

APPENDICES

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Appendix A

New Freedom Commission on Mental Health Recommendations

Launched by President Bush in February 2001, the stated intent of the New Freedom Initiative is “to promote full access to community life for people with disabilities, including access to employment and educational opportunities and to assistive and universally designed technologies.” In April 2002, the President signed Executive Order 13263 establishing the New Freedom Commission on Mental Health and charged the group with conducting a comprehensive study of the problems and gaps in the mental health service system and to make concrete recommendations for immediate improvements that the Federal government, State governments, local agencies, as well as public and private health care providers, can implement. The Commission members met for 1 year to study the research literature and to receive comments from more than 2,300 mental health consumers, family members, providers, administrators, researchers, government officials, and other key stakeholders. The Commission framed its work around the five principles set forth in the Executive Order that established its responsibilities. These principles seek to improve the outcomes of mental health care; promote collaborative, community-level models of care; maximize existing resources and reduce regulatory barriers; use mental health research findings to influence service delivery; and promote innovation, flexibility, and accountability at the Federal, State, and local levels.

In particular, the President directed the Commission to:

- Focus on the desired outcomes of mental health care, which are to attain each individual's maximum level of employment, self-care, interpersonal relationships, and community participation.
- Focus on community-level models of care that effectively coordinate the multiple health and human service providers and public and private payers involved in mental health treatment and delivery of services.
- Focus on those policies that maximize the utility of existing resources by increasing cost-effectiveness and reducing unnecessary and burdensome regulatory barriers.
- Consider how mental health research findings can be used most effectively to influence the delivery of services.
- Follow the principles of Federalism, and ensure that its recommendations promote innovation, flexibility, and accountability at all levels of government and respect the constitutional role of the States and Indian tribes

In 2004, the Center for Mental Health in Schools was involved in the preparation of a brief* designed to apply the extant body of knowledge related to mental health in schools in ways that might contribute to operationalizing the recommendations of the President's New Freedom Commission on Mental Health. The brief also incorporates the goals of *Healthy People 2010*, and the ideas set forth in *Bright Futures, Mental Health*. Moreover, it reflects input from the wide range of stakeholders across the country with whom the center works. As a result, the brief draws on what has been learned over many years, in many contexts, and from many sources. The underlying message in the brief was that efforts to transform how mental health interventions are delivered can and should capitalize on the needs of and opportunities presented by schools.

* See *Integrating Agendas for Mental Health in Schools into the Recommendations of the President's New Freedom Commission on Mental Health*

<http://smhp.psych.ucla.edu/pdfdocs/newfreedomcommisison/newfreedbrief.pdf>

How the New Freedom Commission's Recommendations* Can be Applied to MH in Schools

From *Integrating Agendas for Mental Health in Schools into the Recommendations of the President's New Freedom Commission on Mental Health*
<http://smhp.psych.ucla.edu/pdfdocs/newfreedomcommisison/newfreedbrief.pdf> the

Commission Goal 1 - Understanding that mental health is essential to overall health

Rec. 1.1 Advance and implement a national campaign to reduce the stigma of seeking care and a national strategy for suicide prevention.

- *Schools are key venues for campaigns and prevention programs.* An enhanced focus on mental health in schools provides both natural opportunities and formal avenues to promote efforts to reduce stigma and prevent not only suicide but a range of other related mental health and psychosocial problems. Natural opportunities occur each day at school as students interact with each other and staff. Formal avenues occur through integration into both regular and special education curricula, including prevention programs, specialized interventions for problems, and as part of courses for social and emotional development and mental health education. Schools also provide a conduit to families and community stakeholders for enhancing understanding about mental health.

Rec. 1.2 Addressing mental health with the same urgency as physical health.

- *Schools play a major role in shaping public attitudes over time.* As a universal socializing institution, schools are a key determiner of future public opinion. Over time, development of a comprehensive, multifaceted approach to mental health in schools not only can increase understanding, but should enhance appreciation of the need to address mental health with equivalent priority as is given to physical health in our society. Some evidence that this will be the case comes from the data generated from school-based health centers, where an enhanced appreciation of the need for and value of mental health assistance has been a consistent finding.

Commission Goal 2 - Mental health care is consumer and family driven

Rec. 2.1 Develop an individualized plan of care for every adult with a serious mental illness and child with a serious emotional disturbance.

- *Schools need and are in a position to involve consumers in quality individualized planning.* Schools already involve families in IEP development as part of their compliance with special education mandates. A beginning has been made to transform such planning to conform with the consumer and family driven principles of systems of care. Along with strengthening systems of care efforts, an enhanced focus on mental health in schools can extend systemic approaches to include young consumers and family driven individualized planning for interventions that are implemented early after the onset of a problem.

*The full report discussing the Commission's goals and recommendations is online at:
<http://www.mentalhealthcommission.gov/>

Rec. 2.2 Involve consumers and families fully in orienting the MH system toward recovery.

- *Schools that enhance their focus on mental health are more likely to work with young consumers and families toward the goal of recovery.* Schools are under tremendous pressure to raise the achievement of all students. This provides a major incentive for them to do more than control externalizing behavior problems. By enhancing mental health in schools, schools will be able to work towards a youngster's recovery and will contribute to the recovery of parents to enable them to support student progress. A key aspect in accomplishing all this will be enhanced partnerships with other interveners and the youngster and his or her family.

Rec. 2.3 Align relevant Federal programs to improve access and accountability for MH services.

- *Schools currently can seek waivers to redeploy and braid federal education dollars to coordinate and enhance the impact of student support services.* For example, under Title I of the No Child Left Behind Act schools can redeploy up to 5% of the federal funds they receive to enhance coordination of services. A similar provision exists in the Individuals with Disabilities Education Act. In addition, schools can seek waivers in order to braid together various sources of categorical program funding. As such opportunities also increase for community agencies, school and community resources can be braided. With the enhanced emphasis on coordinating and integrating resources, availability, access, and accountability will increase.

Rec. 2.4 Create a Comprehensive State Mental Health Plan.

- *For a State Mental Health Plan to be comprehensive, it must encompass a significant role for schools.* See Figure 1.

