



*Improving Schools,
Engaging Students*

Center Report . . .

Community Schools: Working Toward Institutional Transformation

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Preface

“It is not enough to say that all children can learn or that no child will be left behind; the work involves . . .

achieving the vision of an American education system that enables all children to succeed in school, work, and life.”

(From the 2002 mission statement of the
Council for Chief State School Officers – CCSSO)

If all youngsters are to have an equal opportunity to succeed at school and in life, schools must move significantly beyond prevailing approaches to school improvement. Needed is fundamental institutional *transformation* that promotes effective collaboration among schools, families, and communities. Such a transformation is essential to enhancing achievement for all, closing the achievement gap, reducing dropouts, and increasing the opportunity for schools to be valued as treasures in their neighborhood.

Institutional transformation, of course, involves major systemic changes. And, when one of the institutions is public education, the complications stemming from the scale of schooling in the U.S.A. can feel daunting to say the least.

Currently, a number of initiatives are pursuing the goal of addressing what’s missing in prevailing school improvement efforts. One of these initiatives is the Community School movement.

Over the years, Community Schools have sprouted in a rather dramatic and ad hoc manner and now the term has become popular enough that it is being used by more and more sites. With a view to moving forward, it is time to clarify the concept, place it into the context of school improvement and institutional transformation, and do some analyses of what has developed.

To these ends, this report explores

- the concept of Community Schools
- the state of the art
- guiding frameworks for designing interventions at a community school
- the process of school-family-community collaboration
- considerations related to moving forward

A variety of our Center’s documents present policy and practice analyses and explore new directions with respect to these matters. The following report draws on several of those works, all of which reflect what we have learned from many folks over the years. And, of course, all our work benefits from the staff and graduate and undergraduate students who work at the Center.

We believe the report’s content represents a timely and progressive approach to the topic. At the same time, the field is seen as in a state of continuous evolution. Thus, we are extremely interested in any and all feedback. Please send all comments to us care of ltaylor@ucla.edu .

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Introduction. Community Schools: An Interventionist Perspective

Too many schools are islands within their communities.

While every school is located in a neighborhood, only a few designate themselves as *Community Schools*. And, those that do vary considerably in the nature and scope of what they mean by the term. For some the term is adopted mainly to indicate a school's *commitment* to finding better ways to involve families and link with other community stakeholders. Others adopt it to reflect the implementation on campus of family centers, volunteer and mentor programs, school-based health centers, a variety of co-located health and human services, and efforts to extend the school day for learning and recreation. The most comprehensive Community Schools are involved in formal collaborations focused on weaving together a wide range of school and community resources (including the human and social capital in a neighborhood) in order to produce expansive results for children, families, schools, and neighborhoods.

Supporters of Community Schools often are drawn to the term because of their concern with improving school climate, changing school culture, focusing on the whole child, addressing diversity needs, and taking a "broader and bolder approach" in order to transform public education. Diverse concepts commonly raised in discussions of Community Schools include establishing a psychological sense of community; promoting well-being, resilience, and protective factors; increasing student and family empowerment and collaborative governance; pursuing culturally responsive pedagogy and advocacy-oriented assessment; and ensuring social justice and equity of opportunity.

Terminology aside, the reality is that schools, families, and communities all affect each other (for good or ill). From an intervention perspective, it is evident that dealing with multiple, interrelated concerns, such as poverty, child development, education, violence, crime, safety, housing, and employment requires multiple and interrelated solutions. Interrelated solutions require various forms of collaboration. Thus, in pursuing shared goals related to education, development, and socialization of the young and the general well-being of society, it behooves schools, homes, and communities to work together.

With all this in mind and despite the variability in policies and practices found at sites that designate themselves as *Community Schools*, we embrace the term for its symbolic value. From our interventionist viewpoint, at its core the term (a) reflects the fact that schools, families, and communities are interlocking pieces that shape a society's character and viability, (b) encourages a focus on working together to address overlapping concerns, and (c) expands school improvement policy and practice beyond the prevailing limited focus on academic performance to encompass commitment to whole child development.

One of the most important, cross-cutting social policy perspectives to emerge in recent years is an awareness that no single institution can create all the conditions that young people need to flourish

Melaville & Blank (1998)

I. Community Schools: School-Family-Community Collaborations

As defined by the Coalition for Community Schools (Blank, Berg, & Melaville, 2006), “a community school is both a place and a set of partnerships between the school and other community resources.” The Coalition stresses that these schools have “an integrated focus on academics *and* family support, health and social services, and youth and community development that leads to improved student learning, stronger families and healthier communities.” Furthermore, the Coalition’s vision for Community Schools describes them as sharing the following characteristics:

- The school has a core instructional program with qualified teachers, a challenging curriculum, and high standards and expectations for students
- Students are motivated and engaged in learning – both in school and in community settings, during and after school
- The basic physical, mental, and emotional health needs of young people and their families are recognized and addressed
- There is mutual respect and effective collaboration among parents, families and school staff

Community engagement helps promote a school climate that is safe, supportive and respectful and that connects students to a broader learning community

Many schools endorse the vision implied above, and some of these call themselves Community Schools.* It is not clear how many schools have adopted the designation, never mind how many have achieved the vision. What seems clear is that developing a school that fits the vision requires school, family, and community stakeholders to collaborate in a relentless manner over a period of years. A fully developed Community School only *emerges* when such a collaboration effectively plans and implements the functions essential to approximating the various facets of the vision.

It is important to emphasize here that bringing together stakeholders is not the same as establishing an effective collaboration. Besides schools that designate themselves as Community Schools, many others across the country bring together stakeholders for various purposes. In all cases, the nature and scope of stakeholder relationships to each other varies considerably. Such relationships frequently are referred to as partnerships; however, too often this is a premature characterization. Some don’t even constitute a meaningful collaboration. While it is relatively simple to make informal links to accomplish specific tasks (e.g., linking with a few service agencies or after school program providers), it is much more difficult to establish major long-term collaborative partnerships to develop and evolve formal and institutionalized sharing of a wide spectrum of responsibilities and resources.

Developing partnerships involves more than articulating a complementary vision, it requires significant policy, accountability, and systemic changes that are codified in formalized contract-like agreements.

*The concept of Community Schools should not be confused with the geographic designation, *Community School Districts*, used by a variety of districts across the country. In such districts, there may or may not be schools that are pursuing the Community School vision.

II. State of the Art

Not surprisingly, there is little clarity about the current status of Community Schools. Some cataloguing has begun, but there is no complete picture of the scope of activity (Blank, Melaville, & Shah, 2004; Coalition of Community Schools, 2007).

The discussion in this section suggests (a) there is growing interest in developing Community Schools, (b) the movement is being actively advocated, and (c) there is a body of research findings that can be used to support advocacy. We also raise some concerns that need to be addressed.

In general, it is fair to say that schools designating themselves as Community Schools vary widely in both their commitment to implementing the comprehensive vision for such enterprises and their stage of development. In addition, school districts vary in their commitment to going to scale with Community Schools.

Schools serving low-income families are a particular focus of those who promote Community Schools. Strong school-family-community connections are viewed as critical in impoverished communities where schools often represent the greatest investment of public resources. (Ironically, they may be the largest pieces of *public* real estate, facilities, and material resources in a neighborhood, but restricted access makes them largely unavailable as community resources; they often are the single largest employer, yet hire few neighborhood residents.)

It should be noted that many efforts to collaborate have not taken the form of a Community School. However, major facets of the Community School vision are observable in various levels and forms of school, community, and family collaboration that are underway, including statewide initiatives. To date, most are small scale efforts, often demonstration projects, designed to incorporate health, mental health, and social services into *centers* (including health centers, family centers, parent centers). These centers are established at or near a school and use terms such as school-linked or school-based services, coordinated services, wrap-around services, one-stop shopping, full service schools, systems of care, and community schools.*

When Community Schools and other forms of collaborative enterprise are developed as part of funded projects, the aims generally are to improve coordination and eventually integrate services/programs and enhance their links to school sites. Scope varies. Many of the projects want to improve access to physical and mental health services and enhance coordination with social service programs (foster care, family preservation, child care, juvenile probation). In addition or as a primary focus, some are concerned with (1) expanding after school academic, recreation, and enrichment, including tutoring, youth sports and clubs, art, music, and museum programs, (2) building systems of care, including case management and

*In practice, the terms *school-linked* and *school-based* encompass two separate dimensions: (a) where programs/services are *located* and (b) who *owns* them. Taken literally, school-based should indicate activity carried out on a campus, and school-linked should refer to off-campus activity with formal connections to a school site. In either case, services may be owned by schools or a community based organization or in some cases may be co-owned. As commonly used, the term school-linked refers to community owned on- and off-campus services and is strongly associated with the notion of coordinating services.

specialized assistance, (3) reducing delinquency, including truancy prevention, conflict mediation, and violence reduction, (4) enhancing transitions to work, career, and post-secondary education, including mentoring, internships, career academies, and job shadowing and job placement programs, and (5) strengthening schools and community connections through adopt-a-school programs, use of volunteers, mentors, and peer supports, and development of neighborhood coalitions.

Growing Interest

Interest in connecting schools and communities appears to be growing at an exponential rate (Center for Mental Health in Schools, 2005a; Southwest Regional Educational Laboratory, 2001). For schools, enhancing connections with the community is seen as a way to provide more support for schools, students, and families and as possibly promoting greater engagement of students, families, and community stakeholders. For agencies, a connection with schools is seen as providing better access to families and youth and thus as providing an opportunity to expand their client base, including reaching and having an impact on publically funded clients. This has led to agencies formalizing linkages to schools, including co-locating some services on school campuses.

Interest in connecting school and community stems from different agenda

The interest in collaboration is bolstered by the widespread recognition of the extensive and costly fragmentation of school and community interventions. For the most part, this has led to a policy and practice focus on strategies to enhance communication and coordination and, where feasible, integrate resources with a view to having a greater impact on addressing “at risk” factors and sometimes with a focus on promoting healthy development (Center for Mental Health in Schools, 2007).

Concern has arisen about the widespread agenda of community agencies mainly to establish linkages with schools for purposes of increasing access to clients and enhancing coordination and integration of services. Such a narrow focus often ends up limiting the nature and scope of collaboration at Community Schools. For example, this limited agenda downplays systemic integration with the various education support programs and services that schools own and operate, and it fails to harness the full range of resources in homes and neighborhoods. And, perhaps even worse, the overemphasis on co-locating community services on campus has conveyed the mistaken impression that community services can effectively meet the needs of schools in addressing barriers to learning and teaching. This has led some policy makers to view the linking of community services to schools as a way to free up the dollars underwriting school-owned services. The reality is that even when one adds together community and school assets, available resources in impoverished locales are woefully underfinanced. In

situation after situation, it has become evident that as soon as the first few schools in a district co-locate community agency services on their campuses, local agencies find they have stretched their resources to the limit.

Where's It Happening?

The Coalition for Community Schools periodically tries to convey a picture of their movement's progress. Their report entitled: *Community Schools for All: A Case Statement and strategic plan – 2007-2014* indicates that there is a commitment to move comprehensive community school initiatives to scale in Baltimore, MD; Chicago, Ill; Evansville, IN; Lincoln, NE; Montgomery County, MD; Multnomah County, OR. Portland, OR; and Tukwila, Washington; Tulsa, OK. On a state level, the Coalition reports that Illinois, New York, Oregon, and Pennsylvania are “developing state-wide community school strategies.” The report also highlights specific examples of efforts to develop community schools across the country.

Advocacy

In 2007, advocacy for Community Schools resulted in enactment of legislation to fund a *Full-Service Community Schools Program* and house it in the Department of Education's Office of Innovation and Improvement. Prior to this, advocacy for various forms of school-community connections were and continue to be embedded into policies and practices related to divergent school and community interests and initiatives.

Divergent policies and practices

For example, on the school side, a focus on both parent and community involvement at schools during and after the school day are features of the *No Child Left Behind Act* and the *Individuals with Disabilities Education Act*. An additional push toward school and community collaboration is generated by the emphasis in these acts on supplemental and special services, extended learning, and school-to-career opportunities.

On the community side, a major thrust has come from federal, state, and local efforts to reform community agencies and connect agencies and schools, another has come from the business community, a third has come from the community school movement, and a fourth involves social activists, community-based organizations, and institutions of higher education (e.g., philanthropic foundations, the Children's Defense Fund, Communities in Schools, groups concerned with organizing communities, groups focused on youth development, groups representing “minorities”). For families, efforts to

connect with schools also vary with respect to specific group agenda (e.g., PTA, family organizations representing students with learning, behavior, or emotional problems).

Cross cutting these sectors is advocacy for bringing schools-communities-families together to focus on a specific problem, such as raising achievement, addressing youth violence, combating substance abuse, enhancing physical and mental health, and so forth. For example, on a local level, collaboratives often are established because of the desire to address a pressing problem or in the wake of a crisis. A few are driven by a comprehensive vision for weaving together a critical mass of resources and strategies to strengthen youngsters, families, schools, and neighborhoods (e.g., by enhancing the focus on safe and caring schools and neighborhoods; positive development and learning; personal, family, and economic well-being; and more).

Exhibit 1 highlights various initiatives that contribute to pursuit of the Community School vision.

Research Findings

Larry Cuban (1988) and others have cautioned against researchers becoming cheerleaders for specific school reforms. So, at the outset, we need to acknowledge that there is relatively little *generic* conceptual, research, and practice literature specifically on Community Schools.

While well-designed research is sparse, a reasonable inference from available data is that school-community collaboration can be successful and cost effective over the long-run. Minimally, such efforts encourage schools to open their doors and enhance opportunities for community and family involvement. They also can expand and improve access to and coordination of interventions. And, overtime, they can play a significant role in strengthening children, families, schools, and neighborhoods.

Thus, despite the fact that research on Community Schools is in its infancy, there is sufficient informal and formal evidence to support advocacy. Also, informal support comes from many “natural” experiments that underscore the value of key facets of the Community School vision. These natural experiments are playing out in every school and neighborhood where families are affluent enough to purchase the additional programs and services they feel will maximize their youngsters' well-being. It is obvious that those who can afford such interventions understand their value. And, not surprisingly, most indicators of well-being, including higher achievement test scores, are correlated with

Exhibit 1

Efforts to Connect School, Family, and Community

COMMUNITY SCHOOLS MOVEMENT

While the community school movement often is discussed in terms of *full service community schools* (e.g., Dryfoos & Maguire, 2002), the movement is much more diverse than this term implies. The community school and youth development movements have spawned school-community collaborations whose vision goes beyond a narrow service emphasis. They encourage a view of schools not only as community centers where families can access services, but as hubs for community-wide learning and activity. In doing so, they encompass concepts and practices aimed at promoting protective factors, asset-building, wellness, and empowerment. Included are efforts to establish full-fledged community schools, programs for community and social capital mobilization, and initiatives to establish community policies and structures that enhance youth support, safety, recreation, work, service, and enrichment. Their efforts, along with adult education and training at neighborhood schools, are changing the old view that schools close when the youngsters leave. The concept of a “second shift” at a school site to respond to community needs is beginning to spread.

Surveys reported by the Coalition for Community Schools suggest the number of school-community initiatives is “skyrocketing” (e.g., Blank, Berg, & Melaville, 2006; Blank, Melaville, & Shah, 2004; Melaville & Blank, 1998). Moreover, the diversity across initiatives in terms of design, management, and funding arrangements is described as daunting to summarize. From the perspective of the Coalition, (1) the initiatives are moving toward blended and integrated purposes and activity and (2) the activities are predominantly school-based and the education sector plays “a significant role in the creation and, particularly, management of these initiatives” and there is a clear trend “toward much greater community involvement in all aspects” of such initiatives – especially in decision making at both the community and site levels. The Coalition also stresses that “the ability of school-community initiatives to strengthen school functioning develops incrementally,” with the first impact seen in improved school climate. With respect to sustainability, their findings support the need for stable leadership and long-term financing. Melaville and Blank note:

“The still moving field of school-community initiatives is rich in its variations. But it is a variation born in state and local inventiveness, rather than reflective of irreconcilable differences or fundamental conflict. Even though communication among school-community initiatives is neither easy nor ongoing, the findings in this study suggest they are all moving toward an interlocking set of principles. An accent on development cuts across them all. These principles demonstrate the extent to which boundaries separating major approaches to school-community initiatives have blurred and been transformed. More importantly, they point to a strong sense of direction and shared purpose within the field.”

With respect to evaluations, the Coalition reports suggest that Community Schools contribute to enhanced family engagement with children and schools, student learning, and some neighborhood revitalization (Blank, Melaville, & Shah, 2004; Blank, Berg, & Melaville, 2006; Dryfoos, 2003). For example, using district reports, Blank and his colleagues (2006) conclude that “Community school initiatives show positive results across a range of indicators including academic performances, attendance, parent involvement, student motivation and connection, and teacher attitudes.” Among the specifics they note: “In Chicago, 81 percent of community schools are showing improvement in academic achievement versus 74 percent of regular public schools.” “In Long Beach [CA], 90 percent of parents indicated that their child’s behavior had improved, 83 percent that their grades had improved and 88 percent that their child was completing homework more often.”

(cont.)

INITIATIVES TO LINK COMMUNITY SERVICES TO SCHOOLS

Initiatives to link services to schools gained impetus from efforts to reform community health and social services with the aim of reducing fragmentation and increasing access and effectiveness. In the 1960s, concern about the fragmented way *community* health and human services are planned and implemented led to the human service integration movement which initially sputtered, but then was renewed and has grown steadily over the 1990s and into the present decade. The hope of this movement is to better meet the needs of those served and use existing resources to serve greater numbers. To these ends, there is considerable interest in developing strong relationships between school sites and public and private community agencies.

As would be anticipated, most initial efforts focus on developing informal relationships and beginning to coordinate services. In the 1990s, a nation-wide survey of school board members indicated widespread presence of school-linked programs and services in school districts (Hardiman, Curcio, & Fortune, 1998). For purposes of the survey, school-linked services were defined as “the coordinated linking of school and community resources to support the needs of school-aged children and their families.” The researchers conclude: “The range of services provided and the variety of approaches to school-linked services are broad, reflecting the diversity of needs and resources in each community.” They are used to varying degrees to address various educational, psychological, health, and social concerns, including substance abuse, job training, teen pregnancy, juvenile probation, child and family welfare, and housing. For example, and not surprisingly, the majority of schools report using school-linked resources as part of their efforts to deal with substance abuse; far fewer report such involvement with respect to family welfare and housing. Most of this activity reflects collaboration with agencies at local and state levels. Respondents indicate that these collaborations operate under a variety of arrangements: “legislative mandates, state-level task forces and commissions, formal agreements with other state agencies, formal and informal agreements with local government agencies, in-kind (nonmonetary) support of local government and nongovernment agencies, formal and informal referral network, and the school administrator’s prerogative.” About half the respondents note that their districts have no policies governing school-linked services.

Considerable attention also has been paid to linkages to enhance outcomes for students with emotional disturbance and their families. This population is served by classrooms, counseling, day care, and residential and hospital programs. It is widely acknowledged that all involved need to work together in providing services, monitoring and maintaining care, and facilitating the transitions to and from services. To address these needs, considerable investment has been made in establishing what are called *wrap around services* and *systems of care*. The work has tended to be the focus of multi-disciplinary teams, usually without the support of a collaborative body. Initial evaluations of systems of care have been discussed in terms of the difficulty of studying linkages, and the policy issues that arise regarding appropriate outcomes and cost-effectiveness. We would add that the studies highlight the need for the involvement of a school-community collaborative.

PARENT AND OTHER STAKEHOLDER INVOLVEMENT INITIATIVES

Initiatives for parent involvement are based on over 30 years of research indicating a significant relationship between family involvement and student success (e.g., Epstein and her colleagues, 2002; Henderson & Mapp, 2002). Currently, they also are bolstered by the policy intent of the *No Child Left Behind Act* to inform and empower parents as decision makers in their children’s education.

One facet of parent involvement initiatives focuses on parent participation as members of school-community collaborative bodies. This is bolstered by calls for ensuring a broad range of stakeholder participation to establish an appropriate democratic base for collaboration. Commitment to a broad base of stakeholders not only increases family and community involvement, it may be an essential facet of sustaining collaborative efforts over the long-run.

(cont.)

However, observation of many collaborative bodies around the country suggest that they still consist mainly of professionals. And, when there is family and other general citizen involvement, it may be limited to a few representatives of powerful organizations or to “token” participants who are needed and expected to “sign-off” on decisions. Genuine involvement of a wide-range of representative families and citizens requires a deep commitment to recruiting and building the capacity of such stakeholders so that they can competently participate as enfranchised and informed decision makers.

Finally, it should be noted that research findings stress that the impact of family and community involvement also is undercut in the absence of effective classroom and school-wide interventions (e.g., Bryk & Schneider, 2002; EdSource, 2006).

CALLS FOR STRENGTHENING NEIGHBORHOODS, FAMILIES, AND SCHOOLS

Various analysis combine to argue for enhanced emphasis on community, school, and family collaboration. For example, Schorr’s (1997) analysis concludes that a synthesis is emerging that "rejects addressing poverty, welfare, employment, education, child development, housing, and crime one at a time. It endorses the idea that the multiple and interrelated problems . . . require multiple and interrelated solutions."

Warren (2005) argues that the success of urban school reform depends on the revitalization of the surrounding communities. This calls for school-community collaborations, which he categorizes as involving (1) the service approach, which he equates with the community full service schools movement, (2) the development approach seen as embodied in community sponsorship of new schools such as charter schools, and (3) the organizing approach involving direct efforts of community-organizing groups to foster collaboration with schools.

From the perspective of community organizing to transform schools, Lopez’s (2003) research review concludes that a body of evidence supports the position that community organizing strengthens school reform efforts. However, she goes on to stress that:

“it is only one among different pathways that connects schools and low-income communities to achieve a shared vision of success for all students. Another approach is the creation of learning communities based on the principles of parent and community involvement, collaborative governance, culturally responsive pedagogy and advocacy-oriented assessment, which can produce outstanding results for migrant and low-income students (Reyes, Scribner & Scribner, 1999). Also, in schools where trust is established through the daily interactions of the school community, the achievement of low-income and ethnically diverse students improves over time (Bryk & Schneider, 2002). What community organizing shares with these other approaches is the social capital that works toward the best interests of students. What makes it different is turning social capital into political capital. Community organizing focuses not only on school reform, but also on empowerment. It drives home the point that parents and communities are powerful agents of reform. Because school reform is a political issue, organizing builds the political will to ensure that poor schools gain access to the resources they need to improve the quality of education.”

McGrath (2008) suggests the term *convergence* to capture what is emerging as “a new and more powerful model” that integrates educational reform and economic development for community and school transformation. He defines convergence as “a strategic approach that forms networks of organizations linked by bonds of collaboration and interdependent action.” He reports findings from across Ohio and delineates policy implications.

socio-economic status. Moreover, available data underscore many societal inequities that can be remedied through public policy that expands school improvement planning and implementation beyond a narrow focus on academic achievement and that promotes school-family-community collaboration.

Support for the Community School vision also is garnered from a broad-based culling of available intervention literature. To date, most *formal* studies primarily have focused on *specific* interventions. This has produced a diverse but piecemeal set of reports about positive outcomes (for students, schools, and society) for a wide range of practices. We have suggested that the findings are best appreciated in terms of the whole being greater than the sum of the parts and that analyses should be made using a comprehensive intervention framework. For example, in our work, we organize the research-base into six related arenas relevant to school improvement: (1) enhancing classroom teachers' capacity for addressing problems and for fostering social, emotional, intellectual and behavioral development, (2) enhancing school capacity to handle transition concerns confronting students and families, (3) responding to, minimizing impact of, and preventing crisis, (4) enhancing home involvement, (5) outreaching to the community to build linkages and collaborations, and (6) providing special assistance to students and families (Adelman & Taylor, 2006a, b).

Available research is best appreciated in terms of the whole being greater than the sum of the parts

When such a broad perspective is adopted, schools have a large science base to draw upon in addressing barriers to learning and teaching, enhancing healthy development, and advocating for the value of schools, families, and communities working together to develop a comprehensive approach. Analyses of the combined findings produce a picture of improved school attendance, fewer behavior problems, improved interpersonal skills, enhanced academic performance, increased bonding at school and at home, and higher staff morale, and improved use of resources. Reciprocally, schools that collaborate with families and community resources are providing venues for families and other community entities to enhance parenting and socialization, address psychosocial problems, and strengthen the fabric of family and community life (Center for Mental Health in Schools, 2008a, b).

Given available findings, the consensus is that schools are more effective and caring places when they are an integral and positive part of the community. This is leading state and local education agencies all over the country to view school, family, and community collaboration, and thus Community Schools, with enhanced interest.

It also should be noted that in addition to coalescing relevant arenas of research, we have found advocacy efforts for school improvement initiatives also need to stress the data indicating that prevailing school improvement efforts are inadequate (Center for Mental Health in Schools, 2007). These data include:

- high student dropout rates,
- high teacher dropout rates,
- the continuing achievement gap,
- the plateau effect related to efforts to improve achievement test performance
- the growing list of schools designated as low performing,
- the degree to which high stakes testing is taking a toll on students

In extrapolating from and summarizing a broad body of research, we conclude:

- Community Schools that pursue comprehensive school, family, and community collaboration represent a promising direction for efforts to improve and expand interventions to enhance learning and healthy development, address barriers to learning and teaching, and strengthen families and neighborhoods.
- Building such collaboration requires stakeholder readiness and relentless commitment, an enlightened vision, creative leadership, and new and multifaceted roles for professionals who work in schools and communities, as well as for family and other community members who are willing to make the commitment.

Some Concerns

As noted above, despite growing advocacy for Community Schools and school-family-community collaboration, there also are major concerns that warrant discussion and action. Three are highlighted below: the need to (1) enhance rigor in conceptual formulations and related research, (2) move beyond the small scale focus of current policy and practice initiatives, and (3) recognize and deal effectively with negative side effects arising from poorly designed and/or implemented efforts to collaborate. In addition, concern is raised about the impact of piecemeal rather than transformative reform and restructuring.

All initiatives have a downside

- The preceding state of the art review provides some perspective on the concern about enhancing the conceptual and research base for school-community collaboration in general and Community Schools in particular. An important next step is to differentiate in terms of nature and scope among the various sites calling themselves Community Schools and then to disaggregate impact findings in keeping with these differences.
- With respect to scale, we are always humbled when we realize that there are over 90,000 schools in over 15,000 school districts. As with most school improvement efforts, the need for comprehensive school-community collaboration far outweighs present policy and practice initiatives for Community Schools. Current advocacy appears insufficient to make much of a dent in convincing many school districts to develop policy for replicating Community Schools at every campus.
- All initiatives have a downside. Community Schools and other efforts to enhance school-community collaboration are no exception. Four major negative effects have been (a) an increase in fragmented intervention, (b) reification of the trend to react to problems rather than prevent them and thus to focus on a relatively few students rather than meeting the needs of the many, (c) conflict among school and community providers, and (d) a reduction in the total amount of resources for intervention because of the tendency for school policy makers to cut-back on school-owned student support staff in the belief that contracting community resources can meet the need.

A widespread complaint is that community and school interveners commonly engage in a form of “parallel play” at school sites

To elaborate a bit on the matter of negative effects:

It is ironic that, while collaborative initiatives are meant to reduce fragmentation (with the intent of enhancing outcomes), this generally is not the case. Most school and community interventions still function in relative isolation of each other. Indeed, fragmentation tends to be compounded whenever initiatives focus mostly on *linking* and *co-locating* community services to schools (Adelman & Taylor, 1997, 2005, 2006a). When community agencies co-locate personnel at schools, such personnel tend to operate independently of existing school programs and services. Little attention is paid to developing effective mechanisms for coordinating complementary activity or integrating parallel efforts. Consequently, a youngster identified as at risk for bullying, dropout, and substance abuse

may be involved in three programs operating independently of each other.

Also, the tendency of many community agencies is to focus on discrete and often serious problems and specialized services for a relatively small number of individuals. While the need is evident, this approach colludes with trends that react mainly by providing clinical services rather than developing programs to prevent problems.*

Prevailing approaches to collaboration continue to marginalize all efforts to develop comprehensive approaches

For a variety of reasons, there is rising tension between school district employed support staff and their counterparts in community based organizations. When "outside" professionals are brought in, school specialists often view it as discounting their skills and threatening their jobs. The "outsiders" often feel unappreciated and may be rather naive about the culture of schools. Conflicts arise over "turf," use of space, confidentiality, and liability. And, increasingly, school staff fear that contracts with community agencies will result in a reduction-in-force of a district's student support professionals.

On a more basic school improvement level, the piecemeal approach to school-community collaboration has contributed to the continuing failure of policymakers at all levels to recognize the need to fundamentally transform the work of school and community professionals who are in positions to facilitate development and learning and address barriers to learning and teaching. The reality is that prevailing approaches to collaboration marginalize efforts to develop comprehensive approaches (Adelman & Taylor, 2003; 2006a; 2008a).

To address the above concerns, guides for developing comprehensive Community Schools must pay greater attention to countering negative effects arising from the work.

