

Addressing Climate, Safety, and Discipline in Georgia Schools

School-wide Positive Behavioral Interventions and Supports

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Discipline: Training expected to produce a specific character or pattern of behavior, especially training that produces moral or mental improvement by instruction and practice.

(Derived from the Latin word discipling meaning pupil.)¹

Purpose Statement

The purpose of this report is to provide a plan and framework for proactively addressing school climate, safety, and discipline in Georgia schools through school-wide Positive Behavioral Interventions and Supports (PBIS). This report has been generated by the PBIS Team at Georgia Department of Education (GaDOE) with input and support from Heather Peshak George, Ph.D., Research Partner with the federally-funded OSEP Technical Assistance Center for PBIS; Dr. George is the PBIS Resource Agent for Alabama, Florida, Georgia, Mississippi, Nevada, Puerto Rico, and Texas. This report provides an overview of the need for schools in Georgia to adopt proactive disciplinary approaches, a plan for scaling up implementation of PBIS in Georgia schools, and an evidence-based approach for meeting this need through the PBIS framework.

Why Should Georgia Assist Schools Choosing to Implement PBIS?

As first appeared in *Education Week* (2013) Georgia's high school graduation rate is near the bottom of the nation. Nearly one-third of Georgia's students fail to finish high school in four years. Currently, Georgia's graduation rate is 67.4%, the third lowest in the nation, followed only by Nevada and New Mexico. When comparing graduation rates, Georgia also ranks near the bottom nationally for students with disabilities (30%), economically disadvantaged students (59%), black students (60%), students with limited English proficiency (32%) and white students (72%) (Education Week, 2013).

In 2010, roughly 8% of Georgia's students were suspended at least once (Walz, 2011). In 2010, Georgia students lost more than 1.8 million days of instruction due to suspension. The Georgia Appleseed Center for Law and Justice, in cooperation with the Atlanta office of a Big Four Accounting Firm, reviewed and assessed student discipline data collected by school districts and compiled by GaDOE for seven years (school years 2003-04 through 2009-10). The key findings include the following:

• In School Year 2009-10, 8.1% of students in Georgia's K-12 public school system received at least one out-of-school suspension (OSS) disciplinary action. This reflects an overall reduction from the 9.3 to 9.5% rates experienced in the first five years of the period under review.

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¹ Discipline [Def.1]. (n.d.). *American heritage dictionary of the English language online*. Retrieved from http://www.thefreedictionary.com/discipline, May 14, 2013.

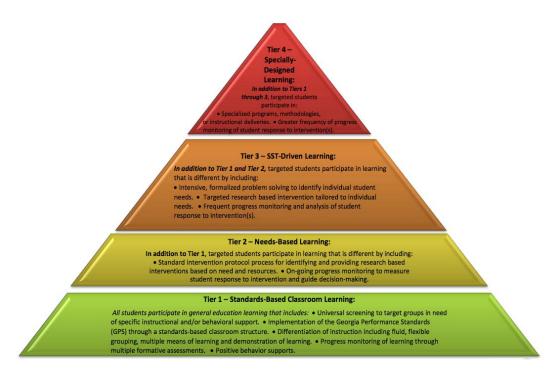
- During the most recent school year for which credible national data are available (2005-06), Georgia ranked tenth highest among all the states and the District of Columbia in the rate of OSS discipline.
- Use of exclusionary discipline is highly variable among the school districts in Georgia. In some districts, its use is rare. Other school districts consistently impose OSS on more than 20% of the school population annually. In some individual schools, the percentage of OSS actions can effect up to 40% of the student population per year.
- During the 2009-10 school year, 69% of the OSS actions were imposed for nonviolent behaviors. A very substantial percentage of the incidents were not described with specificity but were categorized as "other discipline incident."
- Male students received two-thirds of the OSS actions and three quarters of the expulsions during the period under review.
- African-American students were consistently more than three times as likely to receive
 an OSS as students of other racial classifications. Poor African Americans were markedly
 more likely to receive OSS than more affluent African American students.
- Students eligible for the free and reduced meal program (children in poverty) and English Language Learner (ELL) students were subject to OSS discipline at a rate more than twice as high as students who were not in these subgroups.
- Students with disabilities received OSS at a rate slightly higher than 1.5 times the rate experienced by general education students.

What is PBIS?