Rec. 2.5 Protect and enhance the rights of people with mental illnesses.

- *Protecting and enhancing the rights of young people with mental illness requires a coordinated and integrated school and community approach.* Evidence of the need to address schools in this respect is seen in the fact that so many school systems currently are out of compliance with special education mandates, especially in terms of meeting mental health needs. An enhanced focus on mental health in schools can help address this system failure.

Commission Goal 3 - Eliminating disparities in mental health services

Rec. 3.1 Improve access to quality care that is culturally competent.

- *School staff are mandated to upgrade their competence continuously.* Increasingly, the emphasis in schools is on enhancing effectiveness with diverse populations. This is a key goal of the focus on disaggregating school accountability indices. Initiatives to enhance mental health in schools all emphasize increasing system and staff capacity to eliminate disparities arising from lack of availability, access, and competence related to human diversity. Still, there are major deficiencies related to both the pre- and inservice training of student support staff and other mental health professionals who come into schools that must be addressed in the interest of enhancing quality.

Rec. 3.2 Improve access to quality care in rural and geographically remote areas.

- *Enhancing mental health in all schools is a key to enhancing availability and access in every community.* Schools serve all communities.

Commission Goal 4 - Making early mental health screening, assessment, and referral to services common practice

Rec. 4.1 Promote the mental health of young children.

- *Schools increasingly are focusing on pre-schoolers and the special needs of students in primary grades.* Head start has always had a mental health focus; all pre-schools are concerned with promoting social and emotional development. Teachers of young children and other staff at their schools are critical elements in promoting mental health (or contributing to emotional and behavioral problems). They also are essential to early detection and referral. And, with an enhanced focus on MH in schools, more student support programs and services can be available to prevent and address problems early after their onset.

Rec. 4.2 Improve and expand school mental health programs.

- *Continue and expand the federal Mental Health in Schools Program.*
- *Expand the federal mental health research agenda to enhance the focus on mental health in schools.* A strong research agenda is needed related to the interface between school and mental health policy, research, training, and practice.
- *Coalesce mental health-related federal categorical programs in schools.* The Safe Schools/Healthy Students initiative has pioneered an interagency approach that braids funds from three federal departments in ways that have improved and expanded mental health programs. A broader initiative is now needed to address the problems of so-called “silo” funding to schools within and across federal agencies. (Also, see school-related recommendation for 2.3 above.)

Rec. 4.3 Screen for co-occurring mental and substance use disorders and link with integrated treatment strategies.

- *Substance abuse is a major concern in schools.* Because of this, schools provide an invaluable venue for addressing co-occurring MH and substance problems. Next to parents, teachers and student support staff are in a strategic position to detect problems early. And, by definition, an integrated intervention approach requires the involvement of school staff.

Rec. 4.4 Screen for mental disorders in primary health care, across the lifespan, and connect to treatment and supports.

- *School nurses, other student support staff, and the staff of school-based health centers should be viewed as providing primary health care.* Such personnel do and can play an even greater role in early detection and referral of mental health problems and in coordinating and integrating interventions at school and with community providers.

Commission Goal 5 - Delivering excellent mental health care and accelerating research

Rec. 5.1 Accelerate research to promote recovery and resilience, and ultimately to cure and prevent mental illnesses.

- *Expand the federal mental health research agenda to accelerate the focus on mental health in schools.* There are many areas in need of extensive research. For example: research on resilience and protective buffers related to schools is still in its earliest stages; research on

the outcomes of special education programs for emotional and behavioral problems has yet to identify approaches that have a high degree of lasting effectiveness; research is needed related to replication and school districts scale-up of science-based prevention programs.

Rec. 5.2 Advance evidence-based practices using dissemination and demonstration projects and create a public-private partnership to guide their implementation.

- *Schools increasingly are being called upon to use evidence-based MH practices.* In doing so, they have developed demonstration projects and various dissemination strategies. The next step is to focus on sustainability, replication, and scale-up strategies. Lessons learned from the current federal initiative for diffusing Comprehensive School Reform models will be instructive with respect to creating public-private partnerships. Also useful will be what has been learned from the extensive work across the country focused on developing school-community collaboratives.

Rec. 5.3 Improve and expand the workforce providing evidence-based MH services and supports.

- *Build the capacity of student support staff and other mental health professionals who come into schools for incorporating science-based activity.* The current federal Mental Health in Schools Program has begun this process through the two national training and technical assistance centers it established. Obviously, such capacity building is a long-term concern, and one that must be institutionalized into pre- and in-service programs across the country.

Rec. 5.4 Develop the knowledge base in four understudied areas: mental health disparities, long-term effects of medications, trauma, and acute care.

- *Schools must play a role in each of these areas.* School involvement is indispensable both as contexts and sources for child and adolescent samples. With an enhanced focus on mental health in schools, some of the barriers to conducting such research can be reduced.

Commission Goal 6 - Using technology to access mental health care and information

Rec 6.1 Use health technology and telehealth to improve access and coordination of mental health care, especially for Americans in remote areas or in underserved populations.

- *Schools already are involved in pioneering use of health technology and telehealth.* The next step is to evolve and sustain the demonstrations and develop replication and scale-up strategies.

Rec. 6.2 Develop and implement integrated electronic health record and personal health info systems.

- *Schools currently are in the process of revamping and computerizing their information management systems.* In response to the accountability demands of the No Child Left Behind Act (and the protections required by Family Educational Rights and Privacy Act [FERPA] and Health Insurance Portability and Accountability Act [HIPAA]), school districts across the country are redesigning and computerizing their information management systems. The opportunity exists to influence the type of health data included and improve system connectivity with health and other agencies.

Appendix B

Reframing How Schools Address Barriers to Learning

Leaving no child behind means addressing the problems of the many who are not benefitting from instructional reforms. Because of the complexity of ensuring that all students have an equal opportunity to succeed at school, policy makers and practitioners need an operational framework to guide development of a comprehensive, multifaceted, and cohesive system of learning supports. Such a system encompasses healthy development, prevention, and addressing barriers.