*As the notion of school-community collaboration spreads, the terms *services* and *programs* are used interchangeably and the adjective *comprehensive* often is appended. The tendency to refer to all interventions as services is a problem. Addressing a full range of factors affecting young people's development and learning requires going beyond *services* to utilize an extensive continuum of programs. Services themselves should be differentiated to distinguish between narrow-band, personal/clinical services and broad-band, public health and social services. Furthermore, although services can be provided as part of a program, not all are. For example, counseling to ameliorate a mental health problem can be offered on an ad hoc basis or may be one element of a multifaceted program to facilitate healthy social and emotional development. Pervasive and severe psychosocial problems, such as gang violence, delinquency, substance abuse, teen pregnancy, and physical and sexual abuse, require multifaceted, programs. Besides providing services to correct existing problems, such interventions encompass primary prevention (e.g., public health programs that target groups seen as "at risk") and a broad range of open enrollment didactic, enrichment, and recreation programs. Differentiating services and programs and taking greater care when using the term comprehensive can help mediate against tendencies to limit the range of interventions and underscores the breadth of activity requiring coordination and integration.

III. Some Guiding Frameworks for Designing Intervention at a Community School

Community Schools want to do their best for *all* students. This, of course, reflects our society's commitment to equity, fairness, and justice. But, if this commitment is to be meaningful, it cannot be approached simplistically. (It was said of the legendary coach Vince Lombardi that he was always fair because he treated all his players the same – like dogs!) In any school, equity, fairness, and justice start with designing instruction in ways that account for a wide range of individual differences and circumstances. But, the work can't stop there if we are to assure all students have an equal opportunity to succeed at school. All Community School stakeholders also must be prepared to design classrooms, school-wide programs, and family and community supports to prevent learning, behavior, and emotional problems and, as necessary, accommodate and assist those students for whom problems are not prevented.

Effective design of Community Schools requires stakeholders to be continuing learners with a keen interest in what others have found works well. But care must be taken to avoid grabbing hold of almost every new idea that is in vogue. (Too often, a practice that looks appealing is adopted – regardless of whether it is valid or consistent with other practices being used.) Casual and indiscriminating approaches to teaching and helping others may do as much harm as they do good. Even when practices are empirically supported, they may not be a good fit with current priorities and resources. It is evident that there is no “magic bullet” that will solve the many dilemmas schools, students, families, and communities encounter every day.

Community Schools need to design intervention approaches based on a coherent and consistent set of

- underlying concepts
- practice guidelines that reflect these concepts
- best practices that fit the guidelines
- valid scientific data as they becomes available.

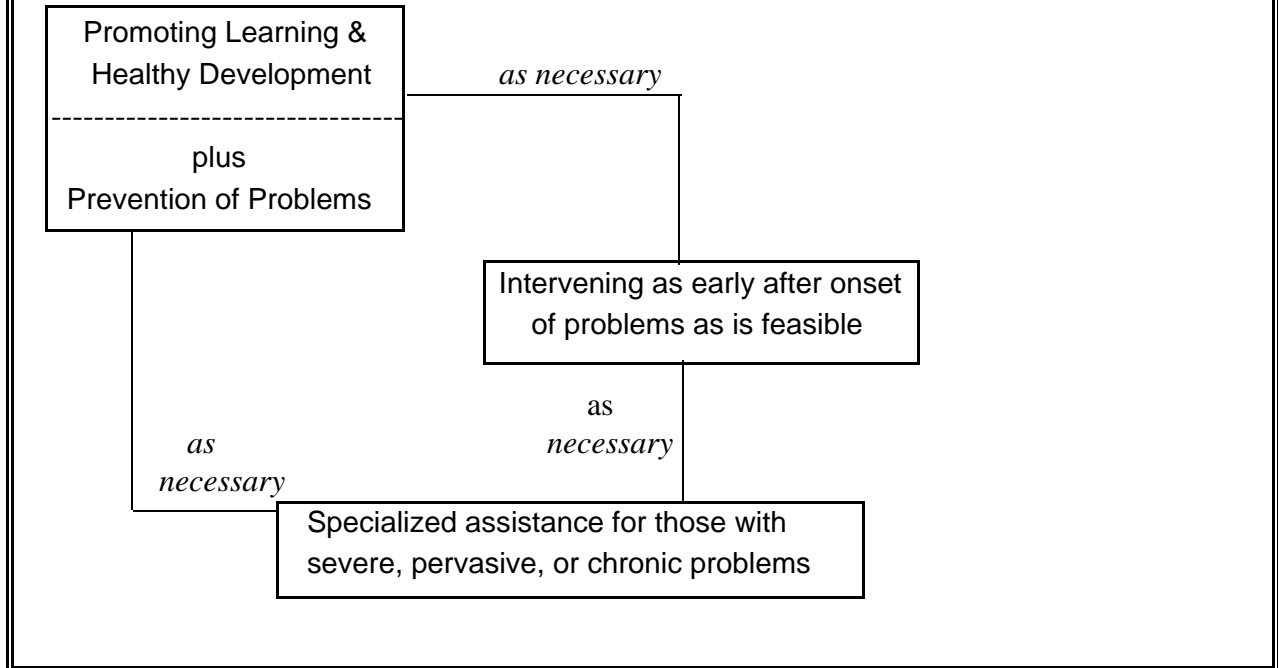
To these ends, Appendix A highlights a set of underlying principles and guidelines related to good schools, good teaching, and good supports to address barriers to learning and teaching. Appendix B offers resources for identifying best practices. And, what follows in this section are some guiding frameworks for designing intervention (Center for Mental Health in Schools, 2008c).

A Continuum of Basic Building Blocks

Exhibit 2 outlines as a sequential continuum the focus for major interventions to be developed at a comprehensive Community School. The emphasis is first and foremost on promoting assets and preventing problems and, as necessary, addressing problems as quickly as feasible. The intent is to use the *least* intrusive, disruptive, and restrictive forms of intervention necessary to respond appropriately to problems and accommodate diversity.

Exhibit 2

Focus for Major Interventions Outlined as a Sequential Continuum



***Continuum
Conceived as
Three Systems***

Exhibit 3 also outlines the intervention continuum. In this Exhibit, however, the intent is to emphasize that (a) at each of the three levels both school and community resources are in play, (b) each level needs to be developed as a system through collaborative leadership that weaves resources together as appropriate and feasible, (c) the three systems overlap, and (d) all three require integration into an overall system.* In keeping with public education and public health perspectives, it should also be emphasized that such a continuum encompasses efforts to enable academic, social, emotional, and physical development and to address behavior, learning, and emotional problems at every school and in every community.

*The emphasis on each of these matters is missing in formulations that mainly stress three tiers of intervention (e.g., portrayals of the continuum as a pyramid-like triangle that, starting at its peak, involves “intensive interventions” [for a few], “supplemental interventions” [for some], and “universal interventions” [for all]). Other outlines of the continuum mainly highlight prevention, early intervention, and treatment approaches. Some descriptions amount to little more than itemizations of specific interventions.

Exhibit 3

Continuum of Interventions:*
Connected Systems for Meeting the Needs of All Students

School Resources

(facilities, stakeholders, programs, services)

Examples:

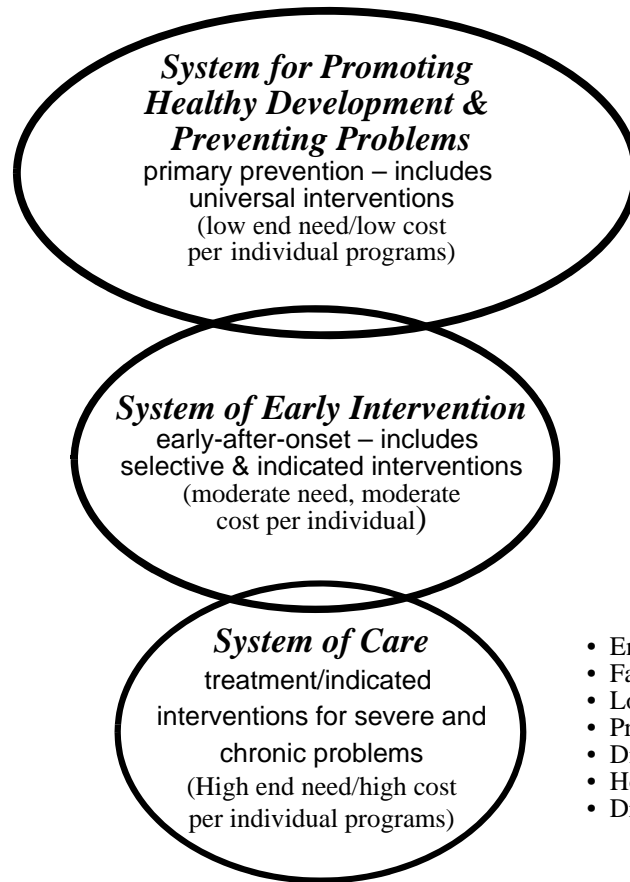
- General health education
 - Social and emotional learning programs
 - Recreation programs
 - Enrichment programs
 - Support for transitions
 - Conflict resolution
 - Home involvement
 - Drug and alcohol education
-
- Drug counseling
 - Pregnancy prevention
 - Violence prevention
 - Gang intervention
 - Dropout prevention
 - Suicide prevention
 - Learning/behavior accommodations & response to intervention
 - Work programs
-
- Special education for learning disabilities, emotional disturbance, and other health impairments

Community Resources

(facilities, stakeholders, programs, services)

Examples:

- Recreation & Enrichment
 - Public health & safety programs
 - Prenatal care
 - Home visiting programs
 - Immunizations
 - Child abuse education
 - Internships & community service programs
 - Economic development
-
- Early identification to treat health problems
 - Monitoring health problems
 - Short-term counseling
 - Foster placement/group homes
 - Family support
 - Shelter, food, clothing
 - Job programs
-
- Emergency/crisis treatment
 - Family preservation
 - Long-term therapy
 - Probation/incarceration
 - Disabilities programs
 - Hospitalization
 - Drug treatment



Systemic collaboration is essential to establish interprogram connections on a daily basis and over time to ensure seamless intervention within each system and among *system for promoting healthy development and preventing problems*, *system of early intervention*, and *system of care*.

Such collaboration involves horizontal and vertical restructuring of programs and services

(a) within jurisdictions, school districts, and community agencies (e.g., among departments, divisions, units, schools, clusters of schools)

(b) between jurisdictions, school and community agencies, public and private sectors; among schools; among community agencies

*Various venues, concepts, and initiatives permeate this continuum of intervention *systems*. For example, venues such as day care and preschools, concepts such as social and emotional learning and development, and initiatives such as positive behavior support, response to intervention, and coordinated school health. Also, a considerable variety of staff are involved. Finally, *note that this illustration of an essential continuum of intervention systems differs in significant ways from the three tier pyramid that is widely referred to in discussing universal, selective, and indicated interventions.*

The school and community examples listed in Exhibit 3 highlight interventions focused on individuals, families, and the contexts in which they live, work, and play. There is a focus on mental and physical health, education, social services, and much more. Note that some of the examples highlight the type of categorical thinking about problems (e.g., drugs, violence, dropouts) that has contributed to intervention fragmentation, redundancy, and counterproductive competition for sparse resources.

Moving away from fragmented approaches requires weaving together school and community efforts at each level of the continuum in ways consistent with institutionalized missions and sparse resources. And, system building requires concurrent intra- and inter-program integration over extended periods of time. Many problems are not discrete and must be addressed holistically and developmentally and with attention to root causes. An appreciation of these matters helps minimize tendencies to develop separate programs for each observed problem. In turn, this enables increased coordination and integration of resources which can increase impact and cost-effectiveness.

Over time, a comprehensive system will reduce the number of students requiring specialized supports

As graphically illustrated by the tapering of the three systems, development of a fully integrated continuum is meant to reduce the number of individuals who require specialized supports. That is, the aim is to prevent the majority of problems, deal with another significant segment as soon after problem onset as is feasible, and end up with relatively few students needing specialized assistance and other intensive and costly interventions. For individual students, this means preventing and minimizing many problems and doing so in ways that maximize engagement in productive learning. For the school and community as a whole, the intent is to produce a safe, healthy, nurturing environment/culture characterized by respect for differences, trust, caring, support, and high expectations.

Each Level has Content

The intervention continuum represents one facet of establishing, over time, a comprehensive and systemic approach that is multifaceted and cohesive. The other facet involves framing what might be thought of as the content focus of Community School interventions. This includes the nature of a school's intervention efforts in and outside the classroom. One way to conceptualize the content focus is seen in Exhibit 4. The matrix illustrated in the Exhibit can guide intervention development at a Community School and provides a unifying framework for mapping what is in place and analyzing gaps.

Exhibit 4

Matrix for Reviewing Scope and Content of a Component to Address Barriers to Learning*

Continuum of Interventions

		System for Promoting Healthy Development & Preventing Problems	System for Early Intervention (Early after problem onset)	System of Care
Content Focus	Classroom-Interventions			
	Crisis/Emergency Assistance & Prevention			
	Support for transitions			
	Home Involvement in Schooling			
	Community Outreach/Volunteers			
	Student and Family Assistance			
		Accommodations for differences & disabilities	Specialized assistance & other intensified interventions (e.g., Special Education & School-Based Behavioral Health)	

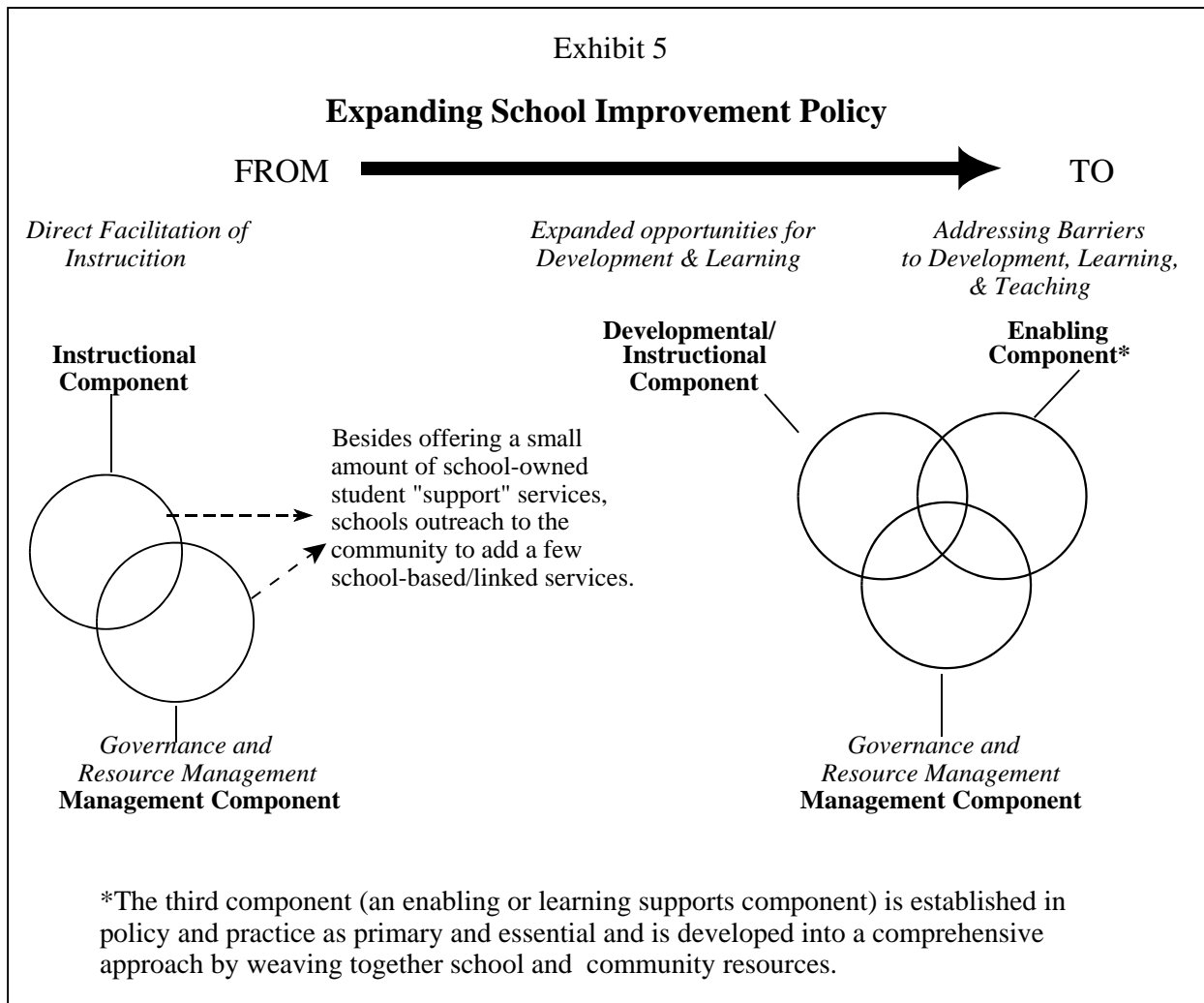
*Note that specific school-wide and classroom-based activities related to positive behavior support, “prereferral” interventions, and the eight components of Center for Prevention and Disease Control’s Coordinated School Health Program are embedded into the six content (“curriculum”) areas.

Reframing and Expanding School Improvement Policy

In essence, the vision for a Community School calls for transforming prevailing approaches to school improvement. Our analyses indicate that prevailing school improvement policy and practice are guided and limited by a two component model. Community Schools need to be guided by a three component framework (Adelman & Taylor, 2006a; Center for Mental Health in Schools, 2005b).

To clarify this: Regular schools primarily function around two primary components: an *instructional* component and a *management/governance* component. In addition, they offer some fragmented and marginalized student "support" services and perhaps link to a few off campus services. In contrast, development of a comprehensive Community School calls for a policy framework that expands the instructional and management component and completely transforms student supports into an overlapping third component that is established as primary and essential (see Exhibit 5).

Each of the three components is discussed in the following sections to clarify implications for designing intervention at a Community School.



**Expanding and
Personalizing
Opportunities for
Development and
Learning**

Comprehensive Community Schools reframe the instructional component into a component that provides a wide range of opportunities to enhance development and learning and with the intent of facilitating interventions in a personalized way.

***Expanded
Opportunities***

Community Schools focus on both development and learning. In promoting and facilitating development and learning, there is concern for all facets of human functioning. Moreover, it is recognized that learning occurs in and out of school and often without direct instruction. Appreciation of these matters leads to an emphasis on the whole child, all children and youth, the whole village, extending opportunities for development and learning all day and all year, and increased involvement of learners in deciding which opportunities to pursue.

**The focus is
on all facets
of human
functioning**

To these ends, a comprehensive Community School of course has a strong core of academic content and appropriate standards. And, it also has a concerted focus on promoting healthy personal and social development and learning, including opportunities for pursuing creative arts, recreation, vocational education, and so forth (see Exhibit 6). Moreover, comprehensive Community Schools include a focus on expanding opportunities for addressing community concerns about adult education and literacy, neighborhood crime, family and community economic development, and more (Center for Mental Health in Schools, 2005a; Lawson. & Anderson-Butcher, 2007; McGrath, 2008; Ohio Public-Private Collaborative Commission, 2008).

All this is done in ways that capitalize on the strengths and resources throughout the school and in the community. The work proceeds during and after school and through formal and informal processes that promote a climate at school and in the community that is safe, caring, supportive and mutually respectful. Special attention is paid to enhancing classroom and school- and community-wide practices to capitalize on *natural* opportunities to promote learning and development and minimize transactions that interfere with positive growth (Adelman & Taylor, 2006b).

From a motivational perspective, a basic concern in expanding opportunities is how students and other stakeholders are involved in making decisions about options. Decision-making processes can either lead to perceptions of coercion and external control or to perceptions of real choice (e.g., being in control of one's destiny, being self-determining). Such differences in perception affect whether an individual is mobilized to pursue or avoid learning activities and outcomes (Deci & Ryan, 2008).

Exhibit 6

Community Schools Promote Healthy Personal and Social Learning and Development

To promote personal and social learning and development, a Community School enhances classroom and school- and community-wide practices to (a) capitalize on *natural* opportunities, (b) minimize transactions that interfere with positive growth, and (c) implement curricula. The focus is on:

- ***Responsibility and integrity*** (e.g., understanding and valuing of societal expectations and moral courses of action)
- ***Self-esteem*** (e.g., feelings of competence, self- determination, and being connected to others)
- ***Social and working relationships*** (e.g., social awareness, empathy, respect, communication, interpersonal cooperation and problem solving, critical thinking, judgement, and decision making)
- ***Self-evaluation/self-direction/self-regulation*** (e.g., understanding of self and impact on others, development of personal goals, initiative, and functional autonomy)
- ***Temperament*** (e.g., emotional stability and responsiveness)
- ***Personal safety and safe behavior*** (e.g., understanding and valuing of ways to maintain safety, avoid violence, resist drug abuse, and prevent sexual abuse)
- ***Health maintenance*** (e.g., understanding and valuing of ways to maintain physical and mental health)
- ***Effective physical functioning*** (e.g., understanding and valuing of how to develop and maintain physical fitness)
- ***Careers and life roles*** (e.g., awareness of vocational options, changing nature of sex roles, stress management)
- ***Creativity*** (e.g., breaking set)

Students and other stakeholders who have the opportunity to make decisions among valued and feasible options tend to be committed to following through. In contrast, people who are not involved in decisions often have little commitment to what is decided. And if individuals disagree with a decision that affects them, besides not following through they may react with hostility. Clearly, decision making processes affect perceptions of choice, value, and probable outcome.

With this in mind, three special points should be noted about decision-making.

How decisions are made affects perceptions of choice, value, and expected outcome

- (2) Decisions are based on current perceptions. As perceptions shift, it is necessary to reevaluate decisions and modify them in ways that maintain commitment and engagement.
- (3) Effective and efficient decision making is a basic skill. Thus, if an individual does not do it well initially, this is not a reason to move away from their involvement in decision making. Rather, it is an assessment of a need and a reason to use involvement in decision making not only for motivational purposes, but to improve this basic skill.
- (4) Among students manifesting learning, behavior, or emotional problems and for reluctant stakeholders, it is well to remember that the most fundamental decision often is whether to participate or not. That is why it may be necessary in specific cases temporarily to put aside established options and standards and expand available opportunities. Before some individuals will decide to participate in a proactive way, they have to perceive the situation and circumstances as positively different – and quite a bit so – from previous ones in which they have had negative experiences.

Reviews of the literature on human motivation suggest that providing students with options and involving them in decision making are key facets of addressing the problem of engagement in the classroom and at school (Deci & Flaste, 1995; Deci & Ryan, 1985; Stipek, 1998). For example, numerous studies have shown that opportunities to express preferences and make choices lead to greater motivation, academic gains, increases in productivity and on-task behavior, and decreases in aggressive behavior. Similarly, researchers report that student participation in goal setting leads to more positive outcomes (e.g., higher commitment to a goal and increased performance). All this seems directly applicable to all Community School participants.

***Personalization
and Engagement***

For some time, efforts to improve development and learning have revolved around the concepts of individualized or personalized interventions. The two concepts overlap in their emphasis on developmental differences. Indeed, the major thrust in most *individualized* approaches is to account for individual differences in developmental capability. *Personalization*, however, is defined as the process of accounting for individual differences in both capability and motivation. That is, the approach recognizes the relationship between engagement and development, learning, and problem solving.

For engaged individuals, either individualized or personalized intervention can be quite effective. In the classroom, both approaches benefit from knowing when, how, and what to teach and when and how to structure the situation so students can learn on their own. Sometimes all that is needed is to provide the opportunity to learn. At other times, specific strategies are used to facilitate development and learning by leading, guiding, stimulating, clarifying, and supporting.

**Personalization
can improve the
effectiveness of
prevention,
inclusion,
mainstreaming,
and prereferral
interventions**

When someone is not engaged, however, personalizing intervention is essential. From an intervention perspective, we approach personalization as a psychological construct. As such, when it comes to commitment and engagement in school learning, for example, the *learner's perception* is a critical factor in defining whether “opportunities” are good ones. Given this, a basic concern in teaching is that of eliciting learners' perceptions of how well an available “opportunity” matches not only their abilities, but also their interests. If it is not a good match, other opportunities need to be introduced.

Outlined in Exhibit 7 are the underlying assumptions and major program elements of personalized programs (Adelman & Taylor, 1994, 2005). Properly designed and carried out, such programs can reduce the need for special assistance. That is, matching motivation and developmental capability can be a sufficient condition for learning among youngsters whose difficulties are not due to interfering internal factors, such as a true disability.

From the perspective of personalization, decisions about school and class size and groupings should be made on the basis of a cost-benefit analysis. Key in making such an analysis is an understanding of what size and groupings will best (a) enhance commitment and engagement and (b) achieve desired outcomes. Again, such analyses seem directly applicable in establishing activities and workgroups for the various other Community School stakeholders.

Exhibit 7

Underlying Assumptions and Major Program Elements of a Personalized Program

I. Underlying Assumptions

The following are basic assumptions underlying personalized programs as we conceive them.

- Learning is a function of the ongoing transactions between the learner and the learning environment.
- Optimal learning is a function of an optimal match between the learner's accumulated capacities and attitudes and current state of being and the program's processes and context.
- Matching both learner motivation and capacities must be primary procedural objectives.
- The learner's perception is the critical criterion for evaluating whether a good match exists between the learner and the learning environment.
- The wider the range of options that can be offered and the more the learner is made aware of the options and has a choice about which to pursue, the greater the likelihood that he or she will perceive the match as a good one.
- Besides improved learning, personalized programs enhance intrinsic valuing of learning and a sense of personal responsibility for learning. Furthermore, such programs increase acceptance and even appreciation of individual differences, as well as independent and cooperative functioning and problem solving.

II. Program Elements

Major elements of personalized programs as we have identified them are:

- regular use of informal and formal conferences for discussing options, making decisions, exploring learners' perceptions, and mutually evaluating progress;
- a broad range of options from which learners can make choices with regard to types of learning content, activities, and desired outcomes;
- a broad range of options from which learners can make choices with regard to facilitation (support, guidance) of decision making and learning;
- active decision making by learners in making choices and in evaluating how well the chosen options match their motivation and capability;
- establishment of program plans and mutual agreements about the ongoing relationships between the learners and the program personnel;
- regular reevaluations of decisions, reformulation of plans, and renegotiation of agreements based on mutual evaluations of progress, problems, and learners' perceptions of the "match."

Ultimately, any definition of good teaching must include effectively addressing a wide-range of problems within the regular classroom

Personalization is seen as necessary and often sufficient in addressing behavior, learning, and emotional problems. Some individuals, however, need something more. When a classroom teacher encounters difficulty in working with a youngster, the next step after ensuring instruction is personalized is to see whether there are ways to address the problem within the classroom and perhaps with added home involvement. To this end, it is essential to equip teachers to respond to mild-to-moderate behavior, learning, and emotional problems using more than social control strategies for classroom management.

Sometimes what is needed is called remediation, but at a time when education is trying to move away from thinking of students as having "deficits," another term may have to be found, such as *specialized assistance*. Specialized assistance is called for when the best general practices are found wanting. Specialized assistance is needed to address major motivational and behavioral problems and for students who have difficulty learning, performing, or retaining what they have learned. Fortunately, however, most students usually are motivationally ready and able to function in some learning arenas, and thus, specialized assistance in all facets of classroom instruction and activity usually is unnecessary.

Capacity building for teachers must include a focus on the many ways to enable the learning of students for whom personalized practices are insufficient. And schools must develop school-wide approaches that go beyond what can be done to help such students in the classroom. The literature offers many relevant practices (see Appendix B).

In sum, a wide range of expanded content and process opportunities and an emphasis on personalization contribute to

- enhancing the daily smooth functioning of schools and the emergence of a safe, caring, and supportive school climate
- facilitating students' holistic development
- enabling student motivation and capability for academic learning
- optimizing life beyond schooling.

Classrooms where all this is done help reduce the need for specialized services and enhance the effectiveness of inclusionary policies.

**Personalization in the Classroom:
Intrinsic Motivation, Small Learning Units, and Home Engagement**

External reinforcement may indeed get a particular act going and may lead to its repetition, but it does not nourish, reliably, the long course of learning by which [one] slowly builds in [one's] own way a serviceable model of what the world is and what it can be.

Jerome Bruner

Personalization in the classroom involves shifting from an over-reliance on external reinforcement, restructuring classrooms to establish small learning units, and enhancing the engagement and involvement with schooling of family members..

Every teacher needs to learn an array of strategies to engage and re-engage student interest and attention and for accommodating and teaching students to compensate for differences, vulnerabilities, and disabilities. This includes enhancing protective factors (asset building) and using strengths to counterbalance weaknesses. The foundation for this work involves a major shift in emphasis from over-relying on reinforcement theory to an application of the extensive body of work on *intrinsic motivation* (Deci & Ryan, 1985; National Research Council, 2004).

Increasing *intrinsic motivation* involves affecting a student's thoughts, feelings, and decisions (see Appendix C). In general, the intent is to use procedures that can potentially reduce negative and increase positive feelings, thoughts, and coping strategies with respect to learning. For learning and behavior problems, in particular, this means identifying and minimizing experiences that maintain or may increase avoidance motivation.

Teachers and their colleagues must also learn how to develop a classroom infrastructure that transforms a big classroom into a set of smaller units and better ways to elicit home involvement in solving problems. Teachers need to learn how to use paid assistants, peer tutors, and volunteers to enhance social and academic support and to work in targeted ways with specific youngsters who manifest problems. Strategies must be developed for using resource and itinerant teachers and student support professionals to work closely with teachers and students *in the classroom* and on regular activities to prevent problems and address a wide range of problems when they arise. (Such matters, of course, have major implications for restructuring and redesigning the roles, functions, and staff development of such personnel, as well as for redeploying resources.)