School-wide Positive Behavioral Interventions and Supports (PBIS) is a systematic framework that is designed to enhance academic and social-behavior outcomes by implementing a continuum of evidence-based interventions. (Sugai et al. 2000; Horner et al. 2009; Sugai & Simonsen, 2012)

PBIS is not a curriculum, intervention, program or practice, but rather a data-based decision making framework that guides selection, integration, and implementation of evidence-based practices to improve student outcomes. A particularly important feature of PBIS is the focus on developing and sustaining a proactive and preventive system, which is rooted in the public health and disease control model. This three-tiered prevention model applies to both academic and behavior instruction and intervention to meet the needs of all students in a school (Sugai & Simonsen, 2012; Childs, K. E., Kincaid, D., & George, H., 2007-2008). Georgia's application of this model occurs at four levels that are fluid and that are analyzed through structured problem solving to inform the needs of students, before interventions are developed, monitored, and altered based upon the need(s) of the students (see figure below).

Georgia Student Achievement Pyramid of Interventions Academic and Behavior Supports



- **Tier 1:** All students, in all settings are provided with standards-based instruction, universal screening, progress monitoring, and direct behavioral instruction to prevent the development of academic and/or behavior problems. Tier I support should meet the needs of at least 80% of all students in a given school.
- **Tier 2:** Systems of support are designed to provide additional interventions to students who have access to Tier 1 supports but are not responding to them. Approximately 10-15% of the students within a given school may need Tier 2 supports.
- **Tier 3:** The most intensive/individualized support system is provided for students who exhibit patterns of severe or extreme problem behavior. Student's needs are discussed at a structured meeting of the Student Support Team (SST), which oversees the intervention process. Almost 5% of students within a school will require this type of support.
- **Tier 4:** If a student does not respond to intensive/individualized support, the SST makes an appropriate referral for consideration of placement of the student in an appropriate Tier 4 program (i.e., Special Education, English to Speakers of Other Languages [ESOL], Gifted, or other program).

Problem-solving behavior occurs across all tiers of intervention, and supports are provided based upon the results of a student's response to instruction/intervention. For example, a student who does not respond well to Tier 1 behavioral instruction and interventions may also require supplemental behavioral interventions at Tier 2 and/or intensive individualized interventions at Tier 3. However, a student receiving intensive interventions at Tier 4 must also continue to be provided access to the school-wide Tier 1 behavioral instruction/interventions (i.e., core instruction) and may still benefit from some Tier 2 and/or Tier 3 supports. While the level of intervention is not considered a linear progression (as students may move throughout the continuum of supports as needed), the need to use data to match supports for students and decrease or increase the level of intervention intensity based upon how a student responds is critical (Childs, George, Kincaid, & Yampolskaya, in review). This tiered prevention model applies to both academic and behavior instruction and intervention to meet the needs of all students in a school.

How does PBIS improve student outcomes?

The framework of PBIS empowers school stakeholders to identify the needs of all students, match the level of support to the severity of the academic and/or behavior need, and then assess the students' responses to the intervention (Batsche, et. al, 2008). When schools develop a tiered framework with interventions aligned to each tier, they are able to organize a continuum of resources that are more effective and efficient in meeting the needs of all students. Therefore, implementation of school-wide PBIS improves school climate and culture, as well as the capacity of schools, families, and communities to design effective, safe environments for our schools.

At Tier I, PBIS consists of the development and implementation of a proactive and preventive school-wide discipline plan. The table below compares the core characteristics of PBIS to traditional school discipline practices.

In a school with PBIS	In a school with traditional discipline
A positive school environment is evident.	Staff and students are reactive and negative toward inappropriate behavior.
Educators teach, monitor, and acknowledge appropriate behavior before relying on punishment.	Parents and students are provided with the Code of Conduct and the consequences if students violate the rules.
Adhering to school-wide expectations and rules are taught and recognized.	Inappropriate behavior is more likely to be acknowledged than positive behavior.
A predictable, consistent, fair, and equitable disciplinary system is the norm.	Disciplinary practices, which are not based on data or research, are inconsistent. Consequences often lead to ISS/OSS (loss of instruction).
The school has a tiered support system to meet the needs of all students.	A system for providing students with a continuum of support is not present.