For individual youngsters, the intent of a system of learning supports is to prevent and minimize as many problems as feasible and to do 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. In accomplishing all this, the focus is on restructuring support programs and melding school, community, and home resources. The process is designed from the school outward. That is, the initial emphasis is on what the classroom and school must do to reach and teach all students effectively. Then, the focus expands to include planning how the feeder pattern of schools and the surrounding community can complement each other's efforts and achieve economies of scale. Central district and community agency staff then restructure in ways that best support these efforts.

The focus includes:

- Addressing barriers through a broader view of “basics” and through effective accommodation of learner differences
- Enhancing the focus on motivational considerations with a special emphasis on intrinsic motivation as it relates to learner readiness and ongoing involvement and with the intent of fostering intrinsic motivation as a basic outcome
- Adding remediation as necessary, but only as necessary.

Pioneering efforts have operationalized such a system by combining the continuum presented as Exhibit 8 in the body of this report with a component framework consisting of six programmatic arenas. Based on this work, the intervention arenas are conceived as

- (1) *enhancing 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)
- (2) *supporting transitions* (i.e., assisting students and families as they negotiate school and grade changes and many other transitions)
 - *increasing home and school connections*
 - *responding to, and where feasible, preventing crises*
 - *increasing community involvement and support* (outreach to develop greater community involvement and support, including enhanced use of volunteers)
 - *facilitating student and family access to effective services and special assistance as needed.*

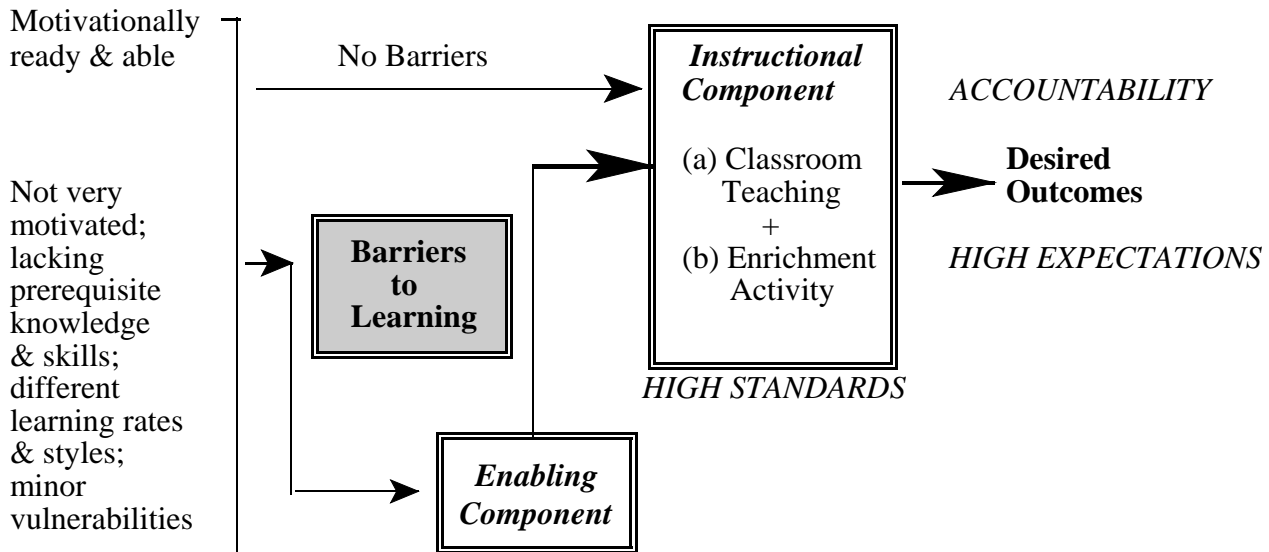
In practice, the six arenas constitute the “curriculum” of an enabling or learning supports component. They categorize and capture the essence of the multifaceted ways schools need to address barriers to learning (see Exhibit B-1).

As a whole, the six arenas combined with the continuum provide a unifying umbrella framework to guide the reframing and restructuring of the daily work of all staff who provide learning supports at a school. Note that a key element of the component involves building the capacity of classrooms to enhance instructional effectiveness. Such “classroom-focused enabling” involves personalized instruction that accounts for motivational and developmental differences and special assistance in

Exhibit B-1. An enabling or learning supports component to address barriers to learning and enhance healthy development at a school site.

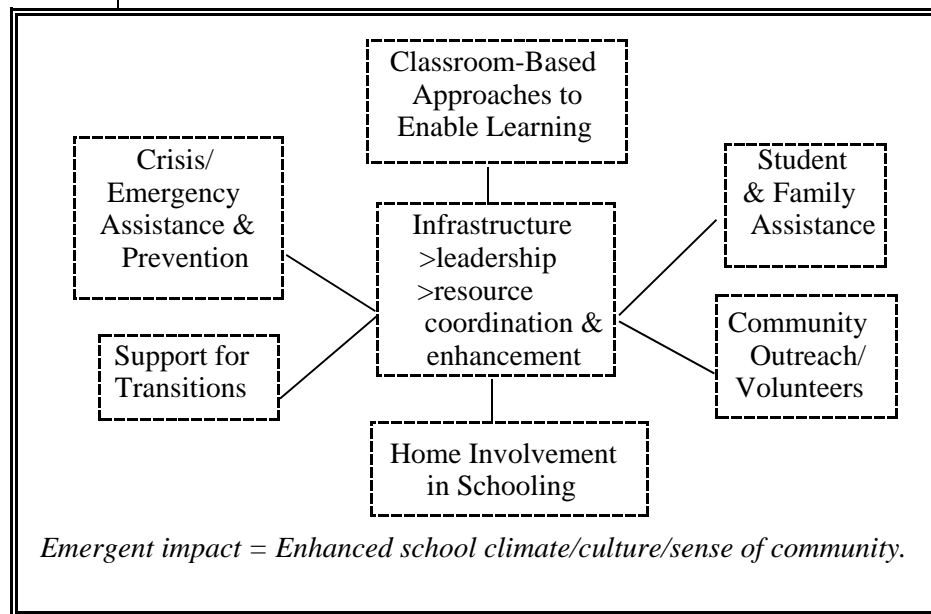
Range of Learners

(categorized in terms of their response to academic instruction)



