articulated in this theory and in the criteria for the *Ohio Attorney General's Drug Use Prevention Grant* are outlined below.

## **Definitions:**

### **(1) Social-emotional learning:**

Social and emotional learning involves the processes through which children and adults acquire and effectively apply the knowledge, attitudes and skills necessary to understand and manage emotions, set and achieve positive goals, feel and show empathy for others, establish and maintain positive relationships, and make responsible decisions. Research shows it is especially important to focus on the foundational development of social-emotional learning during the elementary years.

### **(2) Academic competence:**

Academic competence encompasses the skills, attitudes, and behaviors of a learner which contribute to academic success. Academic competence includes many of the critical skills such as reading, writing, calculating, solving problems, attending, questioning, and studying. Students who do not develop or exhibit these skills are at increased risk for substance abuse problems. Research shows it is especially important to focus on the development of academic competence during the middle school years.

### **(3) Social competence:**

Social competence encompasses the skills needed for successful social adaptation. Social competence is the foundation upon which expectations for future interaction with others are built, and upon which individuals develop perceptions of their own behavior. Social competence is dependent on the ability to take another's perspective, learn from past experiences and apply that learning to social interactions. Social competence includes social skills, social communication and interpersonal communication. Social competence is critical in the prevention of substance abuse. Research shows it is especially important to focus on the development of social competence during the middle school years.

### **(4) Risk Factors:**

Factors in an individual's life which research has shown increase the risk for developing problems with alcohol, tobacco or other drugs. Risk factors have been categorized into four domains: Individual/Peer, Family, School, and Community/Society. School-based programs usually address the following risk factors from two of these domains:

## **Key Risk Protective Factors to Address in School-based Programs**

### **Individual/peer Domain**

- Thinks most friends use
- Association with drug-using peers
- Certain physical, emotional or personality traits
  - Inherited genetic vulnerability
  - Low self-esteem
  - Psychological disturbances
  - Inappropriate coping responses
  - Violence/aggression

- Risk taking propensity/impulsivity
- Alienation and rebelliousness
- Rejection of pro-social values/religion
- Lack of peer refusal skills
- Early and persistent problem behaviors
  - Early sexual activity/teen pregnancy
  - Begins using at a young age
  - Early anti-social behavior
  - Peer rejection in elementary grades
- Academic Failure
- Less involved in recreational, social and cultural activities
- Lack of information on positive health behaviors
  - Lack of information on drug-related topics

#### **School Domain**

- Students lack commitment or sense of belonging at school
- School lacks clear expectations, both academic and behavioral
- High numbers of students who fail academically at school
- Parents and community members not actively involved

#### **(5) Protective Factors:**

Factors in an individual's life which research has shown decrease the risk for developing problems with alcohol, tobacco or other drugs. Protective factors have been categorized into four domains: Individual/Peer, Family, School, and Community/Society. School-based programs usually address the following protective factors from two of these domains:

#### **Key Protective Factors to Address in School-based Programs**

##### **Individual/peer Domain:**

- Knowledge regarding risks associated with substance abuse/use
- Individual and peer disapproval of substance use
- Bonding and attachment to peers with healthy beliefs and clear standards
- Involvement in pro-social involvement (drug-free activities, community service, mentoring)
- Positive relationships with adults, including viewing parents, teachers, doctors, law enforcement officers and other adults as allies
- Social competence
- Sense of well-being/self confidence
- Has positive future plans

**School Domain:**

- Student holds positive attitudes toward school
  - School bonding
  - Regular school attendance
- School communicates high academic and behavioral expectations
- School encourages goal-setting, academic achievement and positive social development
  - Tutoring available
  - Positive instructional climate
  - Provides leadership and decision making opportunities for students
- School fosters active involvement of students, parents and community members
- School sponsors substance-free events
- School is responsive to students' needs

## Appendix D

### \*Recommended Evidence-based Curricula

Elementary	Middle School	High School
<ul style="list-style-type: none"> <li>• Keepin' It REAL</li> <li>• Too Good for Drugs</li> <li>• Botvin Lifeskills – Grades 3 - 12</li> <li>• I'm Special - Grades 3-4</li> <li>• Guiding Good Choices - Grades 4-8</li> <li>• Reach out Now-5th &amp; 6th Grade</li> </ul>	<ul style="list-style-type: none"> <li>• Keepin' It REAL</li> <li>• Too Good for Drugs</li> <li>• Botvin Lifeskills – Grades 3 - 12</li> <li>• Reach out Now – Grades 5-6</li> <li>• Guiding Good Choices - Grades 4-8</li> <li>• PALS - Prevention Through Alternative Learning Styles</li> <li>• Stay on Track</li> </ul>	<ul style="list-style-type: none"> <li>• Too Good for Drugs</li> <li>• Botvin Lifeskills – Grades 3 - 12</li> </ul>

\* See Recommendation 6 of this Report, Appendix A.



**2010-13**

**NATIONAL SHERIFFS' ASSOCIATION SUPPORTS THE DRUG ABUSE RESISTANCE EDUCATION (D.A.R.E.) PROGRAM**

**WHEREAS**, the National Sheriffs' Association recognizes the nationwide seriousness of drug abuse and violence by our nation's youth, and the urgent need to use and to expand school-based prevention education programs throughout the nation;

**WHEREAS**, the day-to-day struggle against alcohol abuse, tobacco, drugs and violence requires a long-term national, state and local effort and commitment;

**WHEREAS**, since 1983, the Drug Abuse Resistance Education ("D.A.R.E.") Program has taught millions of young people how to recognize and to resist the pressure to be involved in drugs, gangs and violent activities;

**WHEREAS**, the D.A.R.E. Program underscores a nationwide commitment and dedication to help our nation's youth to "just say no" to drugs and to violence;

**WHEREAS**, by promoting positive youth development, D.A.R.E. Programs across our nation are helping children and young people make the right choices and build lives of purpose; and

**WHEREAS**, the D.A.R.E. Program allows law enforcement personnel to enter our nation's classrooms to answer difficult questions about drugs, violence and crime, teaches students how to avoid temptation, and encourages open communication between young people and local law enforcement officers;

**WHEREAS**, the D.A.R.E. Program strengthens our local communities and provides our children and young people with a strong foundation and model for success;

**WHEREAS**, D.A.R.E. Instructors, along with parents, teachers, health care professionals and all other interested parties who help our nation's youth grow into responsible, successful adults are strengthening our country and contributing to a future of hope for everyone;

**NOW, THEREFORE BE IT RESOLVED**, that the National Sheriffs' Association acknowledges and actively supports the effort of D.A.R.E. Programs to significantly reduce/eliminate use of alcohol, tobacco, drugs and violent behavior by our nation's youth;

**BE IF FURTHER RESOLVED**, that the National Sheriffs' Association urges Sheriff Offices across our nation to utilize D.A.R.E. Programs in their local communities.

Adopted at a Meeting of the General Membership in Anaheim, CA on June 29, 2010.

**D.A.R.E.<sup>®</sup>**

# **Drug Abuse Resistance Education**

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## **Review and Evaluation Report**

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**December 2013**

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