Source: adapted from School-wide Positive Behavior Supports: A Plan for Pennsylvania

Instead of waiting for children to violate rules (i.e., engage in problem behavior) or act out, PBIS creates an atmosphere that is conducive to learning and makes schools a place where behaving appropriately is encouraged and presented as the norm and where behavioral expectations are clearly taught and articulated as the norm on campus. PBIS serves as an alternative to traditional punitive, reactive approaches to discipline and has been shown to lead to dramatic positive outcomes. Schools that implement PBIS with high fidelity have shown to improve academic performance, reduce disciplinary problems, increase the sense of safety on campus, increase parent satisfaction and parent participation, and increase attendance. Some schools have realized up to a 60% reduction in disciplinary incidents following the first year of school-wide PBIS implementation (Bazelon Center for Mental Health Law Fact Sheet #1, 2009).

How does PBIS address specific concerns?

1. School Discipline Issues

Current literature on school-wide discipline places an emphasis on school-wide systems of support that include proactive strategies for defining, teaching, and supporting appropriate student behavior. The implementation of PBIS creates school environments where positive behavior is actively enforced while, simultaneously, students are helped to correct problem behaviors. PBIS provides a framework for schools to provide more intensive or targeted interventions to students who do not respond to primary intervention strategies.

"PBIS has created a more positive atmosphere at our school."

6th grade teacher, Newton County, GA Schools

2. Mental Health Concerns

PBIS provides an outstanding framework from which to enhance mental health promotion and intervention. Foundational to this work is a shared agenda in which families, schools, mental health systems, and other youth serving community systems work together to build a full continuum of multi-tiered programs and services for students and their families in both general and special education. These programs and services reflect integrated strategies to promote student wellness and success in school and to reduce both academic and non-academic barriers to learning and school success.

3. Juvenile Justice

The Child Protection and Public Safety Act (SB 127 & HB 641), or the "Juvenile Code Rewrite," will go into effect in Georgia on January 1, 2014. Advocates for reform have long argued for more effective ways to intervene with youth, and this legislation focuses on early intervention and effective alternatives to automatic detention. Under the new law, youth charged with status offenses will no longer be held in the state's detention centers; and complaints filed by school officials must be dismissed unless the school has already attempted to resolve the problem through educational approaches.

- Twenty-seven percent of the youth currently placed in a Youth Development Campus (YDC) and Regional Youth Detention Center (RYDC) are identified as students with disabilities.²
- Forty-four percent of youth in YDC and 38% of youth in RYDC are served on a mental health caseload.3

Many of these students will be returning to their local schools and will require additional supports. PBIS provides the framework, interventions, and progress monitoring that is essential to meet these requirements and becomes the school's mechanism for providing the supports needed by this population.

4. Bullying Prevention & Intervention

In 2012, the Georgia legislature passed the Bullying Law (O.C.G.A. 20-2-751.4), which focused on the prevention of bullying in Georgia schools by requiring schools to adopt policies to prevent and respond to bullying behavior.

From a PBIS perspective, successful prevention of bullying behavior is linked directly to teaching adults and students (a) what bullying looks like, (b) what to do before and when bullying behavior is observed, (c) how to teach others what to do, and (d) how to establish a positive and preventive environment that reduces the effectiveness of bullying behavior (Ross, Horner, & Stiller, 2009).

² C. Doyle (Personal Communication, April 17, 2013)

³ K. Gore (Personal Communication, April 18, 2013)

What Does PBIS Cost?

The Georgia DOE PBIS team provides training and technical assistance at no cost for districts that want to help their schools implement PBIS with fidelity. The current yearly operational budget for GaPBIS is an estimate and *does not reflect a 100% dedication to the PBIS effort. It is estimated that the state coordinator devotes 60% of time towards PBIS while each specialist dedicates up to 70% toward PBIS.* A summary of the operations budget is as follows:

- Approximate yearly budget = \$700,000
- \$700,000 = 5 employees: 4 program specialists, 1 program manager
- Training outcomes from 4 specialists since 2008:
 - More than 350 Georgia schools and programs trained
 - 350 represents 15% of the schools in Georgia

Future Budgetary Considerations to Reach Goals

In order for the GaPBIS team to increase training and technical assistance with high fidelity outcomes by 50% within a 5 year timeframe, the full-time equivalent (FTE) or percent of time allotted to PBIS support for both the program manager and the four assigned program specialists will need to increase to 100%. The PBIS Team will also need to consider an expansion of personnel to meet critical areas of program evaluation and district/school training and coaching. These needs would equate up to three program specialists at full-time equivalent work devoted to PBIS.