The Enabling Component = A Comprehensive, Multifaceted Approach for Addressing Barriers to Learning

Such an approach weaves six clusters of enabling activity (i.e., an enabling component curriculum) into the fabric of the school to address barriers to learning and promote healthy development for *all* students.



the classroom as needed. Beyond the classroom, five other arenas are stressed in which schools also must develop programs and services that enable teaching and learning. Each arena is described briefly below, and outlined more fully in the series of self-study surveys available from the Center.*

Classroom-based Approaches to Enable and Re-engage Students in Classroom Learning. This arena provides a fundamental example not only of how the enabling component overlaps the instructional component, but how it adds value to instructional reform. When a teacher has difficulty working with a youngster, the first step is to address the problem within the regular classroom and involve the home to a greater extent. Through programmatic activity, classroom-based efforts that enable learning are enhanced. This is accomplished by increasing teachers' effectiveness so they can account for a wider range of individual differences, foster a caring context for learning, and prevent and handle a wider range of problems when they arise. Such a focus is seen as essential to increasing the effectiveness of regular classroom instruction, supporting inclusionary policies, and reducing the need for specialized services.

Work in this arena requires programmatic approaches and systems designed to personalize professional development of teachers and support staff, develop the capabilities of paraeducators and other paid assistants and volunteers, provide temporary out of class assistance for students, and enhance resources. For example: personalized help is provided to increase a teacher's array of strategies for accommodating, as well as teaching students to compensate for, differences, vulnerabilities, and disabilities. Teachers learn to use paid assistants, peer tutors, and volunteers in targeted ways to enhance social and academic support. As appropriate, support *in the classroom* also is provided by resource and itinerant teachers and counselors. This involves restructuring and redesigning the roles, functions, and staff development of resource and itinerant teachers, counselors, and other pupil service personnel so they are able to work closely with teachers and students in the classroom and on regular activities. All this can provide teachers with the knowledge and skills to develop a classroom infrastructure that transforms a big class into a set of smaller ones. Classroom-based efforts to enable learning can (a) prevent problems, (b) facilitate intervening as soon as problems are noted, (c) enhance intrinsic motivation for learning, and (d) re-engage students who have become disengaged from classroom learning.

Classroom-Based Approaches 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.

Crisis Assistance and Prevention. Schools must respond to, minimize the impact of, and prevent crises. This requires school-wide and classroom-based systems and programmatic approaches. Such activity focuses on (a) emergency/crisis response at a site, throughout a school complex, and community-wide (including a focus on ensuring follow-up care) and (b) prevention at school and in the community to address school safety and violence reduction, suicide prevention, child abuse prevention, and so forth.

Desired outcomes of crisis assistance include ensuring immediate emergency and follow-up care so students are able to resume learning without undue delay. Prevention activity outcome indices reflect a safe and productive environment where students and their families display the type of attitudes and capacities needed to deal with violence and other threats to safety.

A key mechanism in this area often is development of a crisis team. Such a team is trained in emergency response procedures, physical and psychological first-aid, aftermath interventions, and so forth. The team also can take the lead in planning ways to prevent some crises by facilitating development of programmatic approaches to mediate conflicts, enhance human relations, and promote a caring school culture.

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**
- **Staff/stakeholder development focusing on the role and responsibility of all in promoting a caring and safe environment**

Support for Transitions. Students and their families are regularly confronted with a variety of transitions – changing schools, changing grades, encountering a range of other daily hassles and major life demands. Many of these can interfere with productive school involvement. A comprehensive focus on transitions requires school-wide and classroom-based systems and programmatic approaches designed to (a) enhance successful transitions, (b) prevent transition problems, and (c) use transition periods to reduce alienation and increase positive attitudes toward school and learning. Examples of programs include school-wide and classroom specific activities for welcoming new arrivals (students, their families, staff) and rendering ongoing social support; counseling and articulation strategies to support grade-to-grade and school-to-school transitions and

moves to and from special education, college, and post school living and work; and before and after-school and inter-session activities to enrich learning and provide recreation in a safe environment.

Anticipated overall outcomes are reduced alienation and enhanced motivation and increased involvement in school and learning activities. Examples of early outcomes include reduced tardies resulting from participation in before-school programs and reduced vandalism, violence, and crime at school and in the neighborhood resulting from involvement in after-school activities. Over time, articulation programs can reduce school avoidance and dropouts, as well as enhancing the number who make successful transitions to higher education and post school living and work. It is also likely that a caring school climate can play a significant role in reducing student transiency.

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)
- **Staff/stakeholder development for planning transition programs/activities**

Home Involvement in Schooling. This arena expands concern for parent involvement to encompass anyone in the home who is influencing the student's life. In some cases, grandparents, aunts, or older siblings have assumed the parenting role. Older brothers and sisters often are the most significant influences on a youngster's life choices. Thus, schools and communities must go beyond focusing on parents in their efforts to enhance home involvement. This arena includes school-wide and classroom-based efforts designed to strengthen the home situation, enhance family problem solving capabilities, and increase support for student well-being. Accomplishing all this requires school-wide and classroom-based systems and programmatic approaches to (a) address the specific learning and support needs of adults in the home, such as offering them ESL, literacy, vocational, and citizenship classes, enrichment and recreational opportunities, and mutual support groups, (b) help those in the home improve how basic student obligations are met, such as providing guidance related to parenting and how to help with schoolwork, (c) improve forms of basic communication that promote the well-being of student, family, and school, (d) enhance the home-school connection and sense of community, (e) foster participation in making decisions essential to a student's well-being, (f) facilitate home support of student learning and development, (g) mobilize those at home to problem solve related to student needs, and (h) elicit help (support, collaborations, and partnerships) from those at home with respect to meeting classroom, school, and community needs. The context for some of this activity may be a *parent or family center* if one has been established at the site. Outcomes include indices of parent learning, student progress, and community enhancement specifically related to home involvement.