Addressing Barriers to Development, Learning, and Teaching

A comprehensive Community School must adopt new directions for providing student/learning supports. The focus in doing so is establishment of a component for addressing barriers to development, learning, and teaching that is a primary and essential facet of the work (Center for Mental Health in School, 2006a).

Policy and program analyses make it clear how few support staff are full participants at school and district tables where major school improvement decisions are made. It is not surprising, then, that student support concerns are not appropriately accounted for in most school improvement planning and implementation. This state of affairs fundamentally undermines efforts to enable all students to have an equal opportunity to succeed at school (Center for Mental Health in Schools, 2007).

It should be stressed again that addressing barriers is not at odds with the "paradigm shift" that emphasizes strengths, resilience, assets, and protective factors. Efforts to enhance positive development and improve instruction clearly can improve readiness to learn. However, it is frequently the case that preventing problems also requires direct action to remove or at least minimize the impact of barriers, such as hostile environments and intrinsic problems. Without an effective, direct intervention, such barriers can continue to get in the way of development and learning.

I heard it takes a village, but I'd settle for a good Learning Supports System.

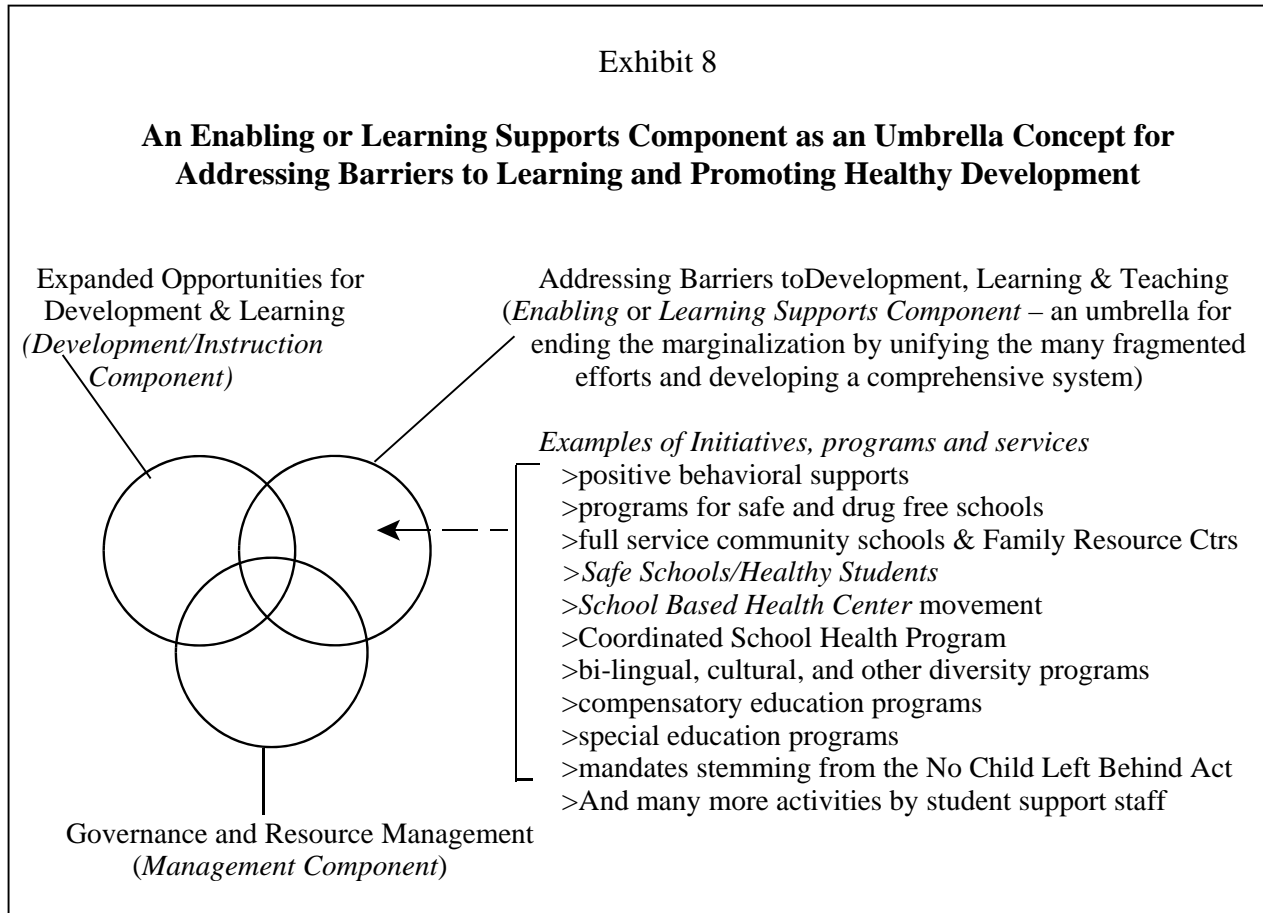


And, to expand and enhance the nature and scope of intervention, all stakeholders must work together to transform how student and learning supports are conceived and implemented. Collaboration is the path to ending "silo" activity and counterproductive competition among those who represent different programs and professional affiliations.

Part of the problem in making the transformation is the term *student support*. It doesn't seem to convey to policy makers that the total enterprise is essential and must be a primary component of school improvement. The problem is compounded because the term often is interpreted as denoting the work of "specialists" who mainly provide "services" to a few of the many students who are not doing well at school.

Needed is an expanded policy framework that (a) adopts a unifying concept and (b) makes it a primary and essential component of school improvement. Exhibit 5 uses the concept of addressing barriers (to development, learning, and teaching) to illustrate such a framework. This type of policy framework can empower Community Schools in weaving together school and community resources for development of a comprehensive system that encompasses the full continuum illustrated in Exhibit 3.

To underscore the importance of a component to address barriers to learning, we call it an *Enabling Component* (i.e., a component to enable learning by addressing the barriers), although around the country it often is called a *Learning Supports Component*. Such a component provides a unifying concept for responding to a wide range of psychosocial factors interfering with young people’s learning and performance. The concept helps to coalesce and enhance programs with the aim of ensuring all students have an equal opportunity to succeed at school (see Exhibit 8).



School systems are not responsible for meeting every need of their students. But when the need directly affects learning, the school must meet the challenge.

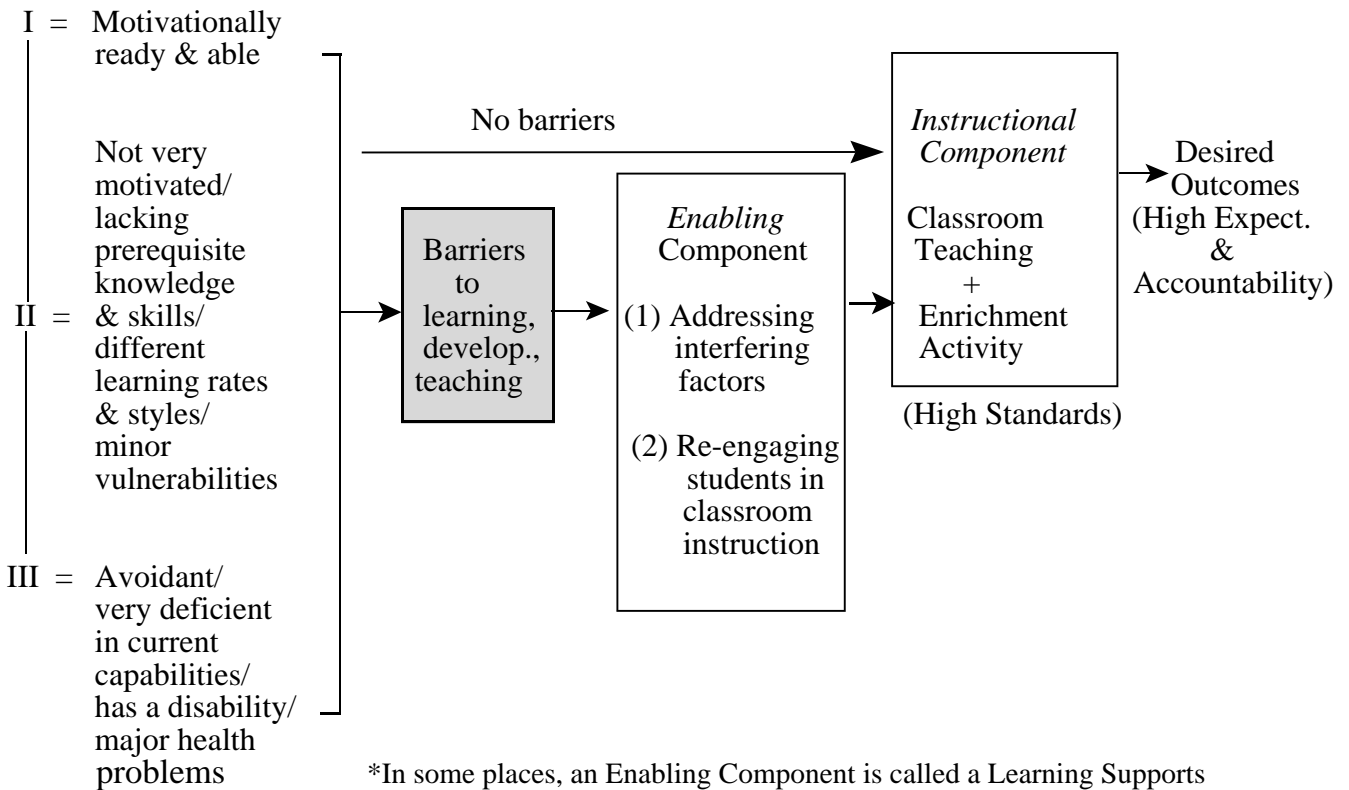
Carnegie Task Force on Education

A critical matter is defining what the entire school and community must do to enable *all* students to learn and *all* teachers to teach effectively. School and community-wide approaches are especially important where large numbers of students are affected and at any school that is not yet paying adequate attention to equity and diversity concerns (Adelman & Taylor, 2006a; Center for Mental Health in Schools, 2006b).

As indicated in Exhibit 9, an enabling component involves first addressing interfering factors *and then* (re-)engaging students in classroom instruction. The reality is that interventions that do not include an emphasis on ensuring students are engaged meaningfully in classroom learning generally are insufficient in sustaining, over time, student involvement, good behavior, and effective learning at school (see Appendix C).

Exhibit 9
An Enabling Component to Address Barriers and Re-engage Students in Classroom Instruction*

Range of Learners
(categorized in terms of their response to academic instruction at any given point in time)



*In some places, an Enabling Component is called a Learning Supports Component. Whatever it is called, the component is to be developed as a comprehensive system of learning supports at the school site.

***Examples of Risk-Producing Conditions that Can be Barriers to Learning**

Environmental Conditions**

Person Factors**

Neighborhood

Family

School and Peers

Individual

- >extreme economic deprivation
- >community disorganization, including high levels of mobility
- >violence, drugs, etc.
- >minority and/or immigrant status

- >chronic poverty
- >conflict/disruptions/violence
- >substance abuse
- >models problem behavior
- >abusive caretaking
- >inadequate provision for quality child care

- >poor quality school
- >negative encounters with teachers
- >negative encounters with peers &/or inappropriate peer models

- >medical problems
- >low birth weight/neurodevelopmental delay
- >psychophysiological problems
- >difficult temperament & adjustment problems
- >inadequate nutrition

**A reciprocal determinist view of behavior recognizes the interplay of environment and person variables.

In essence, beginning in the classroom with personalized classroom practices and by ensuring school-wide learning supports, an Enabling Component

- addresses barriers through a broader view of “basics” and through effective accommodation of individual differences and disabilities
- enhances the focus on motivational considerations with a special emphasis on intrinsic motivation as it relates to individual readiness and ongoing involvement and with the intent of fostering intrinsic motivation as a basic outcome
- adds specialized assistance as necessary, but only as necessary.

As briefly described in Exhibit 10, a set of six intervention arenas have been identified for addressing barriers to learning at each of the three continuum levels. This moves the work from a “laundry list” of programs, services, and activities to a delineated and cohesive set of content or “curriculum” arenas that captures the essence of the multifaceted ways schools must address barriers to learning.

Student support is more than providing services for a few students; it is about improving schools by providing a comprehensive system of learning supports to enable all students to have an equal opportunity to learn

As outlined in Exhibit 10, the prototype for the content focus encompasses programs to

- *enhance regular classroom strategies to enable learning* (i.e., improving instruction for students who have become disengaged from learning at school and for those with mild-moderate learning and behavior problems)
- *support transitions* (i.e., assisting students and families as they negotiate school and grade changes and many other transitions)
- *increase home and school connections*
- *respond to, and where feasible, prevent crises*
- *increase community involvement and support* (outreach to develop greater community involvement and support, including enhanced use of volunteers)
- *facilitate student and family access to effective services and special assistance as needed.*

Exhibit 10

Major Examples of Activity in Each Content Arena

(1) *Classroom-based Approaches Beyond Personalization* encompass

- Opening the classroom door to bring available supports in (e.g., peer tutors, volunteers, aids trained to work with students-in-need; resource teachers and student support staff work in the classroom as part of the teaching team)
- Redesigning classroom approaches to enhance teacher capability to prevent and handle problems and reduce need for out of class referrals (e.g. personalized instruction; special assistance as necessary; developing small group and independent learning options; reducing negative interactions and over-reliance on social control; expanding the range of curricular and instructional options and choices; systematic use of prereferral interventions)
- Enhancing and personalizing professional development (e.g., creating a Learning Community for teachers; ensuring opportunities to learn through co-teaching, team teaching, and mentoring; teaching intrinsic motivation concepts and their application to schooling)
- Curricular enrichment and adjunct programs (e.g., varied enrichment activities that are not tied to reinforcement schedules; visiting scholars from the community)
- Classroom and school-wide approaches used to create and maintain a caring and supportive climate

Emphasis at all times is on enhancing feelings of competence, self-determination, and relatedness to others at school and reducing threats to such feelings.

(2) *Crisis Assistance and Prevention* encompasses

- Ensuring immediate assistance in emergencies so students can resume learning
- Providing Follow up care as necessary (e.g., brief and longer-term monitoring)
- Forming a school-focused Crisis Team to formulate a response plan and take leadership for developing prevention programs
- Mobilizing staff, students, and families to anticipate response plans and recovery efforts
- Creating a caring and safe learning environment (e.g., developing systems to promote healthy development and prevent problems; bullying and harassment abatement programs)
- Working with neighborhood schools and community to integrate planning for response and prevention
- Capacity building to enhance crisis response and prevention (e.g., staff and stakeholder development, enhancing a caring and safe learning environment)

(3) *Support for Transitions* encompasses

- Welcoming & social support programs for newcomers (e.g., welcoming signs, materials, and initial receptions; peer buddy programs for students, families, staff, volunteers)
- Daily transition programs for (e.g., before school, breaks, lunch, afterschool)
- Articulation programs (e.g., grade to grade – new classrooms, new teachers; elementary to middle school; middle to high school; in and out of special education programs)
- Summer or intersession programs (e.g., catch-up, recreation, and enrichment programs)
- School-to-career/higher education (e.g., counseling, pathway, and mentor programs; Broad involvement of stakeholders in planning for transitions; students, staff, home, police, faith groups, recreation, business, higher education)
- Broad involvement of stakeholders in planning for transitions (e.g., students, staff, home, police, faith groups, recreation, business, higher education)
- Capacity building to enhance transition programs and activities

(cont.)

(4) *Home Engagement/Involvement in Schooling* encompasses

- Addressing specific support and learning needs of family (e.g., support services for those in the home to assist in addressing basic survival needs and obligations to the children; adult education classes to enhance literacy, job skills, English-as-a-second language, citizenship preparation)
- Improving mechanisms for communication and connecting school and home (e.g., opportunities at school for family networking and mutual support, learning, recreation, enrichment, and for family members to receive special assistance and to volunteer to help; phone calls and/or e-mail from teacher and other staff with good news; frequent and balanced conferences – student-led when feasible; outreach to attract hard-to-reach families – including student dropouts)
- Involving homes in student decision making (e.g., families prepared for involvement in program planning and problem-solving)
- Enhancing home support for learning and development (e.g., family literacy; family homework projects; family field trips)
- Recruiting families to strengthen school and community (e.g., volunteers to welcome and support new families and help in various capacities; families prepared for involvement in school governance)
- Capacity building to enhance home involvement

(5) *Community Outreach for Involvement and Support* encompasses

- Planning and implementing outreach to recruit a wide range of community resources (e.g., public and private agencies; colleges and universities; local residents; artists and cultural institutions, businesses and professional organizations; service, volunteer, and faith-based organizations; community policy and decision makers)
- Systems to recruit, screen, prepare, and maintain community resource involvement (e.g., mechanisms to orient and welcome, enhance the volunteer pool, maintain current involvements, enhance a sense of community)
- Reaching out to students and families who don't come to school regularly – including truants and dropouts
- Connecting school and community efforts to promote child and youth development and a sense of community
- Capacity building to enhance community involvement and support (e.g., policies and mechanisms to enhance and sustain school-community involvement, staff/stakeholder development on the value of community involvement, “social marketing”)

(6) *Student and Family Assistance* encompasses

- Providing extra support as soon as a need is recognized and doing so in the least disruptive ways (e.g., prereferral interventions in classrooms; problem solving conferences with parents; open access to school, district, and community support programs)
- Timely referral interventions for students & families with problems based on response to extra support (e.g., identification/screening processes, assessment, referrals, and follow-up – school-based, school-linked)
- Enhancing access to direct interventions for health, mental health, and economic assistance (e.g., school-based, school-linked, and community-based programs and services)
- Care monitoring, management, information sharing, and follow-up assessment to coordinate individual interventions and check whether referrals and services are adequate and effective
- Mechanisms for *resource* coordination and integration to avoid duplication, fill gaps, garner economies of scale, and enhance effectiveness (e.g., braiding resources from school-based and linked interveners, feeder pattern/family of schools, community-based programs; linking with community providers to fill gaps)
- Enhancing stakeholder awareness of programs and services
- Capacity building to enhance student and family assistance systems, programs, and services

**Managing,
Governing, and
Financing a
Community School**

Good management, governance, and financing of a Community School requires leadership that is visionary and includes representatives of all participating stakeholder groups.

(a) *Management.* This includes responsibility and accountability for the most productive use of all available resources. To these ends, effective Community School managers weave the resources of participating stakeholders together. This includes various sources of human, social, and economic capital, including teachers, student support staff, youth, families, community-based and linked organizations, such as public and private health and human service agencies, civic groups, businesses, faith-based organizations, institutions of post-secondary learning, and so forth.

Major examples of functions that require managerial attention include:

**Effective
Community
School
managers
weave
stakeholder
resources
together**

- facilitating communication, cooperation, coordination, integration
- operationalizing the vision of stakeholders into desired functions and tasks
- enhancing support for and developing a policy commitment to ensure necessary resources are dispensed for accomplishing desired functions
- advocacy, analysis, priority setting, governance, planning, implementation, and evaluation related to desired functions
- aggregating data from schools and neighborhood to analyze system needs
- mapping, analyzing, managing, redeploying, and braiding available resources to enable accomplishment of desired functions
- establishing leadership and institutional and operational mechanisms (e.g., infrastructure) for guiding and managing accomplishment of desired functions
- defining and incorporating new roles and functions into job descriptions
- building capacity for planning, implementing and evaluating desired functions, including ongoing stakeholder development for continuous learning and renewal and for bringing new arrivals up to speed
- defining standards & ensuring accountability
- social marketing

Functions encompass specific tasks, such as mapping and analyzing resources; exploring ways to share facilities, equipment, and other resources; expanding opportunities for community service, internships, jobs, recreation, and enrichment; developing pools of nonprofessional volunteers and professional pro bono assistance; making recommendations about priorities for use of resources; raising funds and pursuing grants; and advocating for appropriate decision making. The various functions and tasks require developing a differentiated infrastructure. We outline a prototype framework for such an infrastructure in the next section of this report.

(b) *Governance*. At a Community School governance must be designed to ensure (a) the vision and mission are effectively pursued, (b) power is equalized so that decision-making appropriately reflects all stakeholder groups and so that all are equally accountable, and (c) all participants share in the workload – pursuing clear roles and functions. As with all components of a Community School achieving these objectives is a process of both development and learning.

Equalizing power involves contractual agreements, capacity building, and safeguards to minimize abuse of power

Shared governance of a Community School requires empowerment of all stakeholder groups and use of processes that equalize power and ensure equity and fairness in decision making.* Empowerment is a multifaceted concept. In discussing power, theoreticians distinguish “power over” from “power to” and “power from.” *Power over* involves explicit or implicit dominance over others and events; *power to* is seen as increased opportunities to act; *power from* implies ability to resist the power of others (see Hollander & Offermann, 1990; Riger, 1993). Equalizing power among stakeholders involves contractual agreements, considerable capacity building, and safeguards to minimize abuse of all three forms of power.

(c) *Financing*. It is not uncommon for Community Schools to have been developed as demonstration projects with special funding from public and private sectors. Others have developed by weaving together and redeploying existing school resources and using stakeholder resources and extra-mural funds to enhance the effort (see Appendix D). Their core operational

*Equity is the legal facet of distributive justice. It ensures and protects individual rights and addresses inequities related to access to “goods” in life and meeting needs. Fairness is the more social philosophical application that deals with such ethical questions as: Fair for whom? Fair according to whom? Fair using what criteria and what procedures for applying the criteria? Obviously, what is fair for the society may not be fair for an individual; what is fair for one person or group may cause an inequity for another (see Beauchamp, Feinberg, & Smith, 1996).

Connecting K-12 helps minimize redundancy, reduce costs, achieve economies of scale, and enhance equity

budget comes mainly from the school (the general funds budget, compensatory and special education funding, any extra-mural funding). This is augmented by what community collaborators bring to the enterprise (including some of their general funds and extra-mural funding, personnel, facilities, materials, and human and social capital).

As specific functions and initiatives are undertaken that reflect overlapping arenas of concern for school and community stakeholders, some portion of separate funding streams can be braided together. Finally, there often are opportunities to supplement the budget with extra-mural grants that require school-family-community collaboration (e.g., the federal Safe Schools/Healthy Students projects and 21st Century Community Learning Centers projects). With respect to such grants, however, it is important to avoid “mission drift” (e.g., seeking funded projects that will distract participants from vigorously pursuing the vision of a Community School).

While some Community Schools have established a K-12 configuration, most are elementary, middle, or high schools. For those focused on specific grade levels, there are many reasons to expand collaborative efforts to encompass K-12 and eventually pre-K. One reason is financial. Existing resources can be considerably enhanced through the many efficiencies and economies of scale resulting from such collaboration. Furthermore, because stakeholders in the same geographic or catchment area have a number of shared concerns, some programs and personnel already are or can be shared by several neighboring schools, thereby minimizing redundancy, reducing costs, and enhancing equity.

As Ohio’s report on *Supporting Student Success: a New Learning Day in Ohio* stresses:

Local schools, districts, neighborhoods, communities, and regions must work together and local private- and public sector leaders must take joint ownership They must determine what the bet structures, rules, roles, and relationships are.

They’ve asked me to be part of a school-community collaborative.

Great! Tell them we want more pupil-free days on the school calendar.



Engagement, Re-engagement, and Intrinsic Motivation

A critical facet of developing an effective Community School involves engaging and re-engaging stakeholders. And, in terms of the educational mission of schools, engaging and re-engaging students is at the core of concerns such as countering behavior problems, closing the achievement gap, and reducing the rate of dropouts.

Concern for engagement draws on what is known about human motivation, especially *intrinsic* motivation (e.g., see Brophy, 2004; Deci & Flaste, 1995; Deci & Ryan, 1985, 2000; Fredricks, Blumenfeld, & Paris, 2004; National Research Council, 2004; Ryan & Deci, 2000; Stipek, 1998). What many of us have been taught about dealing with students and others runs counter to what we intuitively understand about human motivation. Teachers, administrators, and parents, in particular, often learn to over-depend on reinforcement theory, despite the appreciation they have about the importance of intrinsic motivation. Those who argue that schools must focus on “basics” are right. But, the basics that tend to be systematically ignored have to do with the application of intrinsic motivation in engagement and re-engagement.

Obviously, intrinsic motivation is a fundamental consideration as both a process and an outcome concern in Community Schools. For example, learning opportunities must be designed to maintain, enhance, and expand intrinsic motivation for pursuing current activities and for subsequent and spontaneous learning.

An increased understanding of intrinsic motivation clarifies how essential it is to avoid processes that limit options, make participants feel controlled and coerced, and focus mostly on “remedying” problems. From a motivational perspective, such processes are seen as likely to produce avoidance reactions and thus reduce opportunities for positive learning and for development of positive attitudes.

Developing a comprehensive Community School involves creating an environment that mobilizes students, families, school personnel, and community stakeholders and maintains that mobilization, while effectively facilitating learning. And, when someone disengages, re-engagement depends on use of interventions that minimize conditions that negatively affect motivation and maximize conditions that have a positive motivational effect.

A Note About a Community School's Climate and Culture

Many schools have become isolated from their surrounding communities. Many teachers have become isolated in their classrooms. Many students and families feel alienated from schools and teachers. Stakeholder diversity too often is viewed in terms of irreconcilable differences rather than a multifaceted base from which to draw resources to accomplish shared goals.

In contrast, as it evolves, a comprehensive Community School strives to create a school-wide climate and culture that is characterized by mutual support, caring, and a sense of community. It should be noted that these qualitative characteristics *emerge* from the effective development of a well-designed and implemented collaboration.

Toward a Psychological Sense of Community

People can be together without feeling connected or feeling they belong or feeling responsible for a collective vision or mission. At school and in class, a psychological sense of community is shaped by daily experiences. In general, a conscientious effort by enough stakeholders associated with a school or classroom seems necessary for a sense of community to develop and be maintained. Such an effort must ensure effective mechanisms are in place to provide support, promote self-efficacy, and foster positive working relationships.

Practically speaking, a sense of community seems to arise when a critical mass of participants not only are committed to a collective vision, but also are committed to being and working together in supportive and efficacious ways. For individuals, a perception of community probably is best engendered when a person feels welcomed, supported, nurtured, respected, liked, connected in reciprocal relationships with others, and valued as a member who is contributing to the collective identity, destiny, and vision.

It takes a “whole school” to nurture the “whole child.” A whole school is one that collaborates with its community to deliberately build and sustain a positive school climate.

Gene Carter,
Executive Director,
ASCD

For example, in developing a sense of community, a Community School must ensure that students and their families feel they are truly welcome, have a range of social supports, are connected to other stakeholders, and are invited to contribute to the school's mission. In particular, newcomers must be effectively connected to relevant others who welcome, orient, and offer continuing social support and advocacy. On a daily basis, caring in a classroom is maintained through use of personalized instruction, regular student conferences, activity that fosters social and emotional development, and provision of opportunities for students to attain positive status. And, efforts to create a caring

A caring school pays special attention to students and families who are having difficulty connecting

classroom climate benefit from programs for cooperative learning, peer tutoring, mentoring, positive advocacy for each other, peer counseling and mediation, human relations, and conflict resolution.

Moreover, a caring school culture pays special attention to students who have difficulty making friends. Some need just a bit of support to overcome the problem (e.g., a few suggestions, a couple of special opportunities). Some, however, need more help. They may be very shy, lacking in social skills, or may even act in negative ways that lead to their rejection. Whatever the reason, it is clear they need help if they and the school are to reap the benefits produced when individuals feel positively connected to each other. School staff (e.g., teacher, classroom or yard aide, counselor, support/resource staff) and parents can work together to help such students. This may include use of a “peer buddy” (e.g., a student with similar interests and temperament or one who will understand and be willing to reach out to the one who needs a friend), or it might involve creating regular opportunities for the student to work with others on shared activities/projects at and away from school (e.g., engage in cooperative tasks, be teammates for games, share special roles such as being classroom monitors). If the youngster really doesn't know how to act like a friend, it is necessary to teach some guidelines and social skills. There are, of course, a myriad of strategies that can contribute to students feeling positively connected to the classroom and school.

Given the importance of home engagement and involvement in schooling, attention also must be paid to creating a caring atmosphere for family members. Increased home engagement is more likely if families feel welcome and have access to social support at school. Thus, teachers, school staff, and community collaborators need to establish a program that effectively welcomes and connects families with the school and other families to generate ongoing social support and greater interaction with the school.

Also, just as with students and their families, school staff and community collaborators need to feel truly welcome and socially supported. Rather than leaving this to chance, a Community School develops and institutionalizes a program to welcome and connect new staff and community collaborators with those with whom they will be working. And it does so in ways that effectively incorporates newcomers into the organization and builds their capacity to function effectively.

**Countering
Burnout**

There is an obvious relationship between maintaining a sense of community and sustaining morale and countering burnout. So, in developing a Community School, constant attention must be paid to addressing factors that lead to burnout. And, to use a metaphor, teachers are the canary in the coal mine.

It is a simple truth: If classrooms are to be caring environments, teachers must feel good about themselves. Teaching is one of society's most psychologically demanding jobs, yet few schools have programs designed specifically to counter job stress and enhance staff feelings of well-being.