What are the financial considerations at the District/School level?

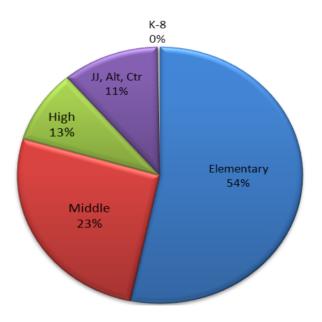
At the district and school level, funding for implementing PBIS can vary. Costs are determined by number of schools in the district participating, personnel needs (assigning or reallocating job responsibilities such as district coordinator, and/or coach), need for substitute teachers, improvements to local data management system, and PBIS materials. Applying for grants may supplement or pay for the implementation costs.

What is the current status of PBIS in Georgia?

Since 2008, Georgia has been an active PBIS state as recognized by the national Technical Assistance Center on PBIS. The goal at the Georgia Department of Education (GaDOE) is to support high fidelity implementation of PBIS in schools across the state. The GaDOE PBIS team facilitates district-level planning and provides school team training, technical assistance and ongoing coaching to district coordinators in order to build capacity and support the PBIS process.

Schools Trained

More than 350 Georgia schools and programs have been trained by the GaDOE PBIS team since 2008. These schools represent all regions of the state, are implementing the PBIS framework. Requests for training are expected to double during the 2013-2014 school year.

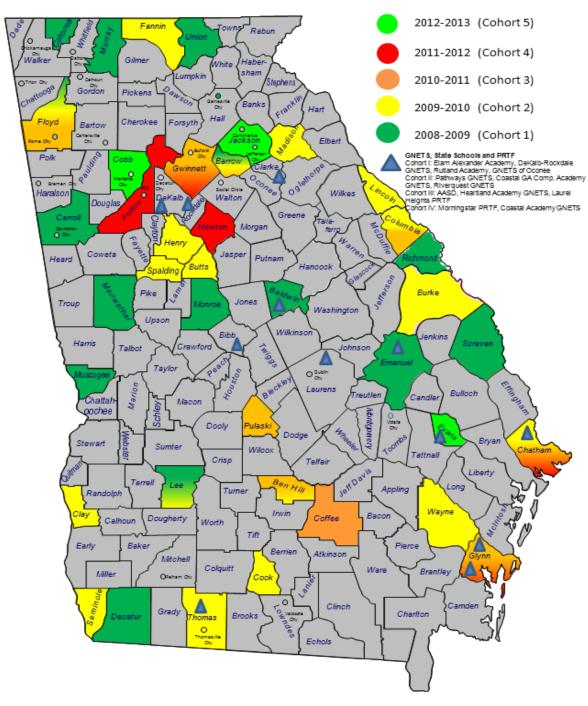




Types of Schools Trained

Of those schools trained by the GaPBIS team, 13% are high schools, 23% are middle schools, 54% are elementary schools, and 11% represent a combination of the following: Georgia Network Therapeutic Supports programs (GNETS), alternative schools, and State Schools.

Georgia School-wide PBIS Cohorts Groups



"Only 16% of our student body has had an office discipline referral!"

School counselor, Lincoln County, GA Schools

Are there school districts in Georgia implementing PBIS with fidelity?

Monroe, Lincoln, Barrow, Griffin-Spalding, Madison, Murray, and Lee Counties have district-wide implementation of PBIS. Their reported reductions in discipline events and increased learning opportunities have been encouraging. Below reflects data from district schools implementing PBIS with fidelity:

Griffin-Spalding Schools (2009-present)

Southern Crescent: Griffin-Spalding Schools has had district-wide implementation of PBIS since 2009. The discipline outcomes realized over time have been impactful.

- Out-of-school days have been reduced by 30%
- Bus referrals have been reduced by 53%
- The graduation rate has increased by 10%

Gwinnett County Schools (2010-present)

Metro-Atlanta: Gwinnett County, which has committed to having thirty-three schools trained, represents the largest metro commitment. Currently, sixteen schools are implementing PBIS with fidelity. Other notable achievements that have resulted from their implementation:

- Two schools were highlighted at 2013 SSTAGE conference for Best Practices with PBIS
- In 2012, five schools were spotlighted for an international exchange of Dutch educators interested in implementation of PBIS

Lee County Schools (2008-present)

South Georgia: Lee County Schools has implemented PBIS in all schools since 2008. Lee County was in the first GaPBIS cohort trained by Dr. Heather George. As a result of their commitment to district-wide implementation, they have seen positive outcomes.