Home 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 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)
- **Staff/stakeholder development to broaden awareness of and plan programs to enhance opportunities for home involvement**

Community Outreach for Involvement and Support (including volunteers). Most schools do their job better when they are an integral and positive part of the community. Unfortunately, schools and classrooms often are seen as separate from the community in which they reside. This contributes to a lack of connection between school staff, parents, students, and other community residents and resources. And, it undercuts the contributions community resources can make to the school's mission. For example, it is a truism that 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 (not just the school) provide learning opportunities. *Anyone in the community who wants to facilitate learning might be a contributing teacher.* This includes aides, volunteers, parents, siblings, peers, mentors in the community, librarians, recreation staff, college students, etc. They all constitute what can be called *the teaching community*. When a school successfully joins with its surrounding community, everyone has the opportunity to learn and to teach.

For schools to be seen as an integral part of the community, outreach steps must be taken to create and maintain linkages and collaborations. The intent is to maximize mutual benefits, including better student progress, a enhanced sense of community, community development, and more. In the long run, the aims are to strengthen students, schools, families, and neighborhoods.

Outreach focuses on public and private agencies, organizations, universities, colleges, and facilities; businesses and professional organizations and groups; and volunteer service programs,

organizations, and clubs. Greater volunteerism on the part of parents, peers, and others from the community can break down barriers and increase home and community involvement in schools and schooling. Thus, enhanced use of community volunteers is a good place to start. This requires development of a system that effectively recruits, screens, trains, and nurtures volunteers. Another key facet is opening up school sites as places where parents, families, and other community residents can engage in learning, recreation, enrichment, and find services they need.

Over time, this area can include systems and programmatic approaches designed to

- » recruit a wide range of community involvement and support (e.g., linkages and integration with community health and social services; cadres of volunteers, mentors, and individuals with special expertise and resources; local businesses to adopt-a-school and provide resources, awards, incentives, and jobs; formal partnership arrangements),
- » train, screen, and maintain volunteers (e.g., parents, college students, senior citizens, peer-cross-age tutors and counselors, and professionals-in-training to provide direct help for staff and students – especially with targeted students),
- » reach out to students and families who don't come to school regularly – including truants and dropouts,
- » enhance community-school connections and sense of community (e.g., orientations, open houses, performances, cultural and sports events, festivals, celebrations, fairs, workshops).

Community Outreach for Involvement and Support encompasses

- **Work group for planning and implementing outreach to involve** (e.g., community resources such as 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)
- **Staff/stakeholder development on the value of community involvement and opening the school to expanded forms of community activities and programs**
- **Mechanisms to recruit, screen, and prepare community participants**
- **Orienting and welcoming programs for community participants**
- **Programs to enhance a sense of community**
- **Policies and mechanisms to enhance and sustain school-community involvement** (e.g., support for maintenance; celebration of shared successes; “social marketing” of mutual accomplishments).

Student and Family Assistance. Specialized assistance for students and family should be reserved for the relatively few problems that cannot be handled without adding special interventions. In effect, this arena encompasses most of the services and related systems that are the focus of integrated service models.

The emphasis is on providing special services in a personalized way to assist with a broad-range of needs. To begin with, social, physical and mental health assistance available in the school and

community are used. As community outreach brings in other resources, these are linked to existing activity in an integrated manner. Additional attention is paid to enhancing systems for triage, case and resource management, direct services for immediate needs, and referral for special services and special education as appropriate. Ongoing efforts are made to expand and enhance resources. A valuable context for providing such services is a center facility, such as a family, community, health, or parent resource center.

A programmatic approach in this area requires systems designed to provide special assistance in ways that increase the likelihood that a student will be more successful at school, while also reducing the need for teachers to seek special programs and services. The work encompasses providing all stakeholders with information clarifying available assistance and how to access help, facilitating requests for assistance, handling referrals, providing direct service, implementing case and resource management, and interfacing with community outreach to assimilate additional resources into current service delivery. It also involves ongoing analyses of requests for services as a basis for working with school colleagues to design strategies that can reduce inappropriate reliance on special assistance. Thus, major outcomes are enhanced access to special assistance as needed, indices of effectiveness, *and* the reduction of inappropriate referrals for such assistance.

Student and Family Assistance encompasses

- **Providing 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)
- **Referral interventions for students & families with problems** (e.g., screening, 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)
- **Follow-up assessment to check whether referrals and services are adequate and effective**
- **Mechanisms for resource coordination to avoid duplication of and fill gaps in services and enhance effectiveness** (e.g., school-based and linked, feeder pattern/family of schools, community-based programs)
- **Enhancing stakeholder awareness of programs and services**
- **Involving community providers to fill gaps and augment school resources**
- **Staff/stakeholder development to enhance effectiveness of student and family assistance systems, programs, and services**

A well-designed and supported *infrastructure* is needed to establish, maintain, and evolve the type of a comprehensive approach to addressing barriers to student learning outlined above. Such an infrastructure includes mechanisms for coordinating among enabling activity, for enhancing resources by developing direct linkages between school and community programs, for moving toward increased integration of school and community resources, and for integrating the instructional/developmental, enabling, and management components. We discuss infrastructure considerations later in this Appendix.

**Addressing Barriers to Learning: A Set of Surveys to Map What a School Has and What It Needs*
<http://smhp.psych.ucla.edu/pdfdocs/Surveys/Set1.pdf>

The Overall Framework for a System of Learning Supports

In the body of the report, we included a framework for a continuum of interventions. Combining that continuum with the six arenas of the enabling or learning supports component produces a matrix which frames the range of intervention activity encompassed by our discussion (see Exhibit B-2). This is what we mean by the phrase a *system of learning supports* and a *comprehensive, multifaceted, and integrated approach*. The matrix can be used to guide mapping and analysis of the scope and content of a component to address barriers to learning, development, and teaching.

Exhibit B-3 captures the essence of the matrix but is intended to convey another message. The aim in developing such a comprehensive approach 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 needing specialized assistance and other intensive and costly interventions.

Rethinking Infrastructure

A well-designed and supported *infrastructure* is needed to establish, maintain, and evolve the type of a comprehensive approach to addressing barriers to student learning outlined above. Such an infrastructure includes mechanisms for coordinating among enabling activity, for enhancing resources by developing direct linkages between school and community programs, for moving toward increased integration of school and community resources, and for integrating the instructional/developmental, enabling, and management components (Adelman & Taylor, 2006; Center for Mental Health in Schools, 2005d).