In discussing burnout, many writers have emphasized that, too often, teaching is carried out under highly stressful working conditions and without much of a collegial and social support structure. Recommendations usually factor down to strategies that reduce environmental stressors, increase personal capabilities, and enhance job and social supports.*

**Community
Schools need to
establish formal
mechanisms to
counter burnout**

What tends to be ignored is that most schools have no formal mechanisms to care for staff. Community Schools have a real opportunity to establish formal mechanisms and programs that counter burnout. In doing so, special attention must be paid to transitioning in new staff and transforming working conditions to create appropriate staff teams whose members can support and nurture each other in the classroom, every day.

Fundamental to the above concerns, it is evident that everyone at a Community School needs to work closely with each other. As Hargreaves (1994) cogently notes with respect to teachers, the way to relieve "the uncertainty and open-endedness" that characterizes classroom teaching is to create "communities of colleagues who work collaboratively [in cultures of shared learning and positive risk-taking] to set their own professional limits and standards, while still remaining committed to continuous improvement. Such communities can also bring together the professional and personal lives of teachers in a way that supports growth and allows problems to be discussed without fear of disapproval or punishment."

*For an overview on this concern, see the introductory packet from the Center entitled: *Understanding and Minimizing Staff Burnout*. [http:// smhp.psych.ucla.edu/pdfdocs/Burnout/burn1.pdf](http://smhp.psych.ucla.edu/pdfdocs/Burnout/burn1.pdf)

About Collaborative Culture

Collaboration and collegiality are fundamental to morale and work satisfaction and to transforming classrooms into caring contexts for learning. Collegiality, however, cannot be demanded. As Hargreaves (1994) stresses, when collegiality is *mandated*, it can produce what is called *contrived collegiality* which tends to breed inflexibility and inefficiency. Contrived collegiality is compulsory, implementation-oriented, regulated administratively, fixed in time and space, and predictable. In contrast, *collaborative cultures* foster working relationships which are voluntary, development-oriented, spontaneous, pervasive across time and space, and unpredictable.

Collaborative cultures also can foster a school's efforts to organize itself into a learning community that personalizes inservice teacher education. Such "organizational learning" requires an organizational structure where, as Peter Senge stresses, "people continually expand their capabilities to understand complexity, clarify vision and improve shared mental models." This is accomplished by searching together for shared solutions to the organization's tasks and problems and acquiring and applying different kinds of expertise and leadership.

Finally, collaborative cultures recognize the need to build capacity for dealing with working relationship problems. Despite the best of intentions relationships often go astray, especially when staff become frustrated and angry because students don't respond in desired ways or seem not to be trying. To minimize relationship problems, inservice education must foster understanding of interpersonal dynamics and barriers to working relationships and sites must establish effective problem solving mechanisms to eliminate or at least minimize such problems.

IV. About the Process of Collaboration

It's relatively easy to establish a "collaborative" ... it's turning the group into effective infrastructure mechanisms and maintaining them that's hard to do.

Some wit defined collaboration as *an unnatural act between nonconsenting adults*. This captures the reality that bringing people together is a snap compared to the task of turning the group into a productive, ongoing operational infrastructure.

In essence, when stakeholders come together to collaborate in developing a Community School, they are forming a collaborative. Collaboration involves more than simply working together, and a *collaborative* is more than a body that shares ideas and information and enhances cooperation, coordination, and decision making. Thus, teachers who team are not a collaborative; they are a teaching team. Professionals who work as a multidisciplinary team to coordinate treatment are not a collaborative; they are a treatment team. Interagency teams established to enhance coordination and communication across agencies are not collaboratives; they are coordinating teams.

Coalitions also are not collaboratives; they are a form of collaboration that involves multiple organizations that establish an *alliance* for sharing information and jointly pursuing policy advocacy and/or cohesive action in overlapping areas of concern. A school-family-community *collaborative* is a form of collaboration that involves establishing formal agreements and an infrastructure for *working together to accomplish specific functions* in arenas where the participant agenda overlap. That is, even though participants have a primary affiliation elsewhere, they commit to working together under specified conditions to pursue a shared vision and common set of goals.

Indeed, a hallmark of an authentic collaborative is a *formal agreement* among participants to establish mechanisms and processes to accomplish *mutually desired results* – usually outcomes that would be difficult to achieve by any of the stakeholders alone. In McGrath's (2008) terms, there is a *convergence*: "a strategic approach that forms networks of organizations linked by bonds of collaboration and interdependent action." A good example is when stakeholders agree to develop a comprehensive Community School.

Effective collaboratives are built with vision, policy, leadership, infrastructure, and capacity building. A collaborative structure requires shared governance (power, authority, decision making, accountability) and weaving together an adequate set of resources. It also requires establishing well-defined and effective *working* relationships that enable participants to overcome individual agenda. If this cannot be accomplished, the intent of pursuing a shared agenda and achieving a collective vision is jeopardized.

Because school, community, and family collaboration can differ in so many ways, it is helpful to think in terms of categories of key factors relevant to such arrangements. Exhibit 11 offers a beginning conceptualization, and Appendix E provides some tools for surveying facets of collaborative efforts.

Exhibit 11

Some Key Dimensions Relevant to School-Community-Family Collaborative Arrangements

I. Initiation

- A. School-led
- B. Community-driven

II. Nature of collaboration

- A. Formal
 - memorandum of understanding
 - contract
 - organizational/operational mechanisms
- B. Informal
 - verbal agreements
 - ad hoc arrangements

III. Focus

- A. Improvement of program and service provision
 - for enhancing case management
 - for enhancing use of resources
- B. Major systemic changes
 - to enhance coordination
 - for organizational restructuring
 - for transforming system structure/function

IV. Scope of collaboration

- A. Number of programs and services involved (from just a few -- up to a comprehensive, multifaceted continuum)
- B. Horizontal collaboration
 - within a school/agency
 - among schools/agencies
- C. Vertical collaboration
 - within a catchment area (e.g., school and community agency, family of schools, two or more agencies or other entities)
 - among different levels of jurisdictions (e.g., community/city/county/state/federal)

V. Scope of potential impact

- A. Narrow-band – a small proportion of youth and families can access what they need
- B. Broad-band – all can access what they need

VI. Ownership and governance of programs and services

- A. Owned and governed by school
- B. Owned and governed by community
- C. Shared ownership & governance
- D. Public-private venture – shared ownership & governance

VII. Location of programs and services

- A. Community-based, school-linked
- B. School-based

VIII. Degree of cohesiveness among multiple interventions serving the same student/family

- A. Unconnected
- B. Communicating
- C. Cooperating
- D. Coordinated
- E. Integrated

IX. Level of systemic intervention focus

- A. Systems for promoting healthy development
- B. Systems for prevention of problems
- C. Systems for early-after-onset of problems
- D. Systems of care for treatment of severe, pervasive, and/or chronic problems
- E. Full continuum including all levels

X. Arenas for collaborative activity

- A. Health (physical and mental)
- B. Education
- C. Social services
- D. Work/career
- E. Enrichment/recreation
- F. Juvenile justice
- G. Neighborhood/community improvement

**Opening Doors:
Inviting In,
Reaching Out**

In the context of a Community School, collaboration is both a desired process and an outcome. That is, the intent is to work together to establish strong working relationships that are enduring. However, such collaboration is not an end in itself. It is a turning point meant to enable participants to pursue increasingly potent strategies for strengthening students, families, schools, and communities. Which stakeholders should be involved at a school and in what ways has always been a matter of debate.

With growing appreciation for human and social capital, there has been increasing recognition of the potential contribution to schools that can be made by a wide range of stakeholders (people, groups, formal and informal organizations). Moreover, the political realities of local control have expanded school-community collaborative bodies to encompass local policy makers, representatives of families, nonprofessionals, and volunteers.

Any effort to connect school, home, and community resources must embrace a wide spectrum of stakeholders

Families, of course, have always provided a direct connection between school and community, but now they are seeking a greater decision making role. In addition, advocates for students with special needs have opened the way for increased parent/caretaker and youth participation in forums making decisions about interventions.

For many reasons, school and community doors have been somewhat closed to collaboration. A basic commitment of Community Schools is to open doors to invite in and outreach to family members and others who can contribute to strengthening students, families, schools, and neighborhoods. An open door policy and culture is essential to weaving together school and community resources and enhancing collegial collaboration, consultation, mentoring, and greater involvement of expert assistance (including professionals-in-training), use of volunteers, and engagement of family members.

Opening doors for collaboration represents a fundamental change in the culture of schools and classrooms and is seen as essential to enhancing a caring climate, a sense of community, and better outcomes for students, families, schools, and the community-at-large. Opening doors is especially important for efforts to *prevent* commonplace learning, behavior, and emotional problems and for responding quickly when a problem does arise.

***Community
Means
Inviting In***

Opening the door to invite in a wide range of family and community stakeholders is fundamental to establishing a comprehensive Community School. Inviting in collaborators significantly increases the type of human and social capital needed for developing such a school. And, the collaboration can help create an expanded community of colleagues.

As Hargreaves (1994) has stressed, a community of colleagues helps bring together professional and personal lives in ways that support growth, allows risk taking and problem solving without fear of disapproval or punishment, helps relieve "the uncertainty and open-endedness" of the work, and supports ongoing commitment to improvement.

Moreover, inviting in a wide range of stakeholders expands appreciation that everyone is a learner and everyone potentially can help others learn. In effect, opening doors helps create:

Inviting in collaborators helps to expand the community of colleagues and create a learning and teaching community

- *A Learning Community.* Learning is neither limited to what is formally taught nor to time spent in classrooms. It occurs whenever and wherever the learner interacts with the surrounding environment. All facets of the community (including the school) provide learning opportunities – thus the term learning community.
- *A Teaching Community.* Teaching occurs at school, at home, and in the community at large. It may be formalized or informally transmitted. All who want to facilitate learning are teachers. This includes professional teachers, aides, volunteers, parents, siblings, peers, mentors in the community, librarians, recreation staff, etc. They all constitute what can be called the teaching community.

Inviting stakeholders into the organizational structure also expands the impact of “organizational learning” (Senge, 1990). Stakeholder engagement in “different tasks, acquiring different kinds of expertise, experiencing and expressing different forms of leadership, confronting uncomfortable organizational truths, and searching together for shared solutions" facilitates efforts to help expand and deepen their understanding of and commitment to a Community School’s vision and processes (Hargreaves, 1994).

***Reaching Out to
Enhance Community
Engagement and
Support***

Exhibit 12 illustrates a range of community resources that can and should be the focus of outreach. Such outreach involves:

- Planning and implementing the outreach to recruit a wide range of community resources (e.g., public and private agencies; colleges and universities; local residents; artists and cultural institutions, businesses and professional organizations; service, volunteer, and faith-based organizations; community policy and decision makers)
- Developing systems to recruit, screen, prepare, and maintain community resource involvement (e.g., mechanisms to orient and welcome, enhance the volunteer pool, maintain current involvements, enhance a sense of community)
- Interventions to re-engage students and families who don't come to school regularly – including truants and dropouts
- Connecting school and community efforts to promote child and youth development and a sense of community
- Building capacity for enhancing community engagement and support (e.g., policies and mechanisms to enhance and sustain community involvement, staff/stakeholder development on the value of community involvement, “social marketing”)

Outreach is a constant process and requires a well-planned program



Authentic community engagement necessarily entails delegating and sharing responsibility, especially getting more stakeholders to commit and contribute voluntarily for both civic and self-interested reasons.

Ohio Public-Private Collaborative Commission (2008)

Exhibit 12

A Range of Community Resources that Could Be Part of a Collaboration

County agencies and bodies (e.g., departments of health, mental health, children & family services, public social services, probation, sheriff, office of education, fire, service planning area councils, recreation and parks, library, courts, housing)

Municipal agencies and bodies (e.g., parks and recreation, library, police, fire, courts, civic event units)

Physical and mental health & psychosocial concerns facilities and groups (e.g., hospitals, clinics, guidance centers, Planned Parenthood, Aid to Victims, MADD, “friends of” groups; family crisis and support centers, helplines, hotlines, shelters, mediation and dispute resolution centers, private practitioners)

Mutual support/self-help groups (e.g., for almost every problem and many other activities)

Child care/preschool centers

Post secondary education institutions/students (e.g., community colleges, state universities, public and private colleges and universities, vocational colleges; specific schools within these such as schools of law, education, nursing, dentistry)

Service agencies (e.g., PTA/PTSA, United Way, clothing and food pantry, Visiting Nurses Association, Cancer Society, Catholic Charities, Red Cross, Salvation Army, volunteer agencies, legal aid society)

Service clubs and philanthropic organizations (e.g., Lions Club, Rotary Club, Optimists, Assistance League, men’s and women’s clubs, League of Women Voters, veteran’s groups, foundations)

Youth agencies and groups (e.g., Boys and Girls Clubs, YMCA/YWCAss, scouts, 4-H, Woodcraft Rangers)

Sports/health/fitness/outdoor groups (e.g., sports teams, athletic leagues, local gyms, conservation associations, Audubon Society)

Community based organizations (e.g., neighborhood and homeowners’ associations, Neighborhood Watch, block clubs, housing project associations, economic development groups, civic associations)

Faith community institutions (e.g., congregations and subgroups, clergy associations, interfaith hunger coalition)

Legal assistance groups (e.g., public counsel, schools of law)

Ethnic associations (e.g., Committee for Armenian Students in Public Schools, Korean Youth Center, United Cambodian Community, African-American, Latino, Asian-pacific, Native American organizations)

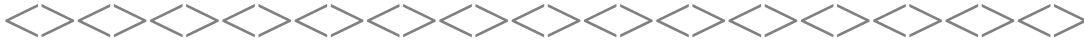
Special interest associations and clubs (e.g., Future Scientists and Engineers of America, pet owner and other animal-oriented groups)

Artists and cultural institutions (e.g., museums, art galleries, zoo, theater groups, motion picture studios, TV and radio stations, writers’ organizations, instrumental/choral, drawing/painting, technology-based arts, literary clubs, collector’s groups)

Businesses/corporations/unions (e.g., neighborhood business associations, chambers of commerce, local shops, restaurants, banks, AAA, Teamsters, school employee unions)

Media (e.g., newspapers, tv & radio, local access cable)

Family members, local residents, senior citizens groups



A NOTE OF CAUTION

Without careful planning, implementation, and capacity building, collaborative efforts will rarely live up to the initial hope. For example, formal arrangements for working together often take the form of committees and meetings. To be effective, such sessions require thoughtful and skillful facilitation. Even when they begin with great enthusiasm, poorly facilitated working sessions quickly degenerate into another meeting, more talk but little action, another burden, and a waste of time. This is particularly likely to happen when the emphasis is mainly on the unfocused mandate to “collaborate,” rather than on moving an important vision and mission forward through effective working relationships.

Most of us know how hard it is to work effectively with a group. Staff members can point to the many committees and teams that drained their time and energy to little avail. Obviously a collaborative that convenes to develop a comprehensive Community School must do more than meet and talk. The point is to work strategically, efficiently, and productively. For this to happen, steps must be taken to ensure that all infrastructure mechanisms (e.g., workgroups, committees, teams) are formed in ways that maximize their effectiveness. This includes providing all participants with the training, time, support, and authority to carry out their role and functions. It is when such matters are ignored that groups find themselves meeting but going nowhere.



How many members of a collaborative does it take to change a lightbulb?

- 14 to share similar experiences of changing light bulbs and how the light bulb could have been changed differently;
- 7 to caution about the dangers of changing light bulbs
- 27 to point out spelling/grammar errors in posts about changing light bulbs
- 53 to flame the spelling/grammar critics
- 1 to correct the spelling and grammar in the spelling/grammar flames
- 6 to argue whether it's "lightbulb" or "light bulb"

Infrastructure

Exhibit 13 illustrates the general facets of an organizational infrastructure of operational mechanisms for a school-family-community collaborative. As diagrammed, the mechanisms are designed for oversight, leadership, capacity building, and ongoing support. They are used to (1) make decisions about priorities and resource allocation, (2) maximize systematic planning, implementation, maintenance and evaluation, (3) enhance and redeploy existing resources and pursue new ones, and (4) nurture the collaborative.

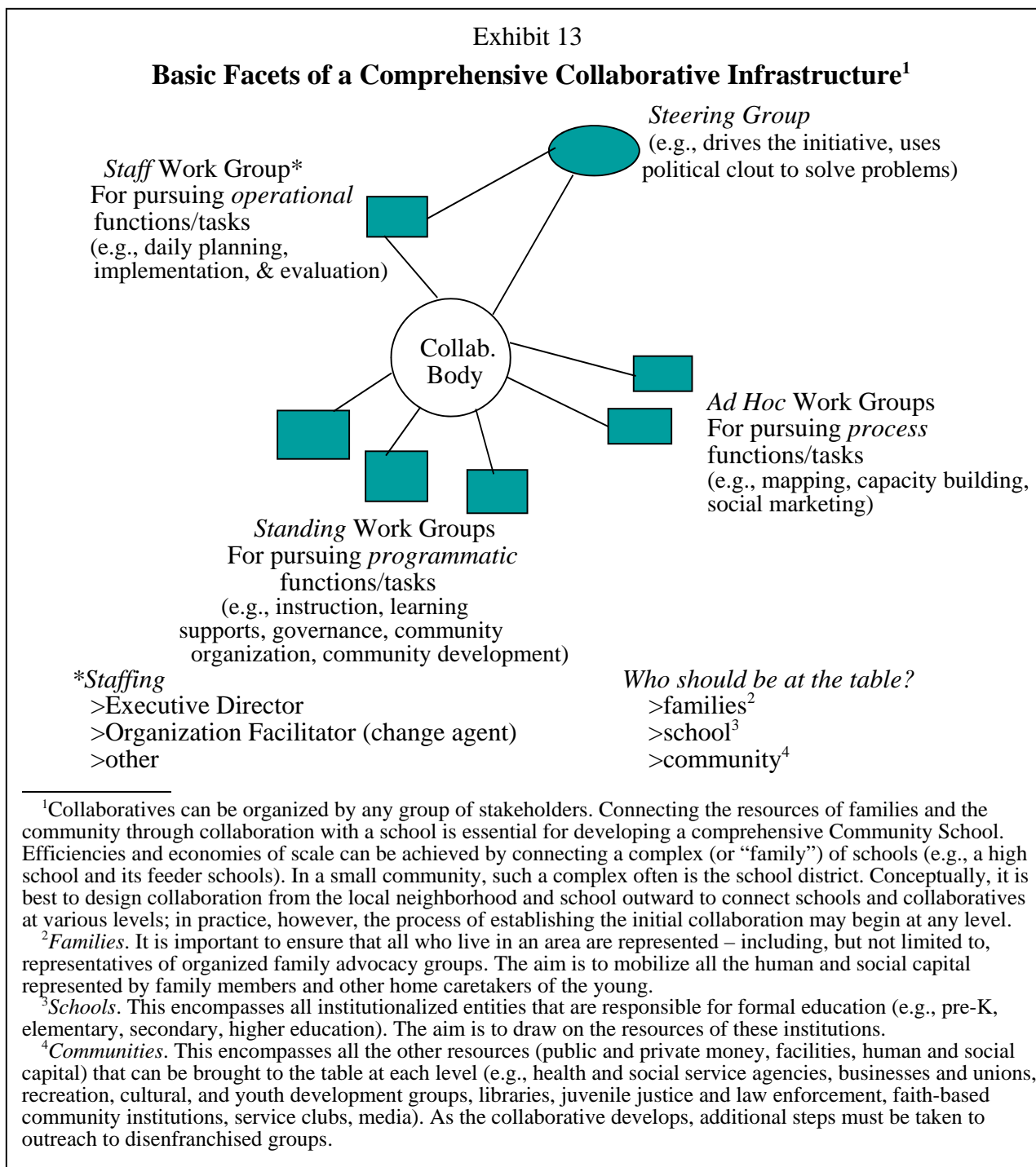


Exhibit 14 transforms the preceding generic collaborative infrastructure into a prototype infrastructure framework for a Community School. Obviously, school size plays a role in staffing such an infrastructure. Nevertheless, the major functions associated with the three primary components involved in developing a Community School remain the same (review Exhibits 5 and 8). The challenge in any school is to pursue all three components in an integrated and effective manner.

The added challenge in a small school is doing it all with so few school personnel. The key is to use existing infrastructure mechanisms, modestly expand the roles and functions of the *School Leadership Team*, and use the full range of collaborators. With less personnel, a principal must use who and what is available to develop all three components. Usually, the principal and whoever else is part of a school leadership team will lead the way in improving the development/instruction and management/governance components. As presently constituted, however, such a team may not be prepared to advance development of a comprehensive system of learning supports to address barriers to learning, development, and teaching. Thus, someone already on the leadership team will need to be assigned this role and provided training to carry it out effectively.

Infrastructure must be designed to ensure the three components are fully integrated and pursued as primary and essential

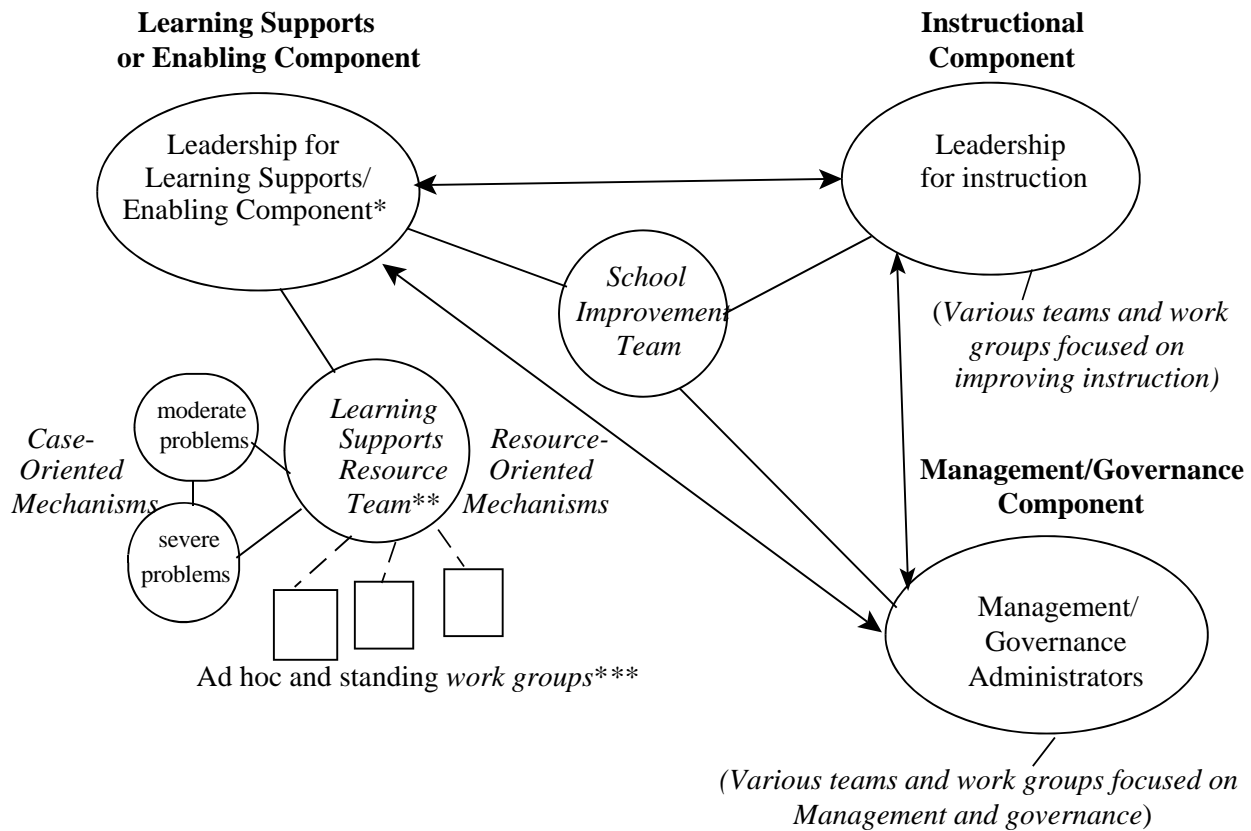
Alternatively, someone in the school who is involved with student supports (e.g. a pupil services professional, a Title I Coordinator, a special education resource specialist) can be invited to join the leadership team, assigned responsibility and accountability for ensuring the vision for the component is not lost, and provided additional training for the tasks involved in being a Learning Supports or Enabling Component Lead. The lead, however chosen, will benefit from eliciting the help of other advocates/champions at the school and from the community. These all can help ensure development, over time, of a comprehensive system of learning supports.

Obviously administrative leadership is key to ending marginalization of efforts to appropriately deal with behavior, learning, and emotional problems. Another key is establishment of a team that focuses specifically on how learning support resources are used. (Adelman & Taylor, 2008a; Center for Mental Health in Schools, 2005c, 2005d).

Leaving no child behind is only feasible through well-designed collaborative efforts.

Exhibit 14

Example of an Integrated Infrastructure at the School Level



*Learning Supports or Enabling Component Leadership consists of an administrator and other advocates/champions with responsibility and accountability for ensuring the vision for the component is not lost. The administrator meets with and provides regular input to the Learning Supports Resource Team.

**A Learning Supports Resource Team ensures component cohesion, integrated implementation, and ongoing development. It meets weekly to guide and monitor daily implementation and development of all programs, services, initiatives, and systems at a school that are concerned with providing learning supports and specialized assistance.

***Ad hoc and standing work groups – Initially, these are the various “teams” that already exist related to various initiatives and programs (e.g., a crisis team) and for processing “cases” (e.g., a student assistance team, an IEP team). Where redundancy exists, work groups can be combined. Others are formed as needed by the Learning Supports Resource Team to address specific concerns. These groups are essential for accomplishing the many tasks associated with such a team’s functions.

For more on this, see

- ><http://smhp.psych.ucla.edu/pdfdocs/infrastructure/anotherinitiative-exec.pdf>
- ><http://smhp.psych.ucla.edu/pdfdocs/studentssupport/toolkit/aidk.pdf>

Connecting Schools in a Neighborhood

As we have already noted, schools, families, and other stakeholders in the same geographic or catchment area have a number of shared concerns. Neighborhood schools, especially feeder patterns, have much to gain from connecting with each other.

A multi-site team can provide an infrastructure mechanism to help ensure cohesive and equitable deployment of resources and also can enhance the pooling of resources to reduce costs and benefit from economies of scale (e.g., see Adelman & Taylor, 2006a, 2008b; Center for Mental Health in Schools, 2005c, d). Such a multi-site mechanism can expand leadership, facilitate communication and connection, and ensure quality improvement across sites. It can be particularly useful for integrating the efforts of high schools and their feeder middle and elementary schools. This clearly is important in addressing barriers with those families who have youngsters attending more than one level of schooling in the same cluster. It is neither cost-effective nor good intervention for each school to contact a family separately in instances where several children from a family are in need of special attention.

With respect to linking with community resources, multi-school teams are especially attractive to community agencies who often don't have the time or personnel to make independent arrangements with every school.

Working Relationships and Capacity Building

Every form of collaboration is about building potent, synergistic, *working relationships*, not simply establishing positive personal connections (Adelman & Taylor, 2007a). Collaboratives to develop comprehensive Community Schools that are established mainly as personal connections are especially vulnerable to the comings and goings of participants that characterizes stakeholder involvement in many groups. The emphasis needs to be on establishing stable and sustainable institutional commitments, with working relationships designed around roles and functions, not specific individuals. This requires clearly articulated and institutionalized roles, responsibilities, accountability, and infrastructure, including mechanisms for working together in performing tasks, solving operational problems, and mediating conflicts among participants.

Personnel connections can help; institutionalized working relationships are essential

Failure to establish and successfully institutionalize effective school-family-community collaboratives probably is attributable in great measure to the absence of clear, high level, and long-term policy support (Bodilly, Chun, Ikemoto, & Stockly, 2004). From a policy perspective, policy makers and other leaders must establish a foundation for building stable collaboratives connecting school, family, and community. This involves establishing and institutionalized operational mechanisms and ensuring long-term capacity building and ongoing support.

With specific respect to developing comprehensive Community Schools, policy must include a focus on providing sufficient resources for the work, including resources to underwrite essential systemic changes. Accomplishing the systemic changes requires establishing temporary facilitative mechanisms and providing incentives, supports, and training to enhance commitment to and capacity for the changes. The importance of these matters cannot be overemphasized.

When all major parties are committed to building an effective collaborative, the next step is to ensure (a) everyone understands the significant systemic changes involved and (b) participants are motivated and able to facilitate such changes. Leaders in this situation must have both a vision for change and an understanding of how to effect and institutionalize the type of systemic changes and working relationships needed to build an effective collaborative infrastructure. For school districts and Community Schools, this includes creating readiness and building capacity for systemic changes related to governance,

leadership, planning, stakeholder development, implementation, sustainability, potential scale-up, and accountability. For example:

- Existing governance must be modified over time. The aim is shared decision making involving school and community agency staff, families, students, and other community representatives. This involves equalizing power and sharing leadership so that decision making appropriately reflects and accounts for all stakeholder groups.
- High level leadership assignments must be designated to facilitate essential systemic changes and build and maintain family-community-school connections.
- Mechanisms must be established and institutionalized for analyzing, planning, coordinating, integrating, monitoring, evaluating, and strengthening collaborative efforts. All participants must share in the workload – pursuing clear functions.