- 35% reduction in average office discipline referrals (ODRs) per day system wide
- 24% reduction in out-of-school suspension days system-wide
- 58% reduction in total discipline incidents that resulted in ODRs system wide

Murray County Schools (2008-present)

North Georgia: Murray County has implemented PBIS district-wide since 2008-2009. The discipline outcomes realized over time have been significant.

- Discipline events have reduced in Murray County Schools by 45%
- Discipline actions (ISS,OSS, Detention) assigned by administrators reduced by 37%
- The graduation rate has improved by 14%

"PBIS has enabled us to have more consistency throughout our school."

Assistant Principal, Pepperell Elementary School, Floyd County

How do we know schools are doing it right?

While training schools in PBIS is important, the level of implementation fidelity is most critical in order to realize student outcomes. Regardless of the interventions selected, every intervention must be implemented as intended (i.e., with fidelity). According to Merriam-Webster (n.d.), fidelity is "strict observance of promises, loyalty, adherence to fact or detail, accuracy, and exactness." Carefully appraising a school-wide system of support involves an investigation of whether the system (i.e., school) maintained integrity by adhering to the specific components (i.e., critical elements) identified as essential practices at the universal level of behavior support (George & Childs, 2012).

The GaPBIS team, working in consultation with the National PBIS Technical Assistance Center, has incorporated the Benchmarks of Quality (BoQ) to measure fidelity of implementation. During Fiscal Year 2013, 120 Georgia schools were identified as implementing PBIS with fidelity.

SUMMATIVE ASSESSMENT

The Benchmarks of Quality

Georgia utilizes the school-wide Benchmarks of Quality (BoQ) (Cohen, Kincaid, & Childs, 2007) to assist in evaluating the fidelity of PBIS in Georgia schools. Data on this instrument, including internal consistency, test-retest reliability, and inter-rater reliability, have been collected and analyzed to determine that this tool is reliable, valid, efficient, and a useful instrument for measuring the fidelity of implementation of the universal level of PBIS application in schools.

In FY-2012, the GaPBIS team incorporated the BoQ rating into an evaluation rubric similar to the GaDOE's School-Improvement model to assess high-fidelity of implementation. **Operational** PBIS schools in Georgia are implementing all PBIS elements with a very high degree of fidelity. **Emergent** schools are implementing most of the PBIS elements.

Operational Schools	Emergent Schools	Participating Schools
23	93	154

FY-2012 Implementation Fidelity Classifications for Georgia PBIS Schools

FORMATIVE ASSESSMENTS

The Walkthrough

An independent observation or "Walkthrough" of Tier 1 implementation is carried out once a semester. District support staff informally assesses the visibility of PBIS at a given school. The observer provides feedback to the PBIS Team in order to allow for improvement. Evidence indicates that successful Walkthrough data correlates to successful BoQ scores.

The Team Implementation Checklist

The Team Implementation Checklist (TIC) is designed to assist school teams in monitoring Tier 1 Positive Behavioral Interventions and Supports implementation activities, as well as to guide action planning of PBIS in the school. The GaPBIS Team teaches district support staff how to complete, input, and assess the results from a TIC. Depending on the results, one to three TICs are completed during each school year. Scores of 70% and above require no additional TICs during the year, while scores below 70% indicate the need additional support and assessments.

The GaPBIS Team uses the BoQ, TIC, and Walkthrough data to assess fidelity of implementation in congruence with current research and trends. This fidelity process ensures that evidence-based features of PBIS are being maintained and are not being reduced to simply a reward system.

What are the PBIS efforts in Georgia's Department of Juvenile Justice? Schools across the nation that have implemented PBIS have experienced overwhelmingly positive effects on school climate, reduction in problem behavior, enhanced instructional outcomes and increased efficiency in school-wide discipline (Nelson, Sugai, & Smith, 2005).