Key mechanisms. To the above ends, existing infrastructure mechanisms must be modified in ways that guarantee new policy directions are translated into appropriate daily practices (Center for Mental Health in Schools, 2005e). Well-designed infrastructure mechanisms ensure local ownership, a critical mass of committed stakeholders, processes that overcome barriers to stakeholders effectively working together, and strategies that mobilize and maintain proactive effort so that changes are implemented and there is renewal over time. From this perspective, the importance of creating an atmosphere that encourages mutual support, caring, and a sense of community takes on another dimension.

Institutionalization of comprehensive, multifaceted approaches necessitates restructuring the mechanisms associated with at least six infrastructure concerns. These encompass processes for daily (1) governance, (2) leadership, (3) planning and implementation of specific organizational and program objectives, (4) coordination and integration for cohesion, (5) management of communication and information, and (6) capacity building. Properly redesigned infrastructure changes, for example, ensure integration, quality improvement, accountability, and self-renewal of an enabling or learning support component.

In redesigning mechanisms to address these matters, new collaborative arrangements must be established, and authority (power) redistributed – easy to say, extremely hard to accomplish. Major systemic changes obviously require ensuring that those who operate essential mechanisms have adequate resources and support, initially and over time. Moreover, there must be appropriate incentives and safeguards for individuals as they become enmeshed in the complexities of systemic change.

Exhibit B-2

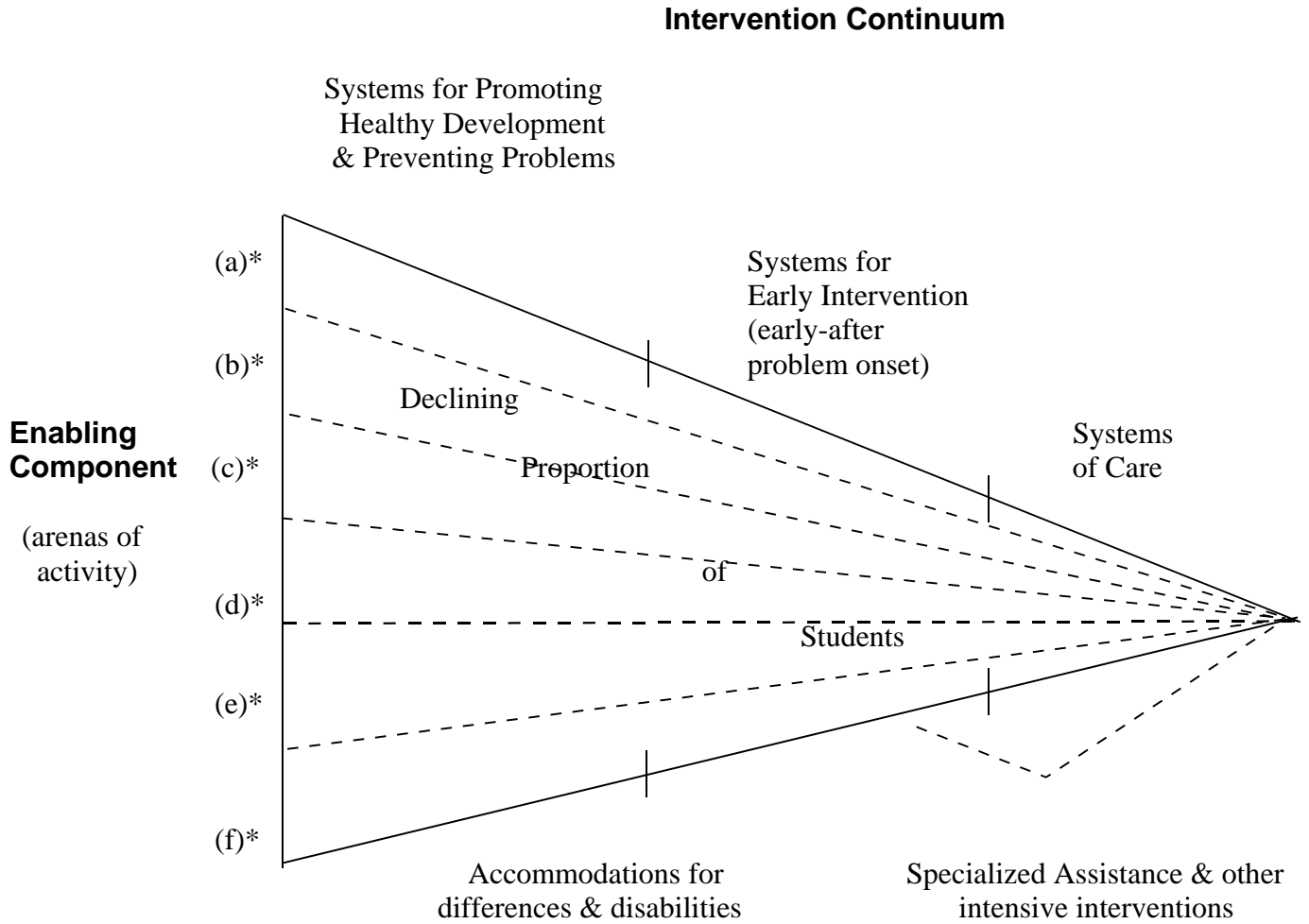
Matrix outlining a system of learning supports*

		Scope of Intervention		
		Systems for Promoting Healthy Development & Preventing Problems	Systems for Early Intervention (Early after problem onset)	Systems of Care
Organizing around the Content/ “curriculum” (for addressing barriers to learning & promoting healthy development)	Classroom- Focused Enabling			
	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.