Collaboration is a developing process . . . it must be continuously nurtured, facilitated, and supported, and special attention must be given to overcoming institutional and personal barriers

In sum, the complexities of establishing and institutionalizing a Community School call for paying considerable attention to ensuring working relationships are well defined and capacity is built in ways that facilitate accomplishment of essential functions and results. Capacity building involves providing participants with appropriate preparation (e.g., preservice, induction, inservice education), time, support, authority, and authentic accountability for carrying out their roles and functions. And, there must be a commitment to working toward mutual respect (see Exhibit 15).

Evidence of appropriate policy support for development of a comprehensive Community School is seen in the adequacy of funding for capacity building to accomplish desired system changes and ensure the collaborative is established appropriately and operates effectively over time.

It is when the above concerns are ignored that collaborators find themselves meeting and meeting, but going nowhere.

Exhibit 15

Working Toward Mutual Respect for All Stakeholders

Some group dynamics to anticipate

- Hidden Agendas – All members should agree to help keep hidden agendas in check and, when such items cannot be avoided, facilitate the rapid presentation of a point and indicate where the concern needs to be redirected.
- A Need for Validation – When members make the same point over and over, it usually indicates they feel an important point is not being validated. To counter such disruptive repetition, account for the item in a visible way so that members feel their contributions have been acknowledged. When the item warrants discussion at a later time, assign it to a future agenda.
- Members are at an Impasse – Two major reasons groups get stuck are: (a) some new ideas are needed to "get out of a box" and (b) differences in perspective need to be aired and resolved. The former problem usually can be dealt with through brainstorming or by bringing in someone with new ideas to offer; to deal with conflicts that arise over process, content, and power relationships employ problem solving and conflict management strategies (e.g., accommodation, negotiation, mediation).
- Interpersonal Conflict and Inappropriate Competition – These problems may be corrected by repeatedly bringing the focus back to the goal – improving outcomes for students/families; when this doesn't work; restructuring group membership may be necessary.
- Ain't It Awful! – Daily frustrations experienced by staff often lead them to turn meetings into gripe sessions. Outside team members (parents, agency staff, business and/or university partners) can influence school staff to exhibit their best behavior.

Making meetings work

A good meeting is task focused and ensures that tasks are accomplished in ways that:

- Are efficient and effective
- Reflect common concerns and priorities
- Are implemented in an open, noncritical, nonthreatening manner
- Turn complaints into problems that are analyzed in ways that lead to plans for practical solutions
- Feel productive (produces a sense of accomplishment and of appreciation)

About building relationships and communicating effectively

Some building blocks for participants to strive for include:

- Conveying empathy and warmth (e.g., this involves working to understand and appreciate what others are thinking and feeling and transmitting a sense of liking them)
- Conveying genuine regard and respect (e.g., this involves transmitting real interest and interacting in ways that enable others to maintain a feeling of integrity and personal control)
- Talking with, not at, others – active listening and dialogue (e.g., this involves being a good listener, not being judgmental, not prying, and being willing to share experiences as appropriate)

Barriers to Collaboration

Barriers to collaboration stem from a variety of institutional and personal factors. Institutional barriers arise when existing policy, accountability, leadership, budget, space, time schedules, and capacity building agenda are not supportive of efforts to use collaborative arrangements effectively and efficiently in pursuing desired results.

Nonsupport may simply take the form of benign neglect. More often, it stems from a lack of understanding, commitment, and/or capability related to establishing and maintaining a potent infrastructure for working together and for sharing resources. Occasionally, nonsupport takes the ugly form of forces at work trying to actively undermine collaboration.

As noted, a fundamental institutional barrier to collaboration in developing a Community School is the degree to which efforts to establish school-community-family connections are *marginalized* in policy and practice. The extent to which this is the case in most schools can be seen in how few resources are deployed to build effective collaboration.

Examples of institutional barriers include:

Barriers arise from institutional and personal factors

- Policies that mandate collaboration but do not enable the process (e.g., a failure to reconcile differences among participants with respect to the outcomes for which they are accountable; inadequate provision for braiding funds across agencies and categorical programs)
- Policies for collaboration that do not provide adequate resources and time for leadership and stakeholder training and for overcoming barriers to collaboration
- Leadership that does not establish an effective infrastructure, especially mechanisms for steering and accomplishing work/tasks on a regular, ongoing basis
- Differences in the conditions and incentives associated with participation, such as the fact that meetings usually are set during the work day which means community agency and school personnel are paid participants, while family members are expected to volunteer their time.

It is worth noting that another institutional barrier arises when school and community professionals are thrust together to “collaborate,” but that really isn’t the primary intent. It is not uncommon, for example, for community agency staff to be placed on school campuses with the intent of establishing a satellite where

the agency co-locates its services. In most such instance, little thought has been given to meshing (as opposed to simply linking) community services and programs with existing school-owned and operated activity. The result is that a small number of youngsters are provided services that they may not otherwise have received, but little connection is made with other stakeholders, especially school staff and programs. As noted already, because of this, a new form of fragmentation is emerging as community and school professionals engage in a form of “parallel play” at school sites. Moreover, when "outside" professionals are brought into schools, district personnel may view the move as discounting their skills and threatening their jobs. On the other side, the "outsiders" often feel unappreciated. Conflicts arise over "turf," use of space, confidentiality, and liability. School professionals tend not to understand the culture of community agencies; agency staff are rather naive about the culture of schools.

Other barriers arise because of inadequate attention to factors associated with systemic change. How well a Community School is implemented depends to a significant degree on the personnel doing the implementing and the motivation and capabilities of participants. Sufficient resources and time must be redeployed so participants can learn and carry out new functions effectively. And, when newcomers join, well-designed procedures must be in place to bring them up to speed.

In bringing schools, families, and other community stakeholders to the same table, it is clear that there will be problems related to the institutional and personal factors. Considerable effort will be required to teach and learn from each other about these matters. Special attention must be paid to families at the table. Power differentials are common, especially when low-income families are involved and are confronted with credentialed and titled professionals.

On a personal level, barriers mostly stem from practical deterrents, negative attitudes, and deficiencies of knowledge and skill. These vary for different stakeholders but often include problems stemming from demanding work schedules, lack of transportation and childcare, poor communication skills, meager understanding of differences in institutional cultures, need for accommodations for language and cultural differences, and so forth.

Working collaboratively requires overcoming barriers stemming from institutional and personal factors. This is easier to do when all stakeholders are committed to learning to do so. It means moving beyond naming problems to careful analysis of why the problem has arisen and then moving on to creative problem solving (see Exhibit 16).

**Working
collaboratively
requires
overcoming
barriers
stemming from
institutional
and personal
factors**

Exhibit 16

Overcoming Barriers Related to Differences

Participants collaborating at a Community School must be sensitive to a variety of human and institutional differences and learn strategies for dealing with them. These include differences in

- Sociocultural and economic background and current lifestyle
- Primary language spoken
- Ethnicity
- Gender
- Motivation

In addition, there are differences related to power, status, and orientation. For many, the culture of schools and community agencies and organizations will differ greatly from other settings where they have lived and worked. Although workshops and presentations may be offered in an effort to increase specific cultural awareness, what can be learned in this way is limited, especially when one is in a community of many cultures. There also is a danger in prejudgments based on apparent cultural awareness. It is desirable to have the needed language skills and cultural awareness; it is also essential not to rush to judgement.

As part of a working relationship, differences can be complementary and helpful – as when staff from different disciplines work with and learn from each other. Differences become a barrier to establishing effective working relationships when negative attitudes are allowed to prevail. Interpersonally, the result generally is conflict and poor communication. For example, differences in status, ethnicity, power, orientation, and so forth can cause one or more persons to enter the situation with negative (including competitive) feelings. And such feelings often motivate conflict.

Many individuals who have been treated unfairly, been discriminated against, been deprived of opportunity and status at school, on the job, and in society use whatever means they can to seek redress and sometimes to strike back. Such an individual may promote conflict in hopes of correcting power imbalances or at least to call attention to a problem.

Often, power differentials are so institutionalized that individual action has little impact. It is hard and frustrating to fight an institution. It is much easier and immediately satisfying to fight with other individuals one sees as representing that institution. However, when this occurs where individuals are supposed to work together, those with negative feelings may act and say things in ways that produce significant barriers to establishing a working relationship. Often, the underlying message is "you don't understand," or worse yet, "you probably don't want to understand," or, even worse, "you are my enemy."

(cont.)

It is unfortunate when such barriers arise between those who a Community School is trying to help; it is a travesty when such barriers interfere with collaboration. Conflicts among stakeholders detract from accomplishing goals and contribute in a major way to burnout.

There are no easy solutions to overcoming deeply embedded negative attitudes. Certainly, a first step is to understand that the nature of the problem is not differences per se but negative perceptions stemming from the politics and psychology of the situation. It is these perceptions that lead to (1) prejudgments that a person is bad because of an observed difference and (2) the view that there is little to be gained from working with that person. Thus, minimally, the task of overcoming negative attitudes interfering with a particular working relationship involves finding ways to counter negative prejudgments (e.g., to establish the credibility of those who have been prejudged) and demonstrate there is something of value to be gained from working together.

To be effective in working with others, stakeholders need to build a positive working relationship around the tasks at hand. Essential ingredients are:

- Encouraging all participants to defer negative judgments about those with whom they will be working
- Enhancing expectations that working together will be productive, with particular emphasis on establishing the value-added by each participant in pursuing mutually desired outcomes
- Ensuring there is appropriate time for making connections
- Establishing an infrastructure that provides support and guidance for effective task accomplishment
- Providing active, task-oriented meeting facilitation that minimizes ego-oriented behavior
- Ensuring regular celebration of positive outcomes that result from working together

And, as noted already, on a personal level, it is worth taking time to ensure all participants understand what is involved in building relationships and effective communication.

**Legal Issues
Involved in
Sharing
Information**

Because of the involvement of so many collaborators, confidentiality concerns are particularly complicated at Community Schools. Privacy is both an ethical and legal concern. All stakeholders must value privacy concerns and be aware of legal requirements to protect privacy.*

At the same time, those working in schools have rights and responsibilities related to keeping schools safe which may require taking steps that abridge privacy and confidentiality. And, certain professionals have the legal responsibility to report endangering and illegal acts. Moreover, under the *Federal Educational Rights and Privacy Act for Elementary and Secondary Schools*, school officials may disclose to another school or postsecondary institution any and all records resulting from a student receiving special education services.

**Dilemmas arise
when privacy
rights collide
with the needs
of the school
and society**

Clearly, there is a dilemma. On the one hand, care must be taken to avoid undermining privacy (e.g., confidentiality and privileged communication); on the other hand, appropriate information should be available to enable schools and agencies and other collaborative members to work together effectively. It is tempting to resolve the dilemma by asserting that all information should be confidential and privileged. Such a position, however, ignores the fact that failure to share germane information can seriously hamper efforts to help. For this reason, concerns about privacy must be balanced with a focus on how to facilitate appropriate sharing of information.

In trying to combat encroachments on privileged communication, interveners' recognize that the assurance of confidentiality and legal privilege are meant to protect privacy and help establish an atmosphere of safety and trust. At the same time, it is important to remember that such assurances are not meant to encourage anyone to avoid sharing important information with significant others. Such sharing often is essential to helping and to personal growth. (It is by learning how to communicate with others about private and personal

*See the U.S. Department of Education, Family Compliance Office for information on the *Federal Educational Rights and Privacy Act for Elementary and Secondary Schools* (FERPA) – online at <http://www.ed.gov/policy/gen/guid/fpco/index.html> . Also, see the U.S. Office for Civil Rights' discussion of the *Health Insurance Portability and Accountability Act* (HIPAA) – online at <http://www.hhs.gov/ocr/hipaa/>

matters that those being helped can increase their sense of competence, personal control, and interpersonal relatedness, as well as their motivation and ability to solve problems.)

In working with minors and their families it is important to establish the type of working relationship where they learn to take the lead in sharing information when appropriate. This involves enhancing their motivation for sharing and empowering them to share information when it can help solve problems. In addition, steps are taken to minimize the negative consequences of divulging confidences.

The bottom line is that, in working collaboratively, it is essential for stakeholders to share information. And, fortunately, there has been a lot of work done to guide a Community School in doing so, including development of special forms to authorize school and agency sharing (see Taylor & Adelman, 1989, 2001; Center for Mental Health in Schools, 2008c; and the Center's clearinghouse Quick Find on the topic of *Confidentiality* – online at <http://smhp.psych.ucla.edu/qf/confid.htm>).

Heightening Community School Stakeholder Awareness About Ethical and Legal Dilemmas

Given the many ethical and legal dilemmas that arise at a Community School, it is important for all stakeholders to heighten their awareness about matters such as:

- no society is devoid of some degree of coercion in dealing with its members (e.g., no right or liberty is absolute) and that coercion often is seen as particularly justifiable in intervening with minors
- interventions can be used to serve the vested interests of subgroups in a society at the expense of other subgroups (e.g., to deprive minorities, the poor, females, and legal minors of certain freedoms and rights)
- informed consent and due process of law are central to the protection of individuals when there are conflicting interests at stake (e.g., about who or what should be blamed for a problem and be expected to carry the brunt of corrective measures).

Awareness and greater sensitivity to potential conflicts among those with vested interests in intervening are essential if individuals in need of help are to be adequately protected from abuse by those with power to exercise control over them.

V. Getting From Here to There

Because developing a comprehensive Community School requires systemic changes, getting from here to there is a bit complex (Adelman & Taylor, 2007b, c). The process often requires knowledge and skills not currently part of the professional preparation of those called on to act as change agents. For example, few school or agency professionals assigned to make major reforms have been taught how to create the necessary motivational readiness and commitment among a critical mass of stakeholders, nor how to develop and institutionalize the type of mechanisms required for systemic change. Other matters that need to be understood in moving forward with development of a comprehensive Community School include social marketing, the use of data in guiding the work, and the imperative to expand the accountability framework.

Systemic Change

Substantive change requires dynamic leadership (Duffy, 2005). It also involves paying considerable attention to enhancing both stakeholder motivation and capability and ensuring there are appropriate supports during each phase of the change process.

Ensuring Readiness for Substantive Systemic Change

It is essential to account for the fullness of the processes required to build authentic agreements and commitments. These involve strategies that ensure there is a common vision and valuing of proposed innovations and attention to relationship building, clarification of mutual expectations and benefits, provision for rapid renegotiation of initial agreements, and much more.

Authentic agreements require ongoing modifications to account for the intricacies and unanticipated problems that characterize the introduction of major innovations into complex systems. Informed commitment is strengthened and operationalized through negotiating and renegotiating formal agreements among various stakeholders.

Policy statements articulate the commitment to the innovation's essence. Memoranda of understanding and contracts specify agreements about such matters as funding sources, resource appropriations, personnel functions, incentives and safeguards for risk-taking, stakeholder development, immediate and long-term commitments and timelines, accountability procedures, and so forth.

As already noted, success of efforts to establish an effective Community School depends on stakeholders' motivation and capability. Substantive change is most likely when high levels of

positive energy can be mobilized and appropriately directed over extended periods of time.

One of the first concerns is ensuring stakeholder readiness and commitment

Among the most fundamental errors related to systemic change is the tendency to set actions into motion without taking sufficient time to lay the foundation needed for substantive change. Thus, one of the first concerns is how to mobilize and direct the energy of a critical mass of participants. This calls for strategies that establish and maintain an effective match with the motivation and capabilities of involved parties.

The initial focus is on communicating essential information to key stakeholders using strategies that help them understand that the benefits of change will outweigh the costs and are more worthwhile than the status quo or competing directions for change. The strategies used must be personalized and accessible to the subgroups of stakeholders (e.g., must be “enticing,” emphasize that costs are reasonable, and engage them in processes that build consensus and commitment). Sufficient time *must* be spent creating motivational readiness of key stakeholders and building their capacity and skills.

All Changes Require Constant Care and Feeding

Those who steer the process must be motivated and competent, not just initially but over time. The complexity of systemic change requires close monitoring of mechanisms and immediate follow up to address problems. In particular, it means providing continuous, personalized guidance and support to enhance knowledge and skills and counter anxiety, frustration, and other stressors. To these ends, adequate resource support must be provided (time, space, materials, equipment) and opportunities must be available for increasing ability and generating a sense of renewed mission. Personnel turnover must be addressed by welcoming and orienting new members.

Creating readiness involves tasks designed to produce fundamental changes in the various institutional and family cultures that are brought together at a Community School. Change in the various organizational and familial cultures evolve slowly in transaction with specific organizational and program changes. Early in the process the emphasis needs to be on creating an official and psychological climate for change, including overcoming institutionalized resistance, negative attitudes, and barriers to change. New attitudes, new working relationships, new skills all must be engendered, and negative reactions and dynamics related to change must be addressed.

Systemic change requires close monitoring and immediate follow up when problems arise

All this calls for proceeding in ways that establish and maintain an effective match with the motivation and capabilities of involved parties. The literature clarifies the value of (1) a high level of policy and leadership commitment that is translated into an inspiring vision and appropriate resources (leadership, space, budget, time); (2) incentives for change, such as intrinsically valued outcomes, expectations for success, recognitions, rewards; (3) procedural options that reflect stakeholder strengths and from which those expected to implement change can select options they see as workable; (4) a willingness to establish an infrastructure and processes that facilitate efforts to change, such as a governance mechanism that adopts strategies for improving organizational health; (5) use of change agents who are perceived as pragmatic (e.g., as maintaining ideals while embracing practical solutions); (6) accomplishing change in stages and with realistic timelines; (7) providing feedback on progress; and (8) taking steps to institutionalize support mechanisms that maintain and evolve changes and generate periodic renewal. An understanding of concepts espoused by community psychologists such as empowering settings and enhancing a sense of community also can make a critical difference. Such concepts stress the value of open, welcoming, inclusive, democratic, and supportive processes.

Mechanisms for System Change

It helps to think in terms of three key *temporary* systemic change mechanisms. These are: (1) a site-based *steering* mechanism to guide and support systemic change activity; (2) a *change agent* who works with a *change team* and has full-time responsibility for the daily tasks involved in creating readiness and the initial implementation of desired changes; the *change team* (consisting of key stakeholders) has responsibility for coalition building, implementing the strategic plan, and maintaining daily oversight (including problem solving, conflict resolution, and so forth); and (3) *mentors* and *coaches* who model and teach specific elements of new approaches. Once systemic changes have been accomplished effectively, all temporary mechanisms are phased out – with any essential new roles and functions assimilated into regular structural mechanisms (Center for Mental Health in Schools, 2000).

(1) Steering the Change Process. A steering mechanism can be a designated individual or a small committee or team. The functions of such mechanisms include oversight, guidance, and support of the change process to ensure success. Where several schools are connected, there may be separate steering mechanisms at different jurisdictional levels. In such instances, an interactive interface is needed among them. And, of course,

**Establishing a
comprehensive
Community
School requires
systemic change
mechanisms**

a regular, interactive interface is essential between steering and organizational governance mechanisms. The steering mechanism is the guardian of the "big picture" vision.

(2) Change Agent and Change Team. Building on what is known about organizational change, it is well to designate and properly train a change agent to facilitate the process of getting from here to there. During initial implementation of a collaborative infrastructure, tasks and concerns must be addressed expeditiously. To this end, an trained agent for change plays a critical role. One of the first functions is to help form and train a change *team*. Such a team (which includes various work groups) consists of personnel representing specific programs, administrators, union reps, and staff and other stakeholders skilled in facilitating problem solving and mediating conflicts. This composition provides a blending of agents for change who are responsible and able to address daily concerns.

(3) Mentors and Coaches. During initial implementation, the need for mentors and coaches is acute. Inevitably new ideas, roles, and functions require a variety of stakeholder development activities, including demonstrations of new infrastructure mechanisms and program elements. The designated change agent is among the first providing mentorship. The change team must also help identify mentors who have relevant expertise. A regularly accessible cadre of mentors and coaches is an indispensable resource in responding to stakeholders' daily calls for help. (Ultimately, every stakeholder is a potential mentor or coach for somebody.) In most cases, the pool will need to be augmented periodically with specially contracted coaches.

Regardless of the nature and scope of the work, a change agent's core functions require an individual whose background and training have prepared her or him to understand:

- The specific systemic changes (content and processes) to be accomplished (In this respect, a change agent must have an understanding of the fundamental concerns underlying the need for change)
- How to work with a site's stakeholders as they establish and develop a comprehensive Community School

When a new facility is opened as a Community School, there are a host of start-up functions (e.g., hiring, staff orientation and induction, facility preparation). A change agent can play a significant role related to facilitating such functions. In most cases, however, the concern is not start-up, but institutional transformation.

As can be seen in Exhibit 17, the main tasks revolve around planning and facilitating:

- Infrastructure development, maintenance, action, mechanism liaison and interface, and priority setting
- Stakeholder development (e.g., capacity building – with an emphasis on creating readiness both in terms of motivation and skills; team building; providing technical assistance; organizing basic "cross disciplinary training")
- Communication, resource mapping, analyses, coordination, and integration
- Formative evaluation and rapid problem solving
- Ongoing support

With the change agent initially taking the lead, members of the change team (and its work groups) are catalysts and managers of change. As such, they must ensure the "big picture" is implemented in ways that are true to the vision and compatible with the local culture.

Team members help develop linkages among resources, facilitate redesign of regular structural mechanisms, and establish other temporary mechanisms. They also are problem solvers – not only responding as problems arise but designing strategies to counter anticipated barriers to change, such as negative reactions and dynamics, common factors interfering with working relationships, and system deficiencies. They do all this in ways that enhance empowerment, a sense of community, and general readiness and commitment to new approaches.

After the initial implementation stage, the team focuses on ensuring that institutionalized mechanisms take on functions essential to maintenance and renewal. All this requires team members who are committed each day to ensuring effective replication and who have enough time and ability to attend to details.

*The real difficulty in changing the course of any enterprise
lies not in developing new ideas but in escaping old ones*
John Maynard Keynes

Examples of Task Activity for a Change Agent

1. Infrastructure tasks

- A. Works with governing agents to further clarify and negotiate agreements about:
 - Policy changes
 - Participating personnel (including administrators authorized to take the lead for systemic changes)
 - Time, space, and budget commitments
- B. Identifies several representatives of stakeholder groups who agree to lead the change team
- C. Helps leaders to identify members for change, program, and work teams and prepare them to carry out functions

2. Stakeholder development

- A. Provides general orientations for governing agents
- B. Provides leadership coaching for site leaders responsible for systemic change
- C. Coaches team members (e.g., about purposes, processes)
For example, at a team's first meeting, the change agent offers to provide a brief orientation (a presentation with guiding handouts) and any immediate coaching and specific task assistance team facilitators or members may need. During the next few meetings, the change agent and/or coaches might help with mapping and analyzing resources. Teams may also need help establishing processes for daily interaction and periodic meetings.
- D. Works with leaders to ensure presentations and written information about infrastructure and activity changes are provided to all stakeholders

3. Communication, coordination, and integration

- A. Determines if info on the developing Community School (including leadership and team functions and membership) has been written-up and circulated. If not, the change agent determines why and helps address systemic breakdowns; if necessary, effective processes are modeled.
- B. Determines if leaders and team members are effectively handling priority tasks. If not, the change agent determines why and helps address systemic breakdowns; if necessary, effective processes are modeled.
- C. Determines if change, program, and work teams are being effective (and if not, takes appropriate steps).

For example, determines if resources have been:

- mapped
- analyzed to determine
 - >how well resources are meeting desired functions
 - >how well programs and services are coordinated/integrated (with special emphasis on maximizing cost-effectiveness and minimizing redundancy)
 - >what activities need to be improved (or eliminated)
 - >what is missing, its level of priority, and how and when to develop it

(cont.)

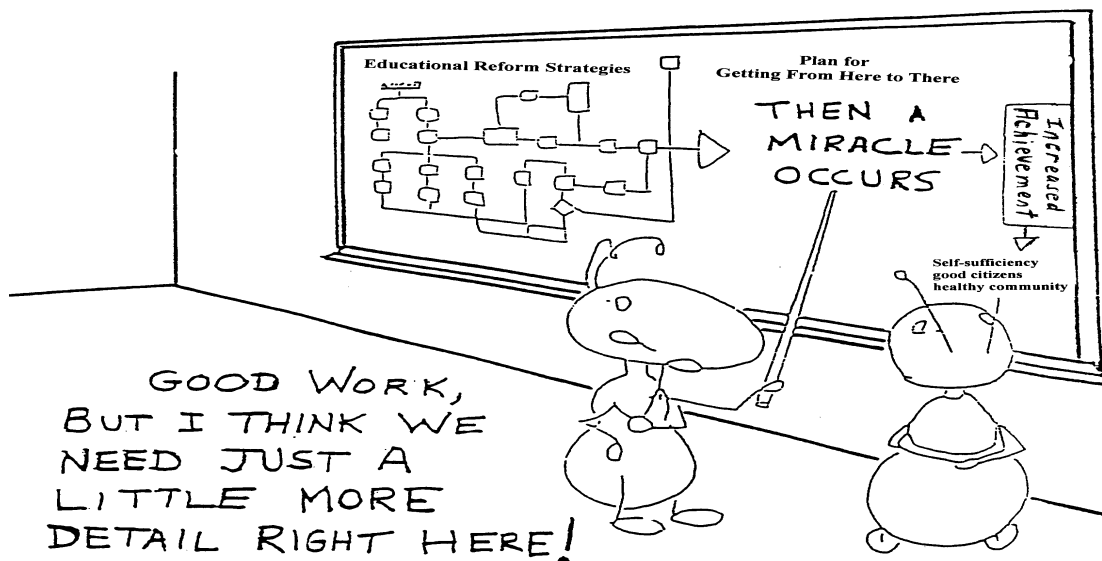
- D. Determines the adequacy of efforts made to enhance communication to and among stakeholders and, if more is needed, facilitates improvements (e.g., ensures that resource mapping, analyses, and recommendations are written-up and circulated)
- E. Determines if systems are in place to identify problems related to functioning of the infrastructure and communication systems. If there are problems, determines why and helps address any systemic breakdowns
- F. Checks on visibility of reforms and if the efforts are not visible, determines why and helps rectify

4. Formative evaluation and rapid problem solving

- A. Works with leaders and team members to develop procedures for formative evaluation and processes that ensure rapid problem solving
- B. Checks regularly to be certain there is rapid problem solving. If not, helps address systemic breakdowns; if necessary, models processes.

5. Ongoing support

- A. Offers ongoing coaching on an "on-call" basis
For example, informs team members about ideas developed by others or provides expertise related to a specific topic they plan to discuss.
- B. At appropriate points in time, asks for part of a meeting to see how things are going and (if necessary) to explore ways to improve the process
- C. At appropriate times, asks whether participants have dealt with longer-range planning, and if they haven't, determines what help they need
- D. Helps participants identify sources for continuing capacity building.



Social Marketing

Social marketing is an important tool for fostering a critical mass of stakeholder support in establishing and maintaining a Community School and pursuing other program and systemic transformations. Social marketing draws on concepts developed for commercial marketing. But in the context of school and community change, the focus is not on selling products. The point is to build a consensus for ideas and new approaches that can strengthen youngsters, families, and neighborhoods. And, this is done with the aim of mobilizing action by key stakeholders.

Data are used strategically as a stimulus to action, to benchmark progress, for goal setting, for evaluation and assessment, and to establish credibility.

Dennis McGrath

- To achieve this aim, essential information must be communicated to key stakeholders and strategies must be used to help them understand that the benefits of change will outweigh the costs and are more worthwhile than competing directions for change (Particularly important to effective marketing of change is the inclusion of the evidence base for moving in new directions. Thus, all data indicating the benefits of a comprehensive Community School need to be packaged and widely shared.)
- The strategies used must be personalized and accessible to the subgroups of stakeholders (e.g., must be “enticing,” emphasize that costs are reasonable, and engage them in processes that build consensus and commitment)

From a teaching and learning perspective, the initial phases of social marketing are concerned with creating readiness for change. Substantive change is most likely when high levels of positive energy among stakeholders can be mobilized and appropriately directed over extended periods of time. That is, one of the first concerns related to systemic change is how to mobilize and direct the energy of a critical mass of participants to ensure readiness and commitment. As we have stressed throughout this report, this calls for proceeding in ways that establish and maintain an effective match with the motivation and capabilities of involved parties.

Because stakeholders and systems are continuously changing, social marketing is an ongoing process.

One caution: Beware thinking about social marketing as just an event. It is tempting to plan a “big day” to inform, share, involve, and celebrate. Such a day needs to be planned as one facet of a carefully thought out strategic plan. It can be counterproductive if it is a one-shot activity that drains resources and energy and leads to a belief that “We did our social marketing.”

**A tool to benefit people and society –
not to sell products and make profits**

Using Data

All Community Schools need data to enhance the quality of their efforts and to monitor their outcomes in ways that promote appropriate accountability. While new collaborations often do not have the resources for extensive data gathering, sound planning and implementation requires that some information be amassed and analyzed. And, in the process, data can be collected that will provide a base for a subsequent evaluation of impact. All decisions about which data are needed should reflect clarity about how the data will be used.