In 2012, Georgia began a PBIS roll-out into all the Department of Juvenile Justice (DJJ) facilities under the direction and supervision of Kristine Jovliette, Ph.D., at Georgia State University. In February of 2013, Avery D. Niles, Commissioner of the Georgia Department of Juvenile Justice signed Policy #18.6 Positive Behavior Interventions and Supports (PBIS). The policy states:

The Department of Juvenile Justice secure facilities shall hold youth accountable for their behaviors through a system of positive behavior interventions and supports that provide (1) a common set of expectations for youth behavior expressed in positive terms, (2) instructional procedures for teaching, modeling and reinforcing positive behavior and interventions, and (3) supports for youth who engage in problem behavior.

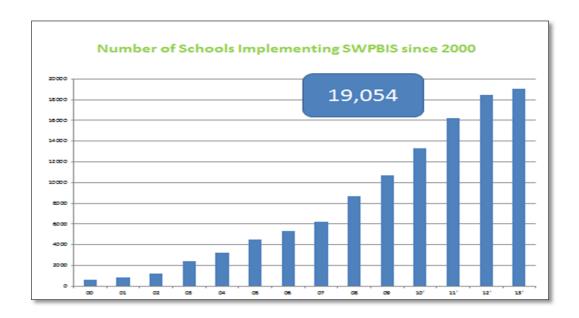
PBIS in the Georgia Department of Juvenile Justice

- 27 secure facilities in Georgia
- 7 Youth Development Campuses (YDCs)
- 20 Regional Youth Detention Centers
- 80-200 beds in YDCs
- 30-200 beds in RYDCs
- Approximately 1900 youth in detention on a given day

What is the National Technical Assistance (TA) Center on PBIS?

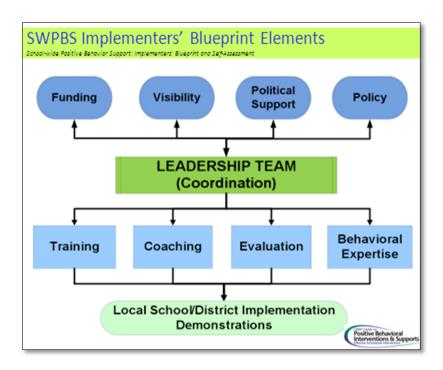
In the reauthorization of the Individuals with Disabilities Education Act (IDEA) of 1997, a grant to establish a national Center on Positive Behavioral Interventions and Supports was legislated in order to disseminate and provide technical assistance to schools on evidence-based practices for improving supports for students with behavior disorders. Given the results of previous work in the 1980s, researchers at the University of Oregon successfully competed for the opportunity to develop the PBIS Center. A defining feature of the original center was the establishment of a partnership comprised of researchers and implementers from universities and prominent providers of specialized supports from across the country (Sugai & Simonsen, 2012).

The National Technical Assistance (TA) Center on PBIS has been established by the Office of Special Education Programs, US Department of Education to provide schools with capacity-building information and technical assistance for identifying, adapting, and sustaining effective school-wide disciplinary practices. A network of experts supporting school-wide implementation of PBIS, called PBIS Resource Agents, support collaboration among states and districts and oversee Center activities across the country. Resource Agents are available to states for assessment of implementation, leadership team facilitation, technical assistance, and development of training and evaluation modules and tools. The PBIS Center is currently in Year 15 (third 5-year grant cycle) and has assisted in shaping the PBIS framework (also referenced as "school-wide positive behavior supports") and, as reported by the OSEP TA Center, 2012, in providing direct PBIS professional development and technical assistance to almost 20,000 schools (see figure below). Some of these schools implement their programs in isolation, while others are part of school district, state, or regional network of support.

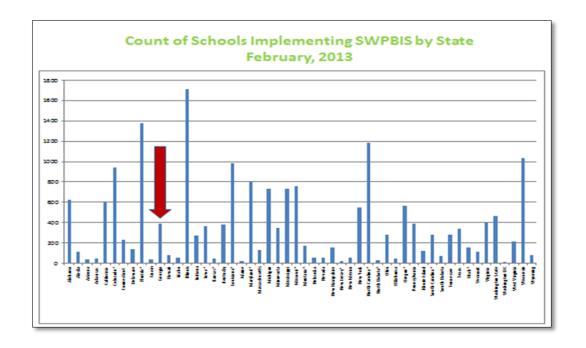


Other Center activities include (a) web-based collection and dissemination of evidence-based behavior practices and systems, (b) two national leadership and dissemination conferences