Exhibit B-3

Reducing the Number of Students Needed “Deep-end” Services



- (a) = Classroom-based approaches to enable and re-engage students in classroom learning
- (b) = Support for transitions
- (c) = Home involvement in schooling
- (d) = Community outreach/volunteers
- (e) = Crisis/emergency assistance and prevention
- (f) = Student and family assistance

Learning Supports Resource Team. At schools, obviously the administrative leadership is key to ending the marginalization of efforts to address learning, behavior, and emotional problems. Another key is establishment of a mechanism that focuses specifically on how learning support resources are used at the school. In some schools as much as 25 percent of the budget may be going to problem prevention and correction. Every school is expending resources to enable learning; few have a mechanism to ensure appropriate use of existing resources and enhance current efforts. Such a mechanism contributes to cost-efficacy of learner support activity by ensuring all such activity is planned, implemented, and evaluated in a coordinated and increasingly integrated manner. It also provides another means for reducing marginalization. Creation of such a mechanism is essential for braiding together existing school and community resources and encouraging services and programs to function in an increasingly cohesive way. When this mechanism is created in the form of a "team," it also is a vehicle for building working relationships and can play an expanded role in solving turf and operational problems.

Resource-oriented mechanisms have been designated by a variety of names including *Resource Coordinating Team*, *Resource Management Team*, and *Learning Supports Resource Team*. For purposes of this discussion, we will use the last of these. We initially demonstrated the feasibility of such teams in the Los Angeles Unified School District, and now they are being introduced in many schools across the country (Lim & Adelman, 1997; Rosenblum, DiCecco, Taylor, & Adelman, 1995). Properly constituted, such a team provides on-site leadership for efforts to address barriers comprehensively and ensures the maintenance and improvement of a multifaceted and integrated approach (Adelman & Taylor, 2006, in press).

One of the primary and essential tasks a learning supports resource-oriented mechanism undertakes is that of enumerating school and community programs and services that are in place to support students, families, and staff. A comprehensive "gap" assessment is generated as resource mapping is compared with surveys of the unmet needs of and desired outcomes for students, their families, and school staff. Analyses of what is available, effective, and needed provide a sound basis for formulating priorities and developing strategies to link with additional resources at other schools, district sites, and in the community and enhance resource use. Such analyses also can guide efforts to improve cost-effectiveness.

In a similar fashion, a learning support resource-oriented team for a complex or family of schools (e.g., a high school and its feeder schools) and a team at the district level provide mechanisms for analyses on a larger scale. This can lead to strategies for cross-school, community-wide, and district-wide cooperation and integration to enhance intervention effectiveness and garner economies of scale. For those concerned with school reform, such resource-oriented mechanisms are a key facet of efforts to transform and restructure school support programs and services.

When we mention a Learning Supports Resource Team, some school staff quickly respond: *We already have one!* When we explore this with them, we usually find what they have is a *case-oriented team* – that is, a team that focuses on individual students who are having problems. Such a team may be called a student study team, student success team, student assistance team, teacher assistance team, and so forth.

To help clarify the difference between resource and case-oriented teams, we contrast the functions of each as outlined in Exhibit B-4.

Exhibit B-4 Contrasting Team Functions

A Case-Oriented Team

Focuses on specific *individuals* and discrete *services* to address barriers to learning

Sometimes called:

- Child Study Team
- Student Study Team
- Student Success Team
- Student Assistance Team
- Teacher Assistance Team
- IEP Team

EXAMPLES OF FUNCTIONS:

- >triage
- >referral
- >case monitoring/management
- >case progress review
- >case reassessment

A Resource-Oriented Team

Focuses on *all* students and the *resources, programs, and systems* to address barriers to learning & promote healthy development

Possibly called:

- Resource Coordinating Team
- Resource Coordinating Council
- School Support Team
- Learning Support Team

EXAMPLES OF FUNCTIONS:

- >aggregating data across students and from teachers to analyze school needs
- >mapping resources
- >analyzing resources
- >enhancing resources
- >program and system planning/development – including emphasis on establishing a full continuum of intervention
- >redeploying resources
- >coordinating and integrating resources
- >social "marketing"

A resource-oriented team exemplifies the type of mechanism needed to pursue overall cohesion and ongoing development of school support programs and systems. As indicated, its focus is not on specific individuals, but on how resources are used. In pursuing its functions, the team provides what often is a missing link for managing and enhancing programs and systems in ways that integrate, strengthen, and stimulate new and improved interventions. For example, such a mechanism can be used to (a) map and analyze activity and resources to improve their use in preventing and ameliorating problems, (b) build effective referral, case management, and quality assurance systems, (c) enhance procedures for management of programs and information and for communication among school staff and with the home, and (d) explore ways to redeploy and enhance resources – such as clarifying which activities are nonproductive, suggesting better uses for resources, and establishing priorities for developing new interventions, as well as reaching out to connect with additional resources in the school district and community.

Minimally, a resource-oriented team can reduce fragmentation and enhance cost-efficacy by assisting in ways that encourage programs to function in a coordinated and increasingly integrated way. For example, the team can coordinate resources, enhance communication among school staff and with the home about available assistance and referral processes, and monitor programs to be certain they are functioning effectively and efficiently. More generally, this group can provide leadership in guiding school personnel and clientele in evolving the school's vision, priorities, and practices for learning support.

Although a resource-oriented mechanism might be created solely around psychosocial programs, it is meant to focus on resources related to all major learning support programs and services. Thus, it tries to bring together representatives of all these programs and services. This might include, for example, school counselors, psychologists, nurses, social workers, attendance and dropout

counselors, health educators, special education staff, after school program staff, bilingual and Title I program coordinators, safe and drug free school staff, and union reps. It also should include representatives of any community agency that is significantly involved with schools. Beyond these "service" providers, such a team is well-advised to add the energies and expertise of administrators, regular classroom teachers, non-certificated staff, parents, and older students.

Where creation of "another team" is seen as a burden, existing teams, such as student or teacher assistance teams and school crisis teams, have demonstrated the ability to do resource-oriented functions. In adding the resource-oriented functions to another team's work, great care must be taken to structure the agenda so sufficient time is devoted to the additional tasks. For small schools, a large team often is not feasible, but a two person team can still do the job.

Properly constituted, trained, and supported, a resource-oriented team complements the work of the site's governance body through providing on-site overview, leadership, and advocacy for all activity aimed at addressing barriers to learning and teaching. Having at least one representative from the resource team on the school's governing and planning bodies ensures the type of infrastructure connections that are essential if programs and services are to be maintained, improved, and increasingly integrated with classroom instruction. And, of course, having an administrator on the team provides the necessary link with the school's administrative decision making about allocation of budget, space, staff development time, and other resources.