Gap Analysis

Whatever a Community School's stated vision, the initial data to guide planning are those required for making a "gap" analysis (Center for Mental Health in Schools, 1997). Of concern here is the gap between what is envisioned for the future and what exists currently. Doing a gap analysis requires understanding:

- The nature of what has to be done to develop a comprehensive Community School (e.g., a needs assessment and analysis, antecedent conditions including demographics)
- Available resources/assets (e.g., asset mapping and analysis; school and community profiles, finances, policies, programs, facilities, social capital)
- Challenges and barriers to achieving the vision

The data for doing a gap analysis may already have been gathered and accessible from existing documents and records (e.g., previous needs assessments, resource catalogues, budget information, census data, school and other organization's reports, grant proposals). Where additional data are needed, they may be gathered using procedures such as checklists, surveys, semi-structured interviews, focus group discussions, and observations.

The survey tools in Appendix E are designed to help with efforts to conduct a gap analysis, establish priorities and objectives, and develop strategic and action plans.

Formative Evaluation

For purposes of formative evaluation, it is important to establish a set of benchmarks and related monitoring procedures. Ideally, the process starts with clarity about the Community School vision and the processes designed for getting from here to there. This is followed by a cycle involving (1) evaluation of ongoing

When the cook tastes the soup it is formative evaluation and when the guests taste the soup it is summative.

Robert Stake

transactions, judged in the context of antecedent conditions (e.g., inputs or structural conditions), (2) implementation of corrective measures when appropriate, and (3) reevaluation – then back to corrective measures if necessary.

To elaborate on these points: Data on antecedents must be gathered. This includes, for example, baseline data gathered with a view to disaggregating findings on (a) students and enrollment, (b) resource inputs (financial, physical) and (c) human resources and how they are organized and used to accomplish desired ends. Such antecedent conditions determine what and how things are done and what could not be done. Ultimately they shape intervention efficacy.

With respect to analyses of transactions, the emphasis is on how resources are actually used and what transpires. This encompasses the ways in which interventions and infrastructure are organized and implemented; also involved are questions about whether resources are appropriately used. (Is the system functioning as desired by specified interested parties? Which resources are needed at this time? Are the appropriate type and amount of intervention in use?) In monitoring processes, the concern is for both what is and isn't done. More specifically, analyses are made of whether what occurs (and doesn't occur) is consistent with antecedent conditions and intended processes.

Of course, in intervention evaluation, the ultimate referents are outcomes. In the short run, the question is: How well are immediate objectives met? An equally important concern is the nature and scope of unintended negative outcomes. In the long run, the questions are: How much did the students, families, school, and neighborhood benefit from the work? Did the benefits outweigh the costs (e.g., financial, psychological)?

In considering antecedents, transactions, or outcomes, different judgments often are made by different stakeholder groups. Given the politics of decision making, the dilemma that arises in such instances is: Whose judgments should prevail?

***Impact
Evaluation***

As soon as feasible, data should be gathered on Community School impact and factors that need to be addressed to enhance impact. The focus should be on all arenas of impact – youngsters, families, schools, and neighborhoods (people, programs, and systems). The first emphasis should be on direct indicators related to goals and objectives (See Exhibit 18). The “needs assessment” data gathered initially provide a base level for comparison.

Exhibit 18

Examples of Indicators of Impact

Students

Increased knowledge, skills, & attitudes related to academics

- assessed in keeping with curricula standards

Increased knowledge, skills, & attitudes for enhancing

- Acceptance of responsibility (including attending, following directions and agreed upon rules/laws)
- Self-esteem & integrity
- Social and working relationships
- Self-evaluation and self-direction/regulation
- Physical functioning
- Health maintenance
- Safe behavior

Reduced barriers to school attendance and functioning by addressing problems related to

- Health
- Lack of adequate clothing
- Dysfunctional families
- Lack of home support for student improvement
- Physical/sexual abuse
- Substance abuse
- Gang involvement
- Pregnant/parenting minors
- Dropouts
- Need for compensatory learning strategies

Families & Communities

- Increased social and emotional support for families
- Increased family access to special assistance
- Increased family ability to reduce child risk factors that can be barriers to learning
- Increased bilingual ability and literacy of parents
- Increased family ability to support schooling
- Increased positive attitudes about schooling
- Increased home (family/parent) participation at school
- Enhance positive attitudes toward school and community
- Increased community participation in school activities
- Increased perception of the school as a hub of community activities
- Increased partnerships designed to enhance education & service availability in community
- Enhanced coordination & collaboration between community agencies and school programs & services
- Enhanced focus on agency outreach to meet family needs
- Increased psychological sense of community

Programs & Systems

- Enhanced processes by which staff and families learn about available programs and services and how to access those they need
- Increased coordination among services and programs
- Increases in the degree to which staff work collaboratively and programmatically
- Increased services/programs at school site
- Increased amounts of school and community collaboration
- Increases in quality of services and programs because of improved systems for requesting, accessing, and managing assistance for students and families (including overcoming inappropriate barriers to confidentiality)
- Establishment of a long-term financial base

In planning the evaluation, it is essential to clarify what information is most relevant. This involves specifying intended outcomes and possible unintended outcomes. It also involves plans for assessing how well processes have been implemented and where improvements are needed.

Obviously, a well-designed information management system can be a major aid for storing and providing data on identified needs and current status of individuals and resources. As schools and agencies in the community enhance their systems, the focus on collaboration should be part of the discussions so that overlapping data concerns and safeguards for privacy are well-addressed. In this respect, computerized and appropriately networked information management systems are essential. Such systems, of course, should be designed to ensure data can be disaggregated during analysis to allow for appropriate baseline and subgroup comparisons. Of particular importance in evaluating the impact of Community Schools is the ability to differentiate with respect to (a) comprehensiveness and stage of school development, (b) type, severity, and pervasiveness of problems addressed, (c) stakeholder demographics and initial levels of motivation and development, and (d) resource inputs and contextual constraints.

The first step is to measure whatever can be easily measured.
That's okay as far as it goes.

The second step is to disregard that which can't be measured or give it an arbitrary quantitative value. That's artificial and misleading.

The third step is to presume that what can't be measured easily isn't very important. That's blindness.

The fourth step is to say
what can't be measured really doesn't exist.
That's suicide.



Statement attributed to Yankelovich

**Expanding the
Accountability
Framework for a
Community School**

**Current
accountability
pressures
reflect values
and biases that
have led to
evaluating a
small range of
basic skills and
doing so in a
narrow way**

Systems are driven by what is measured for purposes of accountability. This is particularly so when systems are the focus of major reform. Under reform conditions, policy makers often want a quick and easy recipe to use. This leads to accountability measures aimed at holding program administrators and staff accountable for specific, short-term results. Little thought is given to the negative effects such a limited focus can have on achieving more complex desired long-term outcomes. As a result, in too many instances, the tail wags the dog, the dog gets dizzy, and the citizenry doesn't get what it needs and wants.

School accountability is a good example of the problem. Accountability has extraordinary power to reshape schools – for good and for bad. The influence can be seen in classrooms everyday. With the increasing demands for accountability, teachers quickly learn what will and will not be evaluated, and slowly but surely greater emphasis is placed on teaching what will be on the tests. Over time what is on the tests comes increasingly is viewed as the most important outcomes. Because only so much time is available to the teacher, other things not only are deemphasized, they also are dropped from the curriculum. If allowed to do so, accountability procedures have the power to reshape the entire curriculum.

What's wrong with that? Nothing – if what is being evaluated reflects all the important things we want youngsters to learn in school. This, of course, is not the case.

Current accountability pressures reflect values and biases that have led to evaluating a small range of basic skills and doing so in a narrow way. For efforts to develop a comprehensive Community School, this is a fundamental concern.

Policy makers want schools, teachers, and administrators (and students and their families) held accountable for higher academic achievement. Moreover, as everyone involved in school improvement knows, the only measure that really counts is achievement test scores. These tests drive school accountability, and what such tests measure has become the be-all and end-all of what is attended to by many decision makers. This produces a growing disconnect between the realities of what it takes to improve academic performance and where many policy makers and school reformers are leading the public.

The disconnect is especially evident in schools serving what are now being referred to as “low wealth” families. Such families and those who work in schools serving them have a clear appreciation of many barriers to learning that must be addressed

so students can benefit from the teacher's efforts to teach. These stakeholders stress that, in many schools, major academic improvements are unlikely until comprehensive and multifaceted approaches to address these barriers are developed and pursued effectively.

At the same time, it is evident to anyone who looks that there is no direct accountability for whether these barriers are addressed. To the contrary, efforts essential for addressing barriers to development and learning often are devalued and cut when achievement test scores do not reflect an immediate impact.

Thus, rather than building the type of system that can produce improved academic performance, prevailing accountability measures are pressuring schools to pursue a direct route to improving instruction. The implicit underlying assumption is that students are motivationally ready and able each day to benefit from the teacher's instruction. The reality, of course, is that in too many schools the *majority* of youngsters don't fit this picture. Students confronted with a host of external interfering factors usually are not in a position to benefit even from significant instructional improvements. The result is low test scores, an achievement gap, and high dropout rates.

Logically, well designed, systematic efforts should be directed at addressing interfering factors. However, current accountability pressures override the logic and result in the marginalization of almost every initiative that is not seen as directly (and quickly) leading to academic gains. Ironically, not only does the restricted emphasis on achievement measures work against the logic of what needs to be done, it works against gathering evidence on how essential and effective it is to address barriers to learning in a direct manner.

As discussed already, efforts to develop a comprehensive Community School expand the focus from the prevailing two component model to a three component model. In keeping with this, Community Schools must adopt an expanded framework for school accountability – a framework that includes direct measures of achievement and much more. We think this is a move toward what Michael Fullan (2005) has called *intelligent accountability*. Exhibit 19 highlights such an expanded framework.

As illustrated, there is no intent to deflect from the laser-like focus on accountability for meeting high standards related to academics. The debate will continue as to how best to measure academic outcomes, but clearly schools must demonstrate they effectively teach academics.

There is a disconnect between what it takes to improve academic performance and what policy makers focus on in holding schools accountable for improving

Exhibit 19

Expanding the Framework for School Accountability

Indicators of Positive Learning and Development

High Standards for *Academics**
(measures of cognitive achievements, e.g., standardized tests of achievement, portfolio and other forms of authentic assessment)

High Standards for Learning/ Development Related to *Social & Personal Functioning**
(measures of social learning and behavior, character/ values, civility, healthy and safe behavior)

"Community Report Cards"

>increases in positive indicators

Benchmark Indicators of Progress in Addressing Barriers & (Re-)engaging Students in Classroom Learning

High Standards for *Enabling Learning and Development***
(measures of effectiveness in addressing barriers , e.g.,
>increased attendance
>reduced tardies
>reduced misbehavior
>less bullying and sexual harassment
>increased family involvement with child and schooling
>fewer referrals for specialized assistance
>fewer referrals for special education
>fewer pregnancies
>fewer suspensions and dropouts)

>decreases in negative indicators

*Results of interventions for directly facilitating development and learning.

**Results of interventions for addressing barriers to learning and development.

**Community
Schools must
move toward what
Michael Fullan
calls *intelligent
accountability***

At the same time, it is clear that schools also are expected to pursue high standards in promoting positive social and personal functioning, including enhancing civility, teaching safe and healthy behavior, and some form of “character education.” Every school we visit has specific goals related to this facet of student development and learning. Despite this, schools currently are not held accountable for measuring progress in this arena. That is, there is no systematic evaluation or reporting of the work. As would be expected, then, schools direct few resources and too little attention to these unmeasured concerns. Yet, society wants schools to attend to these matters, and most professionals understand that personal and social functioning are integrally tied to academic performance. From this perspective, it seems self-defeating not to hold schools accountable for improving students’ social and personal functioning.

For schools where a large proportion of students are not doing well, it is also self-defeating not to attend to benchmark indicators of progress related to addressing barriers to learning. Teachers cannot teach children who are not in class. Therefore, increasing attendance, reducing tardiness, reducing problem behaviors, lessening suspension and dropout rates, and abating the large number of inappropriate referrals for special education are all essential indicators of school improvement and precursors of enhanced academic performance. Given this, the progress of school staff related to such matters should be measured and treated as a significant aspect of school accountability.

School outcomes, of course, are influenced by the well-being of the families and the neighborhoods in which they operate. The performance of any school must be judged within the context of the current status of indicators of community well-being, such as economic, social, and health measures. If those indicators are not improving or are declining, it is patently unfair to ignore these contextual conditions in judging school performance.

In sum, it is unlikely the majority of students in economically depressed areas will perform up to high standards if schools and communities do not pursue a holistic, systemic, and collaborative approach that focuses not just on students, but on strengthening their families, schools, and surrounding neighborhood. We are reminded of Ulric Neisser’s (1976) dictum: *Changing the individual while leaving the world alone is a dubious proposition.* A broader accountability framework is needed to encourage and support Community Schools as they move toward such an approach. Again review Exhibit 18 for examples of indicators on which an expanded accountability framework focuses measurement.

Conclusion

Given the variability in what are called Community Schools, it is essential to differentiate those that are mainly interested in enhancing connections with community agencies from those committed to a vision for developing comprehensive school-family-community collaboration. It is the latter that have the greatest potential for addressing the whole child and for doing so in ways that strengthen families, schools, and neighborhoods.

Focusing primarily on linking community services to schools colludes with tendencies to downplay the role of existing school and other community and family resources. It also contributes to perpetuation of approaches that overemphasize individually prescribed services, further fragment intervention, and underutilize the human and social capital indigenous to every neighborhood. All this is incompatible with developing the type of comprehensive approaches needed to make values such as *We want all children to succeed* and *No Child Left Behind* more than rhetorical statements.

Comprehensive Community Schools share with a number of other initiatives the goal of addressing what's missing in prevailing approaches to school improvement. Of particular concern to all these initiatives are changes in school improvement policy and practice that would enable development of a full continuum of interventions to ensure all students have an equal opportunity to succeed at school and in life. In essence, the aim is to transform public education.

Clearly, the myriad political and bureaucratic difficulties involved in making major institutional changes, especially with sparse financial resources, leads to the caution that such changes are not easily accomplished without a high degree of commitment and relentlessness of effort. Also, it should be remembered that systemic change rarely proceeds in a linear fashion. And, as Keynes sagely noted: *The real difficulty in changing the course of any enterprise lies not in developing new ideas but in escaping old ones.*

The success of school-family-community collaboration in general and Community Schools in particular is first and foremost in the hands of policy makers. For increased connections to be more than another desired but underachieved aim of reformers, policymakers must support development of comprehensive and multifaceted approaches. This means ending the marginalization of the work and the ad hoc and piecemeal policy making that have resulted in a grossly inadequate response to the many complex factors that interfere with development, learning, and teaching.

Developing the desired continuum of interventions requires braiding together many public and private resources. In schools, this means enhancing cost-effectiveness by rethinking intervention and restructuring to combine parallel efforts supported by general funds, compensatory and special education entitlement, safe and drug free school grants, and specially funded projects. In communities, the need is for better ways of mobilizing the human and social capital of families and the expertise and resources of agencies and other stakeholders and connecting these resources to each other and to “families of schools” (e.g., high schools and their feeder schools).

To these ends, a high priority policy commitment is required to (a) develop and sustain collaboration, (b) support the strategic convergence of school and community resources in order to develop comprehensive, multifaceted, and cohesive approaches, and (c) generate renewal. Such a policy commitment includes revisiting current policies to reduce redundancy and redeploy allocated school and community resources that currently are being used in inefficient and ineffective ways.

In terms of facilitating the major systemic changes involved in all this, policy must support

- moving existing *governance* toward shared decision making and appropriate degrees of local control and private sector involvement – a key facet of this is guaranteeing roles and providing incentives, supports, and training for effective involvement of line staff, families, students, and other community members
- creating *change teams and change agents* to carry out the daily activities of systemic change related to building essential support and redesigning processes to initiate, establish, and maintain changes over time
- delineating high level *leadership assignments* and underwriting essential *leadership/management training* related to vision for change, how to effect such changes, how to institutionalize the changes, and generate ongoing renewal
- establishing institutionalized *mechanisms to manage and enhance resources* for school-family-community collaboration (mechanisms for analyzing, planning, coordinating, integrating, monitoring, evaluating, and strengthening ongoing efforts)
- providing adequate funds for *capacity building* related to both accomplishing desired system changes and enhancing intervention quality over time – a key facet of this is a major investment in staff and other stakeholder recruitment and development using well-designed, and technologically sophisticated strategies for dealing with the problems of frequent turnover and diffusing information updates; another facet is an investment in technical assistance at all levels and for all aspects and stages of the work
- using a sophisticated approach to *accountability* that initially emphasizes data that can help develop effective approaches for collaboration in providing interventions and a results-oriented focus on short-term benchmarks and that evolves into evaluation of long-range indicators of impact. (Here, technologically sophisticated and integrated management information systems need to be supported.)

Enhancing current policy in the ways indicated above would allow development of the continuum of interventions needed to make a significant impact.

As John Dewey wisely noted long over a century ago:

What the best and wisest parent wants for his [or her] own child, that must the community want for all of its children. Any other ideal for our schools is narrow and unlovely; acted upon, it destroys our democracy.

Clearly, everyone understands the value of strengthening youngsters, families, schools, and neighborhoods. Now is the time to move forward together to make it happen equitably.

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And, for ready access to other relevant resources, go to the Center's website and see:
 >the list of Center *Resources and Publications* at <http://smhp.psych.ucla.edu/selection.html>
 >the *Rebuilding Toolkit* at <http://smhp.psych.ucla.edu/summit2002/resourceaids.htm>
 >the *Quick Find* online clearinghouse and other search features
 >the many resource centers that can be accessed through the *Gateway to a World of Resources*

Appendices

- A. Principles, Guidelines, and Characteristics of Good Schools, Good Teaching, and Good Support to Address Barriers to Learning
- B. Resources for Identifying Best Practices
- C. Intrinsic Motivation: Engaging and Re-engaging Students
- D. About Finances
- E. Tools for Mapping Current Status of School-community Resources and Collaboration

Appendix A

Principles, Guidelines, and Characteristics of Good Schools, Good Teaching, and Good Support to Address Barriers to Learning

Over many years of study, consensus is emerging about what constitutes effective schools, effective classrooms, and comprehensive student/learning supports. On the following pages are a series of syntheses that encapsulate some of the best thinking about these matters. Obviously, some ideas require school-wide and even community-wide action. These represent ideals that stakeholders developing a comprehensive Community School will want to strive to achieve over time.

Exhibit A-1

Principles/Guidelines Underlying Good Instructional Practice Exhibit

Exhibit A-2

**A Synthesis of Characteristics of Effective Schools and Classrooms
that Account for *All* Learners**

Exhibit A-3

**Underlying Assumptions and Major Program Elements
of a Personalized Program**

Exhibit A-4

Guidelines for an Enabling or Learning Supports Component

Exhibit A-1

Principles/Guidelines Underlying Good Instructional Practice

The following are widely advocated guidelines that provide a sense of the philosophy guiding efforts to address barriers to development and learning and promote healthy development.

Good instructional practice

- facilitates continuous cognitive, physical, emotional, and social development,
- is comprehensive, multifaceted, and integrated (e.g., extensive and intensive enough to ensure that students have the opportunity to develop fully),
- makes learning accessible to all students (including those at greatest risk and hardest-to-reach),
- ensures the same high quality for all,
- is user friendly, flexibly implemented, and responsive,
- is guided by a commitment to social justice (equity) and to creating a sense of community,
- uses the strengths and vital resources of all stakeholders to facilitate student learning and development,
- deals with students holistically and developmentally, as an individual and as part of a family, neighborhood, and community,
- is planned, implemented, evaluated, and evolved by highly competent, energetic, committed and responsible stakeholders,
- is tailored to fit distinctive needs and resources and to account for diversity,
- is tailored to use interventions that are no more intrusive than is necessary in meeting needs (e.g., the least restrictive environment),
- is staffed by stakeholders who have the time, training, skills and institutional and collegial support necessary to create an accepting environment and build relationships of mutual trust, respect, and equality,
- is staffed by stakeholders who believe in what they are doing,
- is staffed by stakeholders who pursue continuing education and self-renewal.

Exhibit A-2

A Synthesis of Characteristics of Effective Schools and Classrooms that Account for *All* Learners*

Effective Schools

- Commitment to shared vision of equality
 - >High expectations for student learning
 - >Emphasis on academic work that is meaningful to the student
- Daily implementation of effective processes
 - >Strong administrative leadership
 - >Alignment of resources to reach goals
 - >Professional development tied to goals
 - >Discipline and school order
 - >A sense of teamwork in the school
 - >Teacher participation in decision making
 - >Effective parental outreach and involvement
- Monitoring student progress through measured indicators of achievement
 - >Setting local standards
 - >Use of national standards
 - >Use of data for continuous improvement of school climate and curricula
- Optimizing school size through limited enrollment, creation of small schools within big schools (e.g., academies, magnet programs), and other ways of grouping students and staff
- Strong involvement with the community and with surrounding family of schools
 - >Students, families, and community are developed into a learning community
 - >Programs address transitions between grades, school, school-to-career, and higher education

Effective Classrooms

- Positive classroom social climate that
 - >personalizes contacts and supports
 - >offers accommodation so all students have an equal opportunity to learn
 - >adjusts class size and groupings to optimize learning
 - >engages students through dialogue and decision making
 - >incorporates parents in multiple ways
 - >addresses social-emotional development
- Designing and implementing quality instructional experiences that
 - >involve students in decision making
 - >contextualize and make learning authentic, including use of real life situations and mentors
 - >are appropriately cognitively complex and challenging
 - >enhance language/literacy
 - >foster joint student products
 - >extend the time students engage in learning through designing motivated practice
 - >ensure students learn how to learn and are prepared for lifelong learning
 - >ensure use of prereferral intervention strategies
 - >use advanced technology to enhance learning
- Instruction is modified to meet students' needs based on ongoing assessments using
 - >measures of multiple dimensions of impact
 - >students' input based on their self-evaluations
- Teachers collaborate and are supported with
 - >personalized inservice, consultation, mentoring, grade level teaming
 - >special resources who are available to come into the classroom to ensure students with special needs are accommodated appropriately

*Synthesized from a variety of sources, including *High Schools of the Millennium*, American Youth Policy Forum, 2000; *Assessing the Progress of New American Schools*, Rand, 1999; *Benchmarking Best Practices in Accountability Systems*, American Productivity and Quality Center, 2000; Elmore & Associates, 1990; Schlecty, 1990; Edmonds, 1979, 1981; Good & Brophy, 1986; Phi Delta Kappa, 1980; Purkey & Smith, 1983; Rutter, 1981; Brookover, Ready, Flood, Schweitzer & Wisenbaker, 1979; Purkey & Smith, 1985; Walberg, 1991; Witte & Walsh, 1990; Adelman and Taylor, 1993.

Exhibit A-3

**Underlying Assumptions and Major Program Elements
of a Personalized Program**

The following are in the body of the report and are repeated here for use as another set of guides.

Underlying Assumptions

- Learning is a function of the ongoing transactions between the learner and the learning environment (with all it encompasses).
- Optimal learning is a function of an optimal match between the learner's accumulated capacities and attitudes and current state of being and the program's processes and content.
- Matching both a learner's motivation and pattern of acquired capacities must be primary procedural objectives.
- The learner's perception is the critical criterion for evaluating whether a good match exists between the learner and the learning environment.
- The wider the range of options that can be offered and the more the learner is made aware of the options and has a choice about which to pursue, the greater the likelihood that he or she will perceive the match as a good one.
- Besides improved learning, personalized programs enhance intrinsic valuing of learning and a sense of personal responsibility for learning. Furthermore, such programs increase acceptance and even appreciation of individual differences, as well as independent and cooperative functioning and problem solving.

Program elements

As we delineate throughout this Module, the major elements of personalized programs include:

- regular use of informal and formal conferences for discussing options, making decisions, exploring learner perceptions, and mutually evaluating progress
- a broad range of options from which the learner can make choices with regard to learning content, activities, and desired outcomes
- a broad range of options from which the learner can make choices with regard to facilitation (support, guidance) of decision making and learning
- active decision making by the learner in making choices and in evaluating how well the chosen options match his or her current levels of motivation and capability
- establishment of program plans and mutual agreements about the ongoing relationships between the learner and the program personnel
- regular reevaluations of decisions, reformulation of plans, and renegotiation of agreements based on mutual evaluations of progress, problems, and current learner perceptions of the "match"

Appendix A-4

Guidelines for an Enabling or Learning Supports Component*

1. Major Areas of Concern Related to Barriers to Student Learning

- 1.1 Addressing common educational and psychosocial problems (e.g., learning problems; language difficulties; attention problems; school adjustment and other life transition problems; attendance problems and dropouts; social, interpersonal, and familial problems; conduct and behavior problems; delinquency and gang-related problems; anxiety problems; affect and mood problems; sexual and/or physical abuse; neglect; substance abuse; psychological reactions to physical status and sexual activity; physical health problems)
- 1.2 Countering external stressors (e.g., reactions to objective or perceived stress/demands/crises/deficits at home, school, and in the neighborhood; inadequate basic resources such as food, clothing, and a sense of security; inadequate support systems; hostile and violent conditions)
- 1.3 Teaching, serving, and accommodating disorders/disabilities (e.g., Learning Disabilities; Attention Deficit Hyperactivity Disorder; School Phobia; Conduct Disorder; Depression; Suicidal or Homicidal Ideation and Behavior; Post Traumatic Stress Disorder; Anorexia and Bulimia; special education designated disorders such as Emotional Disturbance and Developmental Disabilities)

2. Timing and Nature of Problem-Oriented Interventions

- 2.1 Primary prevention
- 2.2 Intervening early after the onset of problems
- 2.3 Interventions for severe, pervasive, and/or chronic problems

3. General Domains for Intervention in Addressing Students' Needs and Problems

- 3.1 Ensuring academic success and also promoting healthy cognitive, social, emotional, and physical development and resilience (including promoting opportunities to enhance school performance and protective factors; fostering development of assets and general wellness; enhancing responsibility and integrity, self-efficacy, social and working relationships, self-evaluation and self-direction, personal safety and safe behavior, health maintenance, effective physical functioning, careers and life roles, creativity)
- 3.2 Addressing external and internal barriers to student learning and performance
- 3.3 Providing social/emotional support for students, families, and staff

4. Specialized Student and Family Assistance (Individual and Group)

- 4.1 Assessment for initial (first level) screening of problems, as well as for diagnosis and intervention planning (including a focus on needs and assets)
 - 4.2 Referral, triage, and monitoring/management of care
 - 4.3 Direct services and instruction (e.g., primary prevention programs, including enhancement of wellness through instruction, skills development, guidance counseling, advocacy, school-wide programs to foster safe and caring climates, and liaison connections between school and home; crisis intervention and assistance, including psychological and physical first-aid; prereferral interventions; accommodations to allow for differences and disabilities; transition and follow-up programs; short- and longer- term treatment, remediation, and rehabilitation)
- (cont.)

- 4.4 Coordination, development, and leadership related to school-owned programs, services, resources, and systems – toward evolving a comprehensive, multifaceted, and integrated continuum of programs and services
- 4.5 Consultation, supervision, and inservice instruction with a transdisciplinary focus
- 4.6 Enhancing connections with and involvement of home and community resources (including but not limited to community agencies)

5. *Assuring Quality of Intervention*

- 5.1 Systems and interventions are monitored and improved as necessary
- 5.2 Programs and services constitute a comprehensive, multifaceted continuum
- 5.3 Interveners have appropriate knowledge and skills for their roles and functions and provide guidance for continuing professional development
- 5.4 School-owned programs and services are coordinated and integrated
- 5.5 School-owned programs and services are connected to home & community resources
- 5.6 Programs and services are integrated with instructional and governance/management components at schools
- 5.7 Program/services are available, accessible, and attractive
- 5.8 Empirically-supported interventions are used when applicable
- 5.9 Differences among students/families are appropriately accounted for (e.g., diversity, disability, developmental levels, motivational levels, strengths, weaknesses)
- 5.10 Legal considerations are appropriately accounted for (e.g., mandated services; mandated reporting and its consequences)
- 5.11 Ethical issues are appropriately accounted for (e.g., privacy & confidentiality; coercion)
- 5.12 Contexts for intervention are appropriate (e.g., office; clinic; classroom; home)

6. *Outcome Evaluation and Accountability*

- 6.1 Short-term outcome data
- 6.2 Long-term outcome data
- 6.3 Reporting to key stakeholders and using outcome data to enhance intervention quality

* Adapted from: *Mental Health in Schools: Guidelines, Models, Resources, and Policy Considerations* a document developed by the Policy Leadership Cadre for Mental in Schools. This document is available from the Center for Mental Health in Schools at UCLA; downloadable from the Center's website at: <http://smhp.psych.ucla.edu/pdfdocs/policymakers/guidelinesexecsumm.pdf> A separate document providing the rationale and science-base for the version of the guidelines adapted for learning supports is available at <http://smhp.psych.ucla.edu/summit2002/guidelinessupportdoc.pdf>



Appendix B

Resources for Identifying Best Practices

The following is a list of resources, with indications of what each covers how to access it.