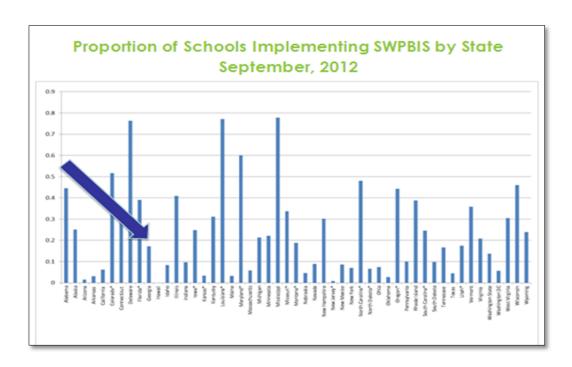
(October Leadership Forum, and March partnership with the Association for Positive Behavior Supports), (c) three best-practices and systems "blueprints" (Implementation, Evaluation, and Professional Development), (d) numerous publications and professional presentations, and (e) school, district, and state implementation demonstrations. The figure below depicts the blueprint elements for PBIS implementation at a school, district, state, and/or regional network level.



Many states across the country have a statewide infrastructure in place to support schools implementing PBIS. The figure below provides a graphic of the number of documented schools across the nation that has been trained and is actively implementing PBIS. These data are collected by schools, regions, districts and states that enter into www.PBISApps.org, a free and voluntary database platform for entering and analyzing implementation data, or as reported to the identified PBIS Resource Agent.



These data must be examined further to determine the number of schools trained per state in relation to the total number of schools in the state. This examination offers a more accurate picture of the number of schools throughout a state that have been trained and provides a state team with a more meaningful view of PBIS activity. For example, while Georgia has trained more than 350 schools, this number accounts for less than 20% of Georgia schools.



Established State PBIS Projects

Information regarding states implementing statewide PBIS supports can be found on the national website: www.pbis.org. Below is an abbreviated list of established state PBIS projects.

Colorado http://www.cde.state.co.us/pbs/

Delaware http://delawarepbs.org/

Florida http://flpbs.fmhi.usf.edu

Georgia http://www.doe.k12.ga.us/Curriculum-Instruction-and-Assessment/Special-

Education-Services/Pages/Positive-Behavioral-Interventions-and-

Support.aspx

Illinois http://www.pbisillinois.org/

lowa http://www.educ.drake.edu/rc/alliance.html

Kentucky http://www.kycid.org/

Maryland http://www.pbismaryland.org/

Michigan http://miblsi.cenmi.org/Home.aspx

Minnesota http://www.pbismn.org/

Missouri http://pbismissouri.org/

New York http://nyspbis.org/

North Carolina http://www.ncpublicschools.org/positivebehavior/

New Hampshire http://www.nhcebis.seresc.net/

Oregon http://www.ode.state.or.us/search/page/?id=553

Pennsylvania http://www.papbs.org/Home.aspx?PageID=68a5038d-36df-414f-8e1f-

<u>a78737463ace</u>

Virginia http://ttac.odu.edu/pbisva/

Wisconsin http://www.wisconsinpbisnetwork.org/

What is Georgia's PBIS State Summit?

In August 2013, the Georgia Department of Education will bring together key stakeholders to inform the development of a state plan that will provide a roadmap of how Georgia can promote and support the implementation of PBIS in schools across the state.

Goals of the summit are to identify

- Barriers to successful implementation of PBIS with fidelity at the local level
- Resources needed by districts and schools to implement PBIS with fidelity
- Resources available to assist districts and schools in implementing PBIS with fidelity
- State infrastructure needed to build the capacity and increase the sustainability of PBIS
- Opportunities to realign existing resources to address resource gaps

Invited stakeholders will include representatives from

- Georgia Department of Education
- Georgia State Board of Education
- University research and technical assistance partners
- State health, mental health, juvenile court, and juvenile justice agencies
- School districts
- School administrators
- School Regional Education Service Agencies
- Parents
- Professional educator associations
- Advocacy organizations
- Georgia Chamber of Commerce
- Georgia Legislators

The invited stakeholders are experts from a range of disciplines that have a vested interest in supporting the mental, social, emotional, and behavioral needs of children and youth in Georgia. During the summit, the group will begin to identify the goals and objectives needed to create a statewide PBIS implementation plan to support the needs of all Georgia schools.

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