I. *What Works Clearinghouse* (WWC)

Collects, screens, and identifies studies of effectiveness of educational interventions (programs, products, practices, and policies).
<http://ies.ed.gov/ncee/wwc/>

Also, see:

Best Evidence Encyclopedia (the Bee)
<http://www.bestevidence.org>

International Campbell Collaboration
www.campbellcollaboration.org

Promising Practices Network
www.promisingpractices.net/programs.asp

II. Universal Focus on Promoting Healthy Development

A. *Safe and Sound. An Educational Leader's Guide to Evidence-Based Social & Emotional Learning Programs* (2002). The Collaborative for Academic, Social, and Emotional Learning (CASEL).

1. *How it was developed:* Contacts with researchers and literature search yielded 250 programs for screening; 81 programs were identified that met the criteria of being a multiyear program with at least 8 lessons in one program year, designed for regular ed classrooms, and nationally available.
2. *What the list contains:* Descriptions (purpose, features, results) of the 81 programs.
3. *How to access:* CASEL
<http://www.casel.org>

B. *Positive Youth Development in the United States: Research Findings on Evaluations of Positive Youth Development Programs* (2002). Social Develop. Res. Group, Univ. of Wash.

1. *How it was developed:* 77 programs that sought to achieve positive youth development objectives were reviewed. Criteria used: research designs employed control or comparison group and had measured youth behavior outcomes.
2. *What the list contains:* 25 programs designated as effective based on available evidence.
3. *How to access:* Online at:
<http://aspe.hhs.gov/hsp/PositiveYouthDev99/index.htm>

III. Prevention of Problems; Promotion of Protective Factors

A. *Blueprints for Violence Prevention* (2004). Center for the Study and Prevention of Violence, Institute of Behavioral Science, University Colorado, Boulder.

1. *How it was developed:* Review of over 600 delinquency, drug, and violence prevention programs based on a criteria of a strong research design, evidence of significant deterrence effects, multiple site replication, sustained effects.
2. *What the list contains:* 11 model programs and 21 promising programs.
3. *How to access:* Center for the Study and Prevention of Violence
<http://www.colorado.edu/cspv/publications/otherblueprints.html>

B. *Exemplary Substance Abuse and Mental Health Programs* (SAMHSA).

1. *How it was developed:* These science-based programs underwent an expert consensus review of published and unpublished materials on 18 criteria (e.g., theory, fidelity, evaluation, sampling, attrition, outcome measures, missing data, outcome data, analysis, threats to validity, integrity, utility, replications, dissemination, cultural/age appropriateness.) The reviews have grouped programs as “models,” “effective,” and “promising” programs .
2. *What the list contains:* Prevention programs that may be adapted and replicated by communities.
3. *How to access:* SAMHSA’s National Registry of Evidence-based Programs and Practices <http://nrepp.samhsa.gov>

(cont.)

C. Preventing Drug Use Among Children & Adolescents. Research Based Guide (1997). National Institute on Drug Abuse (NIDA).

1. *How it was developed:* NIDA and the scientists who conducted the research developed research protocols. Each was tested in a family/school/community setting for a reasonable period with positive results.
2. *What the list contains:* 10 programs that are universal, selective, or indicated.
3. *How to access:* NIDA
<http://www.nida.nih.gov/prevention/prevopen.html>

D. Safe, Disciplined, and Drug-Free Schools Expert Panel Exemplary Programs (2001). U.S. Dept. of Educ. Safe & Drug Free Schools

1. *How it was developed:* Panel review of 132 programs. Each program reviewed in terms of quality, usefulness to others, and educational significance.
2. *What the list contains:* 9 exemplary and 33 promising programs focusing on violence, alcohol, tobacco, and drug prevention.
3. *How to access:* U.S. Dept. of Education –
http://www.ed.gov/offices/OERI/ORAD/KAD/expert_panel/drug-free.html

IV. Early Intervention: Targeted Focus on Specific Problems or at Risk Groups

A. The Prevention of Mental Disorders in School-Aged Children: Current State of the Field (2001). Prevention Research Center for the Promotion of Human Development, Pennsylvania State University.

1. *How it was developed:* Review of scores of primary prevention programs to identify those with quasi-experimental or randomized trials and been found to reduce symptoms of psychopathology or factors commonly associated with an increased risk for later mental disorders.
2. *What the list contains:* 34 universal and targeted interventions with positive outcomes under rigorous evaluation and the common characteristics of these programs.
3. *How to access:* Online journal *Prevention & Treatment*
<http://content.apa.org/journals/pre/4/1/1>

V. Treatment for Problems

A. American Psychological Association's Society for Clinical Child and Adolescent Psychology, Committee on Evidence-Based Practice List

1. *How it was developed:* Committee reviews outcome studies to determine how well a study conforms to the guidelines of the Task Force on Promotion and Dissemination of Psychological Procedures (1996).
2. *What it contains:* Reviews of the following:
 - >*Depression (dysthymia):* Analyses indicate only one practice meets criteria for “well-established treatment”(best supported) and two practices meet criteria for “probably efficacious”(promising)
 - >*Conduct/oppositional problems:* Two meet criteria for well established treatments: videotape modeling parent training programs (Webster-Stratton) and parent training program based on Living with Children (Patterson and Guillion). Ten practices identified as probably efficacious.
 - >*ADHD:* Behavioral parent training, behavioral interventions in the classroom, and stimulant medication meet criteria for well established treatments. Two others meet criteria for probably efficacious.
 - >*Anxiety disorders:* For phobias participant modeling and reinforced practice are well established; filmed modeling, live modeling, and cognitive behavioral interventions that use self instruction training are probably efficacious. For anxiety disorders, cognitive-behavioral procedures with and without family anxiety management, modeling, in vivo exposure, relaxation training, and reinforced practice are listed as probably efficacious.

Caution: Reviewers stress the importance of (a) devising developmentally and culturally sensitive interventions targeted to the unique needs of each child; (b) a need for research informed by clinical practice.

3. *How it can be accessed:*
<http://www.effectivechildtherapy.com>

(cont.)

VI. Review/Consensus Statements/ Compendia of Evidence Based Treatments

A. School-Based Prevention Programs for Children & Adolescents (1995). J.A. Durlak. Sage: Thousand Oaks, CA. Reports results from 130 controlled outcome studies that support "a secondary prevention model emphasizing timely intervention for subclinical problems detected early.... In general, best results are obtained for cognitive-behavioral and behavioral treatments & interventions targeting externalizing problems."

B. School Violence Prevention Initiative Matrix of Evidence-Based Prevention Interventions (1999). Center for Mental Health Services SAMHSA. Provides a synthesis of several lists cited above to highlight examples of programs which meet some criteria for a designation of evidence based for violence prevention and substance abuse prevention. (i.e., Synthesizes lists from the Center for the Study and Prevention of Violence, Center for Substance Abuse Prevention, Communities that Care, Dept. of Education, Department of Justice, Health Resources and Services Administration, National Assoc. of School Psychologists)

C. Best practices in school psychology – V.
Edited by A. Thomas & J., Grimes and published by the National Association of School Psychologists. 6 Volumes, 10 Sections, 141 Chapters
Section I: Professional Foundations
Section II: Data-Based Decision Making and Accountability
Section III: Systems-Based Service Delivery
Section IV: Enhancing the Development of Cognitive and Academic Skills
Section V: Enhancing the Development of Wellness, Social Skills, and Life Competencies
Section VI: Interpersonal and Collaborative Skills
Section VII: Diversity Awareness and Sensitive Service Delivery
Section VIII: Technical Applications
Section IX, Professional, Legal, Ethical, and Social Responsibility
Section X: Application of the Scientific Method

Also see:

Social Programs that Work

www.evidencebasedprograms.org

Child Trends

www.childtrends.org

Promising Practices Network

www.promisingpractices.net/programs.asp

BUT THE NEEDS OF SCHOOLS ARE MORE COMPLEX!

Currently, there are about 91,000 public schools in about 15,000 districts. Over the years, most (but obviously not all) schools have instituted programs designed with a range of behavior, emotional, and learning, problems in mind. School-based and school-linked programs have been developed for purposes of early intervention, crisis intervention and prevention, treatment, and promotion of positive social and emotional development. Some programs are provided throughout a district, others are carried out at or linked to targeted schools. The interventions may be offered to all students in a school, to those in specified grades, or to those identified as "at risk." The activities may be implemented in regular or special education classrooms or as "pull out" programs and may be designed for an entire class, groups, or individuals. There also may be a focus on primary prevention and enhancement of healthy development through use of health education, health services, guidance, and so forth – though relatively few resources usually are allocated for such activity.

There is a large body of research supporting the promise of specific facets of this activity. However, no one has yet designed a study to evaluate the impact of the type of comprehensive, multifaceted approach needed to deal with the complex range of problems confronting schools.

It is either naive or irresponsible to ignore the connection between children's performance in school and their experiences with malnutrition, homelessness, lack of medical care, inadequate housing, racial and cultural discrimination, and other burdens

Harold Howe II

. . . consider the American penchant for ignoring the structural causes of problems. We prefer the simplicity and satisfaction of holding individuals responsible for whatever happens: crime, poverty, school failure, what have you. Thus, even when one high school crisis is followed by another, we concentrate on the particular people involved – their values, their character, their personal failings – rather than asking whether something about the system in which these students find themselves might also need to be addressed.

Alfie Kohn, 1999

What the best and wisest parent wants for (her)/his own child that must the community want for all of its children. Any other idea . . . is narrow and unlovely.

John Dewey

Appendix C

Intrinsic Motivation: *Engaging and Re-engaging Students*

Learning and succeeding in school requires active engagement. ... The core principles that underlie engagement are applicable to all schools—whether they are in urban, suburban, or rural communities. ... Engaging adolescents, including those who have become disengaged and alienated from school, is not an easy task. Academic motivation decreases steadily from the early grades of elementary school into high school. Furthermore, adolescents are too old and too independent to follow teachers' demands out of obedience, and many are too young, inexperienced, or uninformed to fully appreciate the value of succeeding in school.

National Academy of Science's Research Council

As emphasized throughout this report, motivation is a prominent concern in all schools. While our focus here is on students, any discussion of motivation has applications to all facets of developing a Community School. Think about the engagement concerns that arise in establishing and maintaining collaboration and making systemic changes.

After an extensive review of the literature, Fredricks, Blumenfeld, and Paris (2004) conclude: *Engagement is associated with positive academic outcomes, including achievement and persistence in school; and it is higher in classrooms with supportive teachers and peers, challenging and authentic tasks, opportunities for choice, and sufficient structure* (see Box on next page). Conversely, for many students, disengagement is associated with behavior problems, and behavior and learning problems may eventually lead to dropout. The degree of concern about student engagement varies depending on school population.

From a psychological perspective, student *disengagement* is associated with situational threats to feelings of competence, self-determination, and/or relatedness to valued others. The demands may be from school staff, peers, instructional content and processes. Psychological disengagement may be internalized (e.g., boredom, emotional distress) and/or externalized (misbehavior, dropping out). Re-engagement depends on use of interventions that help minimize conditions that negatively affect intrinsic motivation and maximize conditions that have a positive motivational effect.

In this appendix, we briefly highlight the following matters because they are fundamental to the challenge of student (and staff) disengagement and re-engagement:

- Disengaged students and social control
- Intrinsic motivation as fundamental
- Two key components of motivation: valuing and expectations
- Overreliance on extrinsics: a bad match
- Focusing on intrinsic motivation to re-engage students

About the Concept of Engagement

As applied to schools, Fredricks, Blumenfeld, & Paris (2004) stress that *engagement* is defined in three ways in the research literature:

- *Behavioral engagement* draws on the idea of participation; it includes involvement in academic and social or extracurricular activities and is considered crucial for achieving positive academic outcomes and preventing dropping out.
- *Emotional engagement* encompasses positive and negative reactions to teachers, classmates, academics, and school and is presumed to create ties to an institution and influences willingness to do the work.
- *Cognitive engagement* draws on the idea of investment; it incorporates thoughtfulness and willingness to exert the effort necessary to comprehend complex ideas and master difficult skills.

They also emphasize:

Antecedents of Engagement can be organized into:

- *School level factors*: voluntary choice, clear and consistent goals, small size, student participation in school policy and management, opportunities for staff and students to be involved in cooperative endeavors, and academic work that allows for the development of products
- *Classroom Context*: Teacher support, peers, classroom structure, autonomy support, task characteristics
- *Individual Needs*: Need for relatedness, need for autonomy, need for competence

Engagement can be measured as follows:

- *Behavioral Engagement*: conduct, work involvement, participation, persistence, (e.g., completing homework, complying with school rules, absent/tardy, off-task)
- *Emotional Engagement*: self-report related to feelings of frustration, boredom, interest, anger, satisfaction; student-teacher relations; work orientation
- *Cognitive Engagement*: investment in learning, flexible problems solving, independent work styles, coping with perceived failure, preference for challenge and independent mastery, commitment to understanding the work

**Disengaged
Students and
Social Control**

**Learning
supports
are essential to
re-engaging
students who
have actively
disengaged
from
classroom
learning**

In general, teaching involves being able to apply strategies focused on content to be taught and knowledge and skills to be acquired – with some degree of attention given to the process of engaging students. All this works fine in schools where most students come each day ready and able to deal with what the teacher is ready and able to teach. Indeed, teachers are fortunate when they have a classroom where the majority of students show up and are receptive to the planned lessons. In schools that are the greatest focus of public criticism, this certainly is not the case. What most of us realize, at least at some level, is that teachers in such settings are confronted with an entirely different teaching situation. Among the various supports they absolutely must have are ways to re-engage students who have become disengaged and often resistant to broad-band (non-personalized) teaching approaches. To the dismay of most teachers, however, strategies for re-engaging students in *learning* rarely are a prominent part of pre or in-service preparation and seldom are the focus of interventions pursued by professionals whose role is to support teachers and students (National Research Council and the Institute of Medicine, 2004).

It is commonplace to find that, when students are not engaged in the lessons at hand, they tend to pursue other activity. As teachers and other staff try to cope, with those who are disruptive, the main concern usually is “classroom management.” At one time, a heavy dose of punishment was the dominant approach. Currently, the stress is on more positive practices designed to provide “behavior support” in and out-of-the-classroom. For the most part, however, the strategies are applied as a form of *social control* aimed directly at stopping disruptive behavior.

An often stated assumption is that stopping the behavior will make the student amenable to teaching. In a few cases, this may be so. However, the assumption ignores all the work that has led to understanding *psychological reactance* and the need for individuals to restore their sense of self-determination (Deci & Flaste, 1995). Moreover, it belies two painful realities: the number of students who continue to manifest poor academic achievement and the staggering dropout rate in too many schools.

The argument sometimes is made that the reason students continue to misbehave is because the wrong socialization practices have been used or have been implemented incorrectly. In particular, schools have been criticized for overemphasizing punishment. To move schools beyond overreliance on punishment, there is ongoing advocacy for social skills training, asset development, character education, and positive behavior support initiatives. The move from punishment to positive approaches is a welcome one. However, most of the new initiatives have not focused enough on a basic system failure that must be addressed if improved behavior is to be maintained. That is, strategies that focus on positive behavior have paid too little attention to helping teachers deal with student engagement in classroom learning.

All behavior-focused interventions must go a step farther and include a focus on helping teachers re-engage students in classroom learning

Student engagement encompasses not only engaging and maintaining engagement, but also *re-engaging* those who have disengaged. Of particular concern is what teachers do when they encounter a student who has disengaged and is misbehaving. In most cases, the emphasis shouldn't be first and foremost on implementing social control techniques.

What teachers need even more are ways to re-engage students who have become disengaged and resistant to standard instruction. Despite this need, strategies that have the greatest likelihood of re-engaging students in *learning* rarely are a prominent part of pre or in-service preparation. And, such strategies seldom are the focus of interventions applied by professionals whose role is to support teachers and students. To correct these deficiencies, the developmental trend in intervention thinking must be toward practices that embrace an expanded view of engagement and human motivation.

Intrinsic Motivation is Fundamental

Engaging and re-engaging students in learning is the facet of teaching that draws on what is known about human motivation (e.g., see Brophy, 2004; Deci & Flaste, 1995; Deci & Ryan, 1985; Fredricks, Blumenfeld, & Paris, 2004; Stipek, 1998). What many of us have been taught about dealing with student misbehavior and learning problems runs counter to what we intuitively understand about human motivation. Teachers and parents, in particular, often learn to over-depend on reinforcement theory, despite the appreciation they have about the importance of *intrinsic* motivation. Those who argue we must focus on “basics” are right. But, the basics that need attention have to do with motivation.

Obviously, intrinsic motivation is a fundamental consideration in designing classroom and school-wide interventions. An increased understanding of motivation clarifies how essential it is to avoid processes that limit options, make students feel controlled and coerced, and focus mostly on “remediating” problems. From a motivational perspective, such processes are seen as likely to produce avoidance reactions in the classroom and to school and, thus, reduce opportunities for positive learning and for development of positive attitudes.

Eventually, such processes will cause students to disengage from classroom learning. Re-engagement depends on use of interventions that help minimize conditions that negatively affect motivation and maximize conditions that have a positive motivational effect.

Of course, teachers, parents, and support staff cannot control all factors affecting motivation. Indeed, when any of us address learning and behavior concerns, we have direct control over a relatively small segment of the physical and social environment. We try to maximize the likelihood that opportunities to learn are a good fit with the current *capabilities* of a given youngster. And, with learning engagement in mind, we try to match individual differences in *motivation*.

Matching individual differences in *motivation* means attending to such matters as:

Motivation is:

>a readiness concern

- ***Motivation as a readiness concern.*** Optimal performance and learning require motivational readiness. The absence of such readiness can cause and/or maintain problems. If a learner does not have enough motivational readiness, strategies must be implemented to develop it (including ways to reduce avoidance motivation). Readiness should not be viewed in the old sense of waiting until an individual is interested. Rather, it should be understood in the contemporary sense of establishing environments that are perceived by students as caring, supportive places and as offering stimulating activities that are valued and challenging, and doable.

>an ongoing process concern

- ***Motivation as a key ongoing process concern.*** Many learners are caught up in the novelty of a new subject, but after a few lessons, interest often wanes. Some student are motivated by the idea of obtaining a given outcome but may not be motivated to pursue certain processes and thus may not pay attention or may try to avoid them. For example, some are motivated to start work on overcoming their problems but may not maintain that motivation. Strategies must be designed to elicit, enhance, and maintain motivation so that a youngster stays mobilized.

>a reactance concern

- ***Minimizing negative motivation and avoidance reactions as process and outcome concerns.*** Teachers and others at a school and at home not only must try to increase motivation – especially intrinsic motivation – but also take care to avoid or at least minimize conditions that decrease motivation or produce negative motivation. For example, care must be taken not to over-rely on extrinsics to entice and reward because to do so may decrease intrinsic motivation. At times, school is seen as unchallenging, uninteresting, overdemanding, overwhelming, overcontrolling, nonsupportive, or even hostile. When this happens, a student may develop negative attitudes and avoidance related to a given situation, and over time, related to school and all it represents.

>a basic outcome concern

- ***Enhancing intrinsic motivation as a basic outcome concern.*** It is essential to enhance motivation as an outcome so the desire to pursue a given area (e.g., reading, good behavior) increasingly is a positive intrinsic attitude that mobilizes learning and behaving outside the teaching situation. Achieving such an outcome involves use of strategies that do not over-rely on extrinsic rewards and that do enable youngsters to play a meaningful role in making decisions related to valued options. In effect, enhancing intrinsic motivation is a fundamental *protective factor* and is the key to developing *resiliency*.

Students who are intrinsically motivated to learn at school seek out opportunities and challenges and go beyond requirements. In doing so, they learn more and learn more deeply than do classmates who are extrinsically motivated. Facilitating the learning of such students is a fairly straightforward matter and fits well with school improvements that primarily emphasize enhancing instructional practices. The focus is

on helping establish ways for students who are motivationally ready and able to achieve and, of course, to maintain and enhance their motivation. The process involves knowing when, how, and what to teach and also knowing when and how to structure the situation so they can learn on their own.

In contrast, students who manifest learning, behavior, and/or emotional problems may have developed extremely negative perceptions of teachers and programs. In such cases, they are not likely to be open to people and activities that look like "the same old thing." Major changes in approach are required if the youngster is even to perceive that something has changed in the situation. Minimally, exceptional efforts must be made to have them (1) view the teacher and other interveners as supportive (rather than controlling and indifferent) and (2) perceive content, outcomes, and activity options as personally valuable and obtainable. Thus, any effort to re-engage disengaged students must begin by addressing negative perceptions. School support staff and teachers must work together to reverse conditions that led to such perceptions.

Increasing intrinsic motivation involves affecting a student's thoughts, feelings, and decisions. In general, the intent is to use procedures that can potentially reduce negative and increase positive feelings, thoughts, and coping strategies with respect to learning. For learning and behavior problems, in particular, this means identifying and minimizing experiences that maintain or may increase avoidance motivation.

Two Key Components of Motivation: Valuing and Expectations

Two common reasons people give for not bothering to learn something are "It's not worth it" and "I know I won't be able to do it." In general, the amount of time and energy spent on an activity seems dependent on how much the activity is valued by the person and on the person's expectation that what is valued will be attained without too great a cost.

About Valuing

What makes something worth doing? Prizes? Money? Merit awards? Praise? Certainly! We all do a great many things, some of which we don't even like to do, because the activity leads to a desired reward. Similarly, we often do things to escape punishment or other negative consequences that we prefer to avoid.

Rewards and punishments may be material or social. For those with learning, behavior, and emotional problems, there has been widespread use of such "incentives" (e.g., systematically giving points or tokens that can be exchanged for candy, prizes, praise, free time, or social interactions). Punishments have included loss of free time and other privileges, added work, fines, isolation, censure, and suspension. Grades have been used both as rewards and punishments. Because people will do things to obtain rewards or avoid punishment, rewards and punishment often are called *reinforcers*. Because they generally come from sources outside the person, they often are called *extrinsics*.

Extrinsic reinforcers are easy to use and can immediately affect behavior. Therefore, they have been widely adopted in the fields of special education and psychology. Unfortunately, the immediate effects are usually limited to very specific behaviors and often are short-term. Moreover, extensive use of extrinsics can have some undesired effects. And, sometimes the available extrinsics simply aren't powerful enough to get the desired results.

The immediate effects of extrinsic reinforcement are usually limited to very specific behaviors and often are short-term, and their extensive use can have undesired effects

It is important to remember that what makes an extrinsic factor rewarding is the fact that it is experienced by the recipient as a reward. What makes it a highly valued reward is that the recipient highly values it. If someone doesn't like candy, there is not much point in offering it as a reward. Furthermore, because the use of extrinsics has limits, it's fortunate that people often do things even without apparent extrinsic reason. In fact, a lot of what people learn and spend time doing is done for intrinsic reasons. *Curiosity* is a good example. Curiosity seems to be an innate quality that leads us to seek stimulation, avoid boredom, and learn a great deal.

People also pursue some things because of what has been described as an innate striving for competence. Most of us value *feeling competent*. We try to conquer some challenges, and if none are around, we usually seek one out. Of course, if the challenges confronting us seem unconquerable or make us too uncomfortable (e.g., too anxious or exhausted), we try to put them aside and move on to something more promising.

Another important intrinsic motivator appears to be an internal push toward things that make a person *feel self-determining*. People seem to value feeling and thinking that they have some degree of choice and freedom in deciding what to do. And, human beings also seem intrinsically moved toward establishing and maintaining relationships. That is, we value the *feeling interpersonally connected*.

About Expectations

We may value something a great deal; but if we believe we can't do it or can't obtain it without paying too great a personal price, we are likely to look for other valued activities and outcomes to pursue. Expectations about these matters are influenced by past experiences.

Previously unsuccessful arenas usually are seen as unlikely paths to valued extrinsic rewards or intrinsic satisfactions. We may perceive past failure as the result of our lack of ability; or we may believe that more effort was required than we were willing to give. We may also feel that the help we needed to succeed was not available. If our perception is that very little has changed with regard to these factors, our expectation of succeeding now will be rather low. *In general, then, what we value interacts with our expectations, and motivation is one product of this interaction.* (See Exhibit on the next page).

Mother: *You have to get up and go to school!*

Son: *I don't want to. It's too hard and the kids don't like me.*

Mother: *But, you have to go. You're the principal.*

A Bit of Theory

Motivation theory has many facets. At the risk of over simplifying things, the following discussion is designed to make a few big points.

E x V

Can you decipher this? (Don't go on until you've tried.)

Hint: the "x" is a multiplication sign.

In case the equation stumped you, don't be surprised. The main introduction to motivational thinking that many people have been given in the past involves some form of reinforcement theory (which essentially deals with extrinsic motivation). Thus, all this may be new to you, even though motivational theorists have been wrestling with it for a long time, and intuitively, you probably understand much of what they are talking about.

E represents an individual's *expectations* about outcome (in school this often means expectations of success or failure). **V** represents *valuing*, with valuing influenced by both what is valued intrinsically and extrinsically. Thus, in a general sense, motivation can be thought of in terms of expectancy times valuing. *Such theory recognizes that human beings are thinking and feeling organisms and that intrinsic factors can be powerful motivators. This understanding of human motivation has major implications for learning, teaching, parenting, and mental health interventions.*

Within some limits (which we need not discuss here), high expectations and high valuing produce high motivation, while low expectations (**E**) and high valuing (**V**) produce relatively weak motivation.

Youngsters may greatly value the idea of improving their reading. They usually are not happy with limited skills and know they would feel a lot better about if they could read. But, often they experience everything the teacher asks them to do is a waste of time. They have done it all before, and they *still* have a reading problem. Sometimes they will do the exercises, but just to earn points to go on a field trip and to avoid the consequences of not cooperating. Often, however, they try to get out of doing the work by distracting the teacher. After all, why should they do things they are certain won't help them read any better.

$$(Expectancy \times Valuing = Motivation \quad 0 \times 1.0 = 0)$$

High expectations paired with low valuing also yield low approach motivation. Thus, the oft-cited remedial strategy of guaranteeing success by designing tasks to be very easy is not as simple a recipe as it sounds. Indeed, the approach is likely to fail if the outcome (e.g., improved reading, learning math fundamentals, applying social skills) is not valued or if the tasks are experienced as too boring or if doing them is seen as too embarrassing. In such cases, a strong negative value is attached to the activities, and this contributes to avoidance motivation.

$$(Expectancy \times Valuing = Motivation \quad 1.0 \times 0 = 0)$$

Appropriate appreciation of all this is necessary in designing a match for optimal learning and performance.

Overreliance on Extrinsic: a Bad Match

There are many intervention implications to derive from understanding intrinsic motivation. For example, mobilizing and maintaining a youngster's motivation depends on how a classroom program addresses concerns about valuing and expectations. Schools and classrooms that offer a broad range of opportunities (e.g., content, outcomes, procedural options) and involve students in decision making are best equipped to meet the challenge.

Throughout this discussion of valuing and expectations, the emphasis has been on the fact that motivation is not something that can be determined solely by forces outside the individual. Others can plan activities and outcomes to influence motivation and learning; however, how the activities and outcomes are experienced determines whether they are pursued (or avoided) with a little or a lot of effort and ability. Understanding that an individual's perceptions can affect motivation has led researchers to important findings about some undesired effects resulting from overreliance on extrinsics.

Because of the prominent role they play in school programs, grading, testing, and other performance evaluations are a special concern in any discussion of the overreliance on extrinsics as a way to reinforce positive learning. Although grades often are discussed as simply providing information about how well a student is doing, many, if not most, students perceive each grade as a reward or a punishment. Certainly, many teachers use grades to try to control behavior – to reward those who do assignments well and to punish those who don't. Sometimes parents add to a student's perception of grades as extrinsic reinforcers by giving a reward for good report cards.

We all have our own horror stories about the negative impact of grades on ourselves and others. In general, grades have a way of reshaping what students do with their learning opportunities. In choosing what to study, students strongly consider what grades they are likely to receive. As deadlines for assignments and tests get closer, interest in the topic gives way to interest in maximizing one's grade. Discussion of interesting issues and problems related to the area of study gives way to questions about how long a paper should be and what will be on the test. None of this is surprising given that poor grades can result in having to repeat a course or being denied certain immediate and long-range opportunities. It is simply a good example of how systems that overemphasize extrinsics may have a serious negative impact on intrinsic motivation for learning. *And if the impact of current practices is harmful to those who are able learners, imagine the impact on students with learning and behavior problems!*

The point is that extrinsic rewards can undermine intrinsic reasons for doing things. Although this is not always the case and may not always be a bad thing, it is an important consideration in deciding to rely on extrinsic reinforcers in addressing learning, behavior, and emotional problems.

Motivation and Behavior & Learning Problems

Many individuals with learning problems also are described as hyperactive, distractible, impulsive, behavior disordered, and so forth. Their behavior patterns are seen as interfering with efforts to remedy their learning problems. Although motivation has always been a concern to those who work with learning and behavior problems, the emphasis in handling these interfering behaviors usually is on using extrinsics as part of efforts to directly control, and/or in conjunction with, direct skill instruction. For example, interventions are designed to improve impulse control, perseverance, selective attention, frustration tolerance, sustained attention and follow-through, and social awareness and skills. In all cases, the emphasis is on reducing or eliminating interfering behaviors, usually with the presumption that the student will then re-engage in learning. However, there is little evidence that these strategies enhance a student's motivation toward classroom learning (National Research Council, 2004).

Ironically, the reliance on extrinsics to control behavior may exacerbate student problems. Motivational research suggests that when people perceive their freedom (e.g., of choice) is threatened, they have a psychological reaction that motivates them to restore their sense of freedom. (For instance, when those in control say: *You can't do that ... you must do this ...*, the covert and sometimes overt psychological reaction of students often is: *Oh, you think so!*) This line of research also suggests that with prolonged denial of freedom, people's reactivity diminishes, they become amotivated, and usually feel helpless and ineffective.

Focusing on Intrinsic Motivation to Re-engage Students

Psychological scholarship over the last fifty years has brought renewed attention to motivation as a central concept in understanding learning and attention problems. This work is just beginning to find its way into applied fields and programs. One line of work has emphasized the relationship of learning and behavior problems to deficiencies in intrinsic motivation. This work clarifies the value of interventions designed to increase

- feelings of self-determination
- feelings of competence and expectations of success
- feelings of interpersonal relatedness
- the range of interests and satisfactions related to learning.

General Strategic Considerations

Activities to correct deficiencies in intrinsic motivation are directed at improving awareness of personal motives and true capabilities, learning to set valued and appropriate goals, learning to value and to make appropriate and satisfying choices, and learning to value and accept responsibility for choice.

The point for emphasis here is that engaging and re-engaging students in learning involves matching motivation. Matching motivation requires an appreciation of the importance of a student's perceptions in determining the right mix of intrinsic and extrinsic reasons. It also requires understanding the key role played by expectations related to outcome. Without a good match, social control strategies can suppress negative attitudes and behaviors, but re-engagement in classroom learning is unlikely.

To clarify matters with respect to designing new directions for student support for disengaged students, below are four general strategies to think about in planning ways to work with such students:

Clarifying student perceptions of the problem – It is desirable to create a situation where it is feasible to talk openly with students about why they have become disengaged. This provides an invaluable basis for formulating a personalized plan for helping to alter their negative perceptions and for planning ways to prevent others from developing such perceptions.

Reframing school learning – As noted above, in the case of those who have disengaged, major reframing in teaching approaches is required so that these students (a) view the teacher as supportive (rather than controlling and indifferent) and (b) perceive content, outcomes, and activity options as personally valuable and obtainable. It is important, for example, to eliminate threatening evaluative measures; reframe content and processes to clarify purpose in terms of real life needs and experiences and underscore how it all builds on previous learning; and clarify why the procedures are expected to be effective – especially those designed to help correct specific problems.

Renegotiating involvement in school learning – New and mutual agreements must be developed and evolved over time through conferences with the student and where appropriate including parents. The intent is to affect perceptions of choice, value, and probable outcome. The focus throughout is on clarifying awareness of valued options, enhancing expectations of positive outcomes, and engaging the student in meaningful, ongoing decision making. For the process to be most effective, students should be assisted in sampling new processes and content, options should include valued enrichment opportunities, and there must be provision for reevaluating and modifying decisions as perceptions shift.

Reestablishing and maintaining an appropriate working relationship – This requires the type of ongoing interactions that creates a sense of trust, open communication, and provides personalized support and direction.

***Options and Student
Decision Making
as Key Facets***

To maintain re-engagement and prevent disengagement, the above strategies must be pursued using processes and content that:

- minimize threats to feelings of competence, self-determination, and relatedness to valued others
- maximize such feelings (included here is an emphasis on a school taking steps to enhance public perception that it is a welcoming, caring, safe, and just institution)
- guide motivated practice (e.g., providing opportunities for meaningful applications and clarifying ways to organize practice)
- provide continuous information on learning and performance in ways that highlight accomplishments
- provide opportunities for continued application and generalization (e.g., ways in which students can pursue additional, self-directed learning or can arrange for additional support and direction).

Obviously, it is no easy task to decrease well-assimilated negative attitudes and behaviors. And, the task is likely to become even harder with the escalation toward high-stakes testing policies (no matter how well-intentioned). It also seems obvious that, *for many schools, enhanced achievement test scores will only be feasible when the large number of disengaged students are re-engaged in learning at school.*

All this argues for (1) minimizing student disengagement and maximizing re-engagement by moving school culture toward a greater focus on intrinsic motivation and (2) minimizing psychological reactance and enhancing perceptions that lead to re-engagement in learning at school by rethinking social control practices. From a motivational perspective, key facets of accomplishing this involve enhancing student options and decision making.

A greater proportion of individuals with avoidance or low motivation for learning at school are found among those with learning, behavior, and/or emotional problems. For these individuals, few currently available options may be appealing. How much greater the range of options needs to be depends primarily on how strong avoidance tendencies are. In general, however, the initial strategies for working with such students involve

- further expansion of the range of options for learning (if necessary, this includes avoiding established curriculum content and processes)
- primarily emphasizing areas in which the student has made personal and active decisions
- accommodation of a wider range of behavior than usually is tolerated (e.g., a widening of limits on the amount and types of "differences" tolerated)

From a motivational perspective, one of the most basic concerns is the way in which students are involved in making decisions about options. Critically, decision-making processes can lead to perceptions of coercion and control or to perceptions of real choice (e.g., being in control of one's destiny, being self-determining). Such differences in perception can affect whether a student is mobilized to pursue or avoid planned learning activities and outcomes.

People who have the opportunity to make decisions among valued and feasible options tend to be committed to following through. In contrast, people who are not involved in decisions often have little commitment to what is decided. And if individuals disagree with a decision that affects them, besides not following through they may react with hostility.

Thus, essential to programs focusing on motivation are decision-making processes that affect perceptions of choice, value, and probable outcome. Three special points should be noted about decision-making.

- Decisions are based on current perceptions. As perceptions shift, it is necessary to reevaluate decisions and modify them in ways that maintain a mobilized learner.
- Effective and efficient decision making is a basic skill, and one that is as fundamental as the three Rs. Thus, if an individual does not do it well initially, this is not a reason to move away from learner involvement in decision making. Rather, it is an assessment of a need and a reason to use the process not only for motivational purposes, but to improve this basic skill.
- Among students manifesting learning, behavior, and/or emotional problems, it is well to remember that the most fundamental decision some of these individuals have to make is whether they want to participate or not. That is

People who have the opportunity to make decisions among valued and feasible options tend to be committed to following through

why it may be necessary in specific cases temporarily to put aside established options and standards. As we have stressed, before some students will decide to participate in a proactive way, they have to perceive the learning environment as positively different – and quite a bit so – from the one in which they had so much failure.

Reviews of the literature on human motivation suggest that providing students with options and involving them in decision making are key facets of addressing the problem of engagement in the classroom and at school (Deci & Flaste, 1995; Deci & Ryan, 1985; Stipek, 1998). For example, numerous studies have shown that opportunities to express preferences and make choices lead to greater motivation, academic gains, increases in productivity and on-task behavior, and decreases in aggressive behavior. Similarly, researchers report that student participation in goal setting leads to more positive outcomes (e.g., higher commitment to a goal and increased performance).

*I suspect that many children would learn arithmetic,
and learn it better, if it were illegal.*
John Holt

Concluding Comments

Getting students involved in their education programs is more than having them participate; it is connecting students with their education, enabling them to influence and affect the program and, indeed, enabling them to become enwrapped and engrossed in their educational experiences.

Wehmeyer & Sands (1998)

Whatever the initial cause of someone's learning and behavior problems, the longer the individual has lived with such problems, the more likely s/he will have negative feelings and thoughts about instruction, teachers, and schools. The feelings include anxiety, fear, frustration, and anger. The thoughts may include strong expectations of failure and vulnerability and low valuing of many learning "opportunities." Such thoughts and feelings can result in avoidance motivation or low motivation for learning and performing in many areas of schooling.

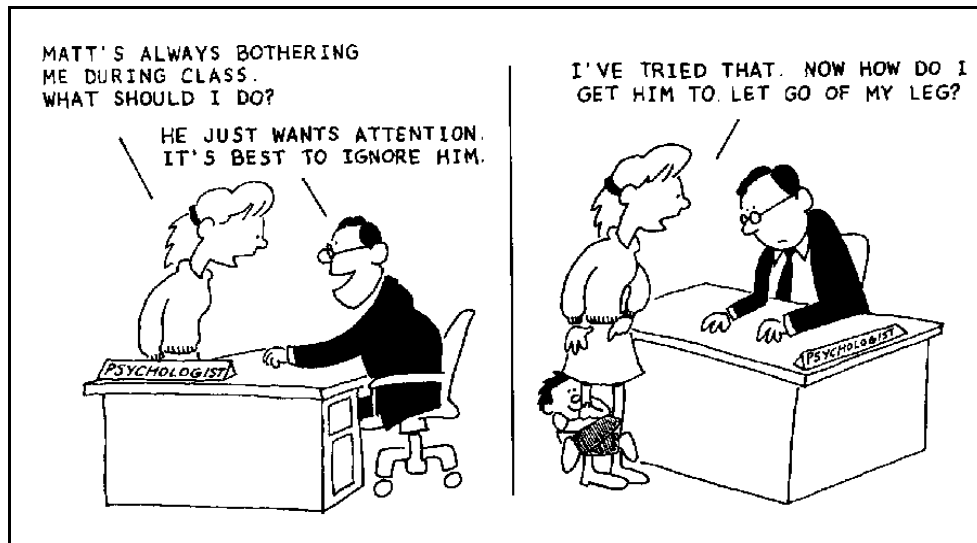
Low motivation leads to half-hearted effort. Avoidance motivation leads to avoidance behaviors. Individuals with avoidance and low motivation often also are attracted to socially disapproved activity. Poor effort, avoidance behavior, and active pursuit of disapproved behavior on the part of students are sure-fire recipes for failure and worse.

It remains tempting to focus directly on student misbehavior. And, it also is tempting to think that behavior problems at least can be exorcized by "laying down the law." We have seen many administrators pursue this line of thinking. For every student who "shapes up," ten others experience a Greek tragedy that inevitably ends in the student being pushed-out of school through a progression of suspensions, "opportunity" transfers, and expulsions. Official dropout figures don't tell the tale. What we see in most high schools in cities such as Los Angeles, Baltimore, D.C., Miami, and Detroit is that only about half those who were enrolled in the ninth grade are still around to graduate from 12th grade.

Most of these students entered kindergarten with a healthy curiosity and a desire to learn to read and write. By the end of 2nd grade, we start seeing the first referrals by classroom teachers because of learning and behavior problems. From that point on, increasing numbers of students become disengaged from classroom learning, and most of these manifest some form of behavioral and emotional problems.

It is not surprising, then, that many are heartened to see the shift from punishment to positive behavior support in addressing unwanted behavior. However, as long as factors that lead to disengagement are left unaffected, we risk perpetuating the phenomenon that William Ryan identified as *Blaming the Victim*.

From an intervention perspective, the key point is that engaging and re-engaging students in classroom learning involves matching motivation. Matching motivation requires factoring in students' perceptions in determining the right mix of intrinsic and extrinsic reasons. It also requires understanding the key role played by expectations related to outcome. Without a good match, social control strategies can temporarily suppress negative attitudes and behaviors, but re-engagement in classroom learning is unlikely. And, without re-engagement in classroom learning, there will be no major gains in achievement test scores, unwanted behavior is very likely to reappear, and many will be left behind.



Appendix D

About Financing

The central principle of all good financial planning:

A program's rationale should drive the search for financing. Financing may be the engine, but it should not be the driver.

Thus:

- Financial strategies should be designed to support the *best strategies* for achieving improved outcomes.
- Financial strategies which cannot be adapted to program ends should not be used.

It is unlikely that a single financing approach will serve to support an agenda for major systemic changes.

Thus:

- Draw from the widest array of resources
- Braid and blend funds

Remember: Financing is an art, not a science

What are major financing strategies to address barriers to learning?

- Integrating: Making functions a part of existing activity – no new funds needed
- Redeploying: Taking existing funds away from less valued activity
- Leveraging: Clarifying how current investments can be used to attract additional funds
- Budgeting: Rethinking or enhancing current budget allocations

Where to look for financing sources/initiatives?

Look at

- All levels -- local/state/federal
- Public and private grants/initiatives
- Education categorical programs (Safe and Drug Free Schools, Title I, Special Education)
- Health/Medicaid funding (including “Early Periodic Screening, Diagnosis, & Treatment”)

Enhancing Financing

A basic funding principle is that no single source of or approach to financing is sufficient to underwrite major systemic changes.

Opportunities to enhance funding

- Reforms that enable redeployment of existing funds away from redundant and/or ineffective programs
- Reforms that allow flexible use of categorical funds (e.g., waivers, pooling of funds)

- Health and human service reforms (e.g., related to Medicaid, TANF, S-CHIP) that open the door to leveraging new sources of mental health funding
- Accessing tobacco settlement revenue initiatives
- Collaborating to combine resources in ways that enhance efficiency without a loss (and possibly with an increase) in effectiveness (e.g., interagency collaboration, public-private partnerships, blended funding)
- Policies that allow for capturing and reinvesting funds saved through programs that appropriately reduce costs (e.g., as the result of fewer referrals for costly services)
- Targeting gaps and leveraging collaboration (perhaps using a broker) to increase extramural support while avoiding pernicious funding
- Developing mechanisms to enhance resources through use of trainees, work-study programs, and volunteers (including professionals offering pro bono assistance).

For more information

The Internet provides ready access to info on funding and financing.

Examples to check regarding funding:

- The electronic storefront for updated info on federal grants – <http://www.grants.gov>
- GrantsAlert – <http://www.grantsalert.com>
- School Health Program Finance Project Database – <http://www2.cdc.gov/nccdphp/shpfp/index.asp>
- The Catalog of Federal Domestic Assistance – <http://www.cfda.gov/>
- The Federal Register – <http://www.gpoaccess.gov/fr/>
- National Conference of State Legislators (search *School Health*) – <http://ncsl.org/>
- The Foundation Center – <http://fdncenter.org>
- Connect for Kids' Toolkit for Funding – <http://www.connectforkids.org/node/245>
- Financing and funding (general resources) – http://smhp.psych.ucla.edu/qf/p1404_02.htm
- Surfin' for Funds (guide to web financing info) – <http://smhp.psych.ucla.edu/pdfdocs/fundfish.pdf>

Regarding financing issues and strategies, see:

- The Finance Project – <http://www.financeproject.org>
- Center for Study of Social Policy – <http://www.cssp.org>
- Center on Budget and Policy Priorities – <http://www.cbpp.org>
- Fiscal Policy Studies Institute – <http://www.resultsaccountability.com>

Note: To foster service coordination, there are several ways to use existing dollars provided to a district by the federal government. See “Using Federal Education Legislation in Moving Toward a Comprehensive, Multifaceted, and Integrated Approach to Addressing Barriers to Learning” <http://smhp.psych.ucla.edu/pdfdocs/federallegislation.pdf>

Appendix E

Tools for Mapping Current Status of School-community Resources and Collaboration

A basic function of any school-community collaboration is to map and analyze activities and resources as a basis for understanding what exists and what doesn't and then formulating recommendations about priorities and resource (re)allocation. Such understanding contributes to a "big picture" perspective of assets and provides a basis for making decisions about next steps. Such mapping is done over time and in stages. This appendix contains tools to begin the process.

Included here are the following surveys (designed as self-study guides) and other tools:

I. Family-Community-School Collaboration: Self-Study Surveys

A. Overview of Areas for Collaboration

B. Overview of System Status for Enhancing Collaboration

C. Collaboration To Strengthen the School

D. Collaboration To Strengthen the Neighborhood

II. Who and What are at a School

III. Survey of System Status at a School

IV. Analysis of Mechanisms for Connecting Resources

The surveys are not evaluation tools. They afford a stimulus for discussion, analysis, reflection, and planning. Collaboratives can use them to identify specific areas for working together to enhance benefits for all stakeholders.

I. Family-Community-School Collaboration: Self-Study Surveys

Formal efforts to create a collaboration to strengthen youngsters, families, schools, and neighborhoods, involve building formal working relationships to connect resources involved in preK-12 schooling and resources in the community (including formal and informal organizations such as the family/home, agencies involved in providing health and human services, religion, policing, justice, economic development; fostering youth development, recreation, and enrichment; as well as businesses, unions, governance bodies, and institutions of higher education).

In working toward enhancing such collaboration, it helps to clarify what is in place as a basis for determining what needs to be done. Special attention is paid to:

- Clarifying what resources already are available
- How the resources are organized to work together
- What procedures are in place for enhancing resource usefulness

The following is designed as a self-study instrument. Stakeholders use such surveys to map and analyze the current status of their efforts.

This type of self-study is best done by teams. For example, a group of stakeholders could use the items to discuss how well specific processes and programs are functioning and what's not being done. Members of the team initially might work separately in filling out the items, but the real payoff comes from discussing them as a group. Such instruments also can be used as a form of program quality review.

In analyzing, the status of their collaboration, the group may decide that some existing activity is not a high priority and that the resources should be redeployed to help establish more important programs. Other activity may be seen as needing to be embellished so that it is effective. Finally, decisions may be made regarding new desired activities, and since not everything can be added at once, priorities and timelines can be established.

Overview of Areas for Collaboration

Indicate the status of collaboration with respect to each of the following areas.

Please indicate all items that apply.

	Yes	Yes but more of this is needed	No	If no, is this something you want?
1. Improving the School (Name of school(s): _____)				
a. Instructional component of schooling	___	___	___	___
b. Governance and management of schooling	___	___	___	___
c. Financial support for schooling	___	___	___	___
d. School-based programs and services to address barriers to learning	___	___	___	___
2. Improving the Neighborhood (Through enhancing linkages with the school, including use of school facilities and resources)				
a. Youth development programs	___	___	___	___
b. Youth and family recreation and enrichment opportunities	___	___	___	___
c. Physical health services	___	___	___	___
d. Mental health services	___	___	___	___
e. Programs to address psychosocial problems	___	___	___	___
f. Basic living needs services	___	___	___	___
g. Work/career programs	___	___	___	___
h. Social services	___	___	___	___
i. Crime and juvenile justice programs	___	___	___	___
j. Legal assistance	___	___	___	___
k. Support for development of neighborhood organizations	___	___	___	___
l. Economic development programs	___	___	___	___

B. Overview of System Status for Enhancing Collaboration

Items 1-7 ask about what processes are in place. Use the following ratings in responding to these items.

DK = don't know

1 = not yet

2 = planned

3 = just recently initiated

4 = has been functional for a while

5 = well institutionalized (well established with a commitment to maintenance)

1. Is there a stated policy for enhancing family-school-community partnerships (e.g., from the school, community agencies, government bodies)? DK 1 2 3 4 5
2. Is there a designated leader or leaders for enhancing family-school-community partnerships? DK 1 2 3 4 5
3. With respect to each entity involved in the family-school-community partnerships have specific persons been designated as representatives to meet with each other? DK 1 2 3 4 5
4. Do personnel involved in enhancing family-school-community partnerships meet regularly as a team to evaluate current status and plan next steps? DK 1 2 3 4 5
5. Is there a written plan for capacity building related to enhancing the family-school-community partnerships? DK 1 2 3 4 5
6. Are there written descriptions available to give all stakeholders regarding current family-school-community partnerships DK 1 2 3 4 5
7. Are there effective processes by which stakeholders learn
 - (a) what is available in the way of programs/services? DK 1 2 3 4 5
 - (b) how to access programs/services they need? DK 1 2 3 4 5

Items 8- 9 ask about effectiveness of existing processes. Use the following ratings in responding to these items.

DK = don't know

1 = hardly ever effective

2 = effective about 25 % of the time

3 = effective about half the time

4 = effective about 75% of the time

5 = almost always effective

8. In general, how effective are your local efforts to enhance Family-school-community partnerships? DK 1 2 3 4 5
9. With respect to enhancing family-school-community partnerships, how effective are each of the following:
 - (a) current policy DK 1 2 3 4 5
 - (b) designated leadership DK 1 2 3 4 5
 - (c) designated representatives DK 1 2 3 4 5
 - (d) team monitoring and planning of next steps DK 1 2 3 4 5
 - (e) capacity building efforts DK 1 2 3 4 5

List Current Collaborative Participants

For improving the school

For improving the neighborhood
(though enhancing links with the school,
including use of school facilities and resources)

C. Collaboration To Strengthen the School

Indicate the status of partnerships between a given school or complex of schools and community stakeholders with respect to each of the following:

Please indicate all items that apply.

(Name of school(s): _____)	Yes	Yes but more of this is needed	No	If no, is this something you want?
Partnerships to improve				
1. Instructional component of schooling				
a. kindergarten readiness programs	___	___	___	___
b. tutoring	___	___	___	___
c. mentoring	___	___	___	___
d. school reform initiatives	___	___	___	___
e. homework hotlines	___	___	___	___
f. media/technology	___	___	___	___
g. career academy programs	___	___	___	___
h. adult education, ESL, literacy, citizenship classes	___	___	___	___
i. other _____	___	___	___	___
2. Governance and management of schooling				
a. PTA/PTSA	___	___	___	___
b. shared leadership	___	___	___	___
c. advisory bodies	___	___	___	___
d. other _____	___	___	___	___
3. Financial support for schooling				
a. adopt-a-school	___	___	___	___
b. grant programs and funded projects	___	___	___	___
c. donations/fund raising	___	___	___	___
d. other _____	___	___	___	___
4. Enabling or Learning Supports component – system of school-based programs and services to address barriers to learning				
a. enhancing classroom approaches for addressing learning, behavior, & emotional problems	___	___	___	___
b. crisis response and prevention programs	___	___	___	___
c. transition support programs	___	___	___	___
d. home involvement/engagement programs	___	___	___	___
e. community outreach/engagement programs	___	___	___	___
f. student and family assistance programs/services	___	___	___	___
g. pre and inservice staff development programs	___	___	___	___
h. other _____	___	___	___	___

D. Collaboration To Strengthen the Neighborhood

Indicate the status of partnerships between a given school or complex of schools and community with respect to each of the following:

Please indicate all items that apply.

(Name of school(s): _____)	Yes but more of			If no, is this something you want?
	Yes	this is needed	No	
Partnerships to improve				
1. Youth development programs				
a. home visitation programs	___	___	___	___
b. parent education	___	___	___	___
c. infant and toddler programs	___	___	___	___
d. child care/children's centers/preschool programs	___	___	___	___
e. community service programs	___	___	___	___
f. public health and safety programs	___	___	___	___
g. leadership development programs	___	___	___	___
h. other _____	___	___	___	___
2. Youth and family recreation and enrichment opportunities				
a. art/music/cultural programs	___	___	___	___
b. parks' programs	___	___	___	___
c. youth clubs	___	___	___	___
d. scouts	___	___	___	___
e. youth sports leagues	___	___	___	___
f. community centers	___	___	___	___
g. library programs	___	___	___	___
h. faith community's activities	___	___	___	___
i. camping programs	___	___	___	___
j. other _____	___	___	___	___
3. Physical health services				
a. school-based/linked clinics for primary care	___	___	___	___
b. immunization clinics	___	___	___	___
c. communicable disease control programs	___	___	___	___
d. EPSDT programs	___	___	___	___
e. pro bono/volunteer programs	___	___	___	___
f. AIDS/HIV programs	___	___	___	___
g. asthma programs	___	___	___	___
h. pregnant and parenting minors programs	___	___	___	___
i. dental services	___	___	___	___
j. vision and hearing services	___	___	___	___
k. referral facilitation	___	___	___	___
l. emergency care	___	___	___	___
m. other _____	___	___	___	___
4. Mental health services				
a. school-based/linked clinics w/ mental health component	___	___	___	___
b. EPSDT mental health focus	___	___	___	___
c. pro bono/volunteer programs	___	___	___	___
d. referral facilitation	___	___	___	___
e. counseling	___	___	___	___
f. crisis hotlines	___	___	___	___
g. other _____	___	___	___	___

	Yes	Yes but more of this is needed	No	If no, is this something you want?
5. Programs to address psychosocial problems				
a. conflict mediation/resolution	___	___	___	___
b. substance abuse	___	___	___	___
c. community/school safe havens	___	___	___	___
d. safe passages	___	___	___	___
e. youth violence prevention	___	___	___	___
f. gang alternatives	___	___	___	___
g. pregnancy prevention and counseling	___	___	___	___
h. case management of programs for high risk youth	___	___	___	___
i. child abuse and domestic violence programs	___	___	___	___
j. other _____	___	___	___	___
6. Basic living needs services				
a. food	___	___	___	___
b. clothing	___	___	___	___
c. housing	___	___	___	___
d. transportation assistance	___	___	___	___
e. other _____	___	___	___	___
7. work/career programs				
a. job mentoring	___	___	___	___
b. job programs and employment opportunities	___	___	___	___
c. other _____	___	___	___	___
8. Social services				
a. school-based/linked family resource centers	___	___	___	___
b. integrated services initiatives	___	___	___	___
c. budgeting/financial management counseling	___	___	___	___
d. family preservation and support	___	___	___	___
e. foster care school transition programs	___	___	___	___
f. case management	___	___	___	___
g. immigration and cultural transition assistance	___	___	___	___
h. language translation	___	___	___	___
i. other _____	___	___	___	___
9. Crime and juvenile justice programs				
a. camp returnee programs	___	___	___	___
b. children's court liaison	___	___	___	___
c. truancy mediation	___	___	___	___
d. juvenile diversion programs with school	___	___	___	___
e. probation services at school	___	___	___	___
f. police protection programs	___	___	___	___
g. other _____	___	___	___	___
10. Legal assistance				
a. legal aide programs	___	___	___	___
b. other _____	___	___	___	___

	Yes	Yes but more of this is needed	No	If no, is this something you want?
11. Support for development of neighborhood organizations				
a. neighborhood protective associations	___	___	___	___
b. emergency response planning and implementation	___	___	___	___
c. neighborhood coalitions and advocacy groups	___	___	___	___
d. volunteer services	___	___	___	___
e. welcoming clubs	___	___	___	___
f. social support networks	___	___	___	___
g. other _____	___	___	___	___
12. Economic development programs				
a. empowerment zones.	___	___	___	___
b. urban village programs	___	___	___	___
c. other _____	___	___	___	___

II. Who and What Are at the School

(Name of School _____)

Administrator for Enabling Component

School Psychologist _____
times at the school _____

- Provides assessment and testing of students for special services. Counseling for students and parents. Support services for teachers. Prevention, crisis, conflict resolution, program modification for special learning and/or behavioral needs.

School Nurse _____
times at the school _____

- Provides immunizations, follow-up, communicable disease control, vision and hearing screening and follow-up, health assessments and referrals, health counseling and information for students and families.

Pupil Services & Attendance Counselor _____
times at the school _____

- Provides a liaison between school and home to maximize school attendance, transition counseling for returnees, enhancing attendance improvement activities.

Social Worker _____
times at the school _____

- Assists in identifying at-risk students and provides follow-up counseling for students and parents. Refers families for additional services if needed.

Counselors _____ times at the school _____

- General and special counseling/guidance services. Consultation with parents and school staff.

Dropout Prevention Program Coordination _____
times at the school _____

- Coordinates activity designed to promote dropout prevention.

Title I and Bilingual Coordinators

- Coordinates categorical programs, provides services to identified Title I students, implements Bilingual Master Plan (supervising the curriculum, testing, and so forth)

Resource and Special Education Teachers

_____ times at the school _____

- Provides information on program modifications for students in regular classrooms as well as providing services for special education.

Other important resources:

School-based Crisis Team (list by name/title)

School Improvement Program Planners

Community Resources

- Providing school-linked or school-based interventions and resources

Who	What they do	When
_____	_____	_____
_____	_____	_____
_____	_____	_____
_____	_____	_____

III. Survey of System Status at a School

The intent of this survey is to clarify the status at a school of the basic mechanisms necessary for addressing barriers to learning. The focus is on the following system concerns:

1. Is someone at the school designated as coordinator/leader for activity designed to address barriers to learning?
2. Is there a time and place when personnel involved in activity designed to address barriers to learning meet together?
3. Is there a Learning Supports Resource Team?
4. Are there written descriptions available to give staff regarding resources at the school and in the community and information on how to gain access to them?
5. Are there processes by which families gain information about resources and how to access them?
6. With respect to the family of schools in your neighborhood, has someone been designated as a representative to meet with others schools to coordinate activities designed to address barriers to learning?
7. How effective is the referral, triage, case management system?
8. How effective are processes for improving and enhancing systems and resources?
9. How effective are processes for coordinating and linking with community resources?
10. How effective are processes for ensuring that resources are available to all schools in your neighborhood?
11. List community resources with which you have formal relationships(on site, in community).

IV. Analysis of Mechanisms for Connecting Resources

1. What are the existing mechanisms in your school and community for integrating
 - a. Intervention efforts?
 - b. Key leaders?
 - c. Interagency administrative groups?
 - d. Collaboratives to enhance working together?
 - e. Interdisciplinary bodies?
 - f. Workgroups to map, analyze, and redeploy resources?
 - g. Resource-oriented mechanisms to enhance integration of effort?

2. Which of these mechanisms would address your concerns about strengthening collaborative efforts about safety and well-being?
 - a. What changes might need to be made in the existing mechanisms to better address your concerns? (e.g., more involvement of leadership from the school? broadening the focus of existing teams to encompass an emphasis on how resources are deployed?)

 - b. What new mechanisms are required to ensure that family-community and school connections are enhanced? (e.g., establishment of a resource council for the feeder pattern of schools and their surrounding community?)