Not an Isolated Mechanism, Part of an Integrated Infrastructure. Resource-oriented mechanisms at all levels cannot be isolated entities. The intent is for them to connect to each other and be part of an integrated infrastructure.

A Learning Supports Resource Team must be a formal unit of a school's infrastructure. And, it must be fully connected with the other infrastructure mechanisms at the school (e.g., those associated with instruction and management/governance). Figure B-5 illustrates relationships of such a team to other major infrastructure units.

Having at least one representative from the resource team on the school's governing and planning bodies ensures the type of infrastructure connections that are essential if student and learning supports are to be maintained, improved, and increasingly integrated with classroom instruction. And, of course, having an administrator on the team provides the necessary link with the school's administrative decision making related to allocation of budget, space, staff development time, and other resources.

A multi-site resource-oriented mechanism. Beyond the school, it is invaluable to link schools together to maximize use of limited resources. Schools in the same geographic or catchment area have a number of shared concerns, and schools in the feeder pattern often interact with the same family because each level has a youngster from that family who is having difficulties. Furthermore, some programs and personnel already are or can be shared by several neighboring schools, thereby minimizing redundancy and reducing costs.

A multi-site team can provide a mechanism to help ensure cohesive and equitable deployment of resources and also can enhance the pooling of resources to reduce costs. Such a mechanism 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.

In general, a group of schools can benefit from a multi-site resource mechanism designed to provide leadership, facilitate communication and connection, and ensure quality improvement across sites. For example, a multi-site body, or what we call a *Learning Supports Resource Council*, might consist of a high school and its feeder middle and elementary schools. It brings together one-two representatives from each school's resource *team*.

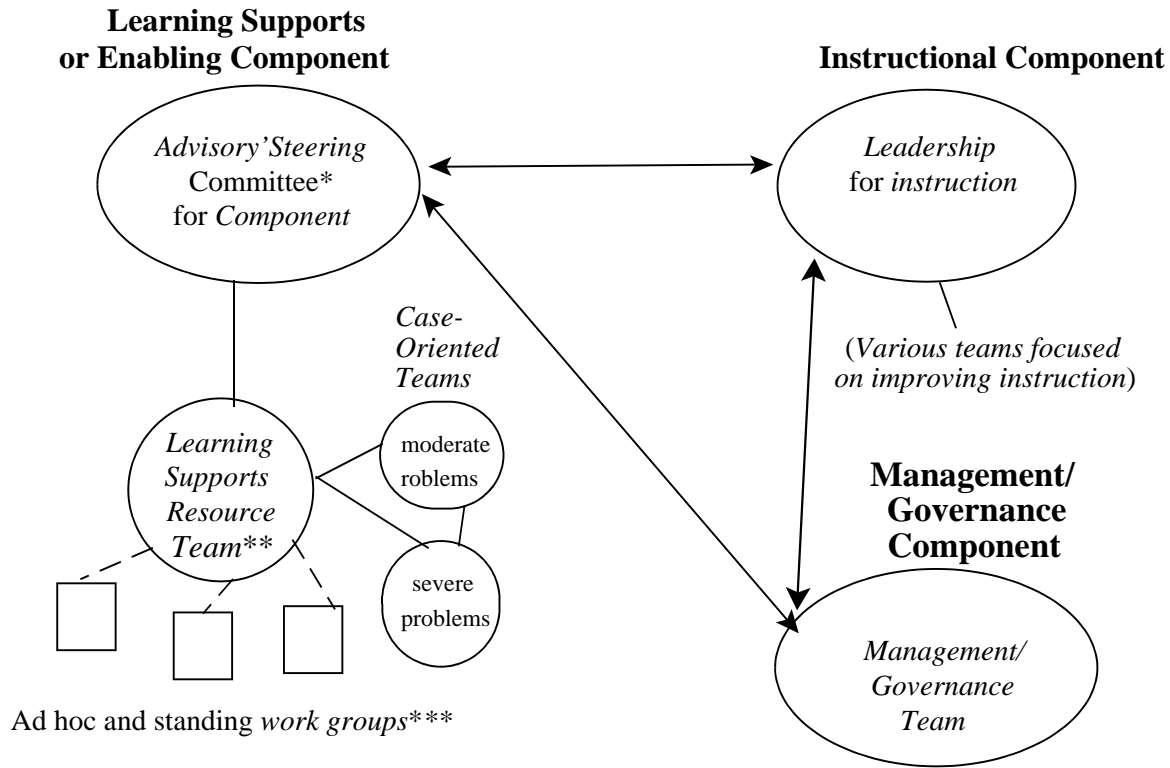
The Council meets about once a month to help (a) coordinate and integrate programs serving multiple schools, (b) identify and meet common needs with respect to guidelines and staff development, and (c) create linkages and collaborations among schools and with community agencies. In this last regard, it can play a special role in community outreach both to create formal working relationships and ensure that all participating schools have access to such resources.

When a “family of schools” in a geographic area collaborates to address barriers, they can share programs and personnel in many cost-effective ways. This includes streamlined processes to coordinate and integrate assistance to a family that has children at several of the schools. For example, the same family may have youngsters in the elementary and middle schools and both students may need support during a family crisis. This might be accomplished by assigning one counselor and/or case manager to work with the family. Also, in connecting with community resources, a group of schools can maximize distribution of scarce resources in ways that are efficient, effective, and equitable.

Creation of resource-oriented mechanisms at schools, for “families” of schools, and at the district level is essential for weaving together existing school and community resources, enabling programs and services to function in an increasingly cohesive and cost-efficient way, and developing a full continuum of interventions over time. Such mechanisms are seen as vital in reducing marginalization and fragmentation of student and learner supports through transforming current approaches for addressing barriers to student learning and promoting healthy development.

Establishing and building the capacity of resource-oriented mechanisms, of course, are not simple tasks. As a result, it is essential to think in terms of a phase-in process (Center for Mental Health in Schools, 2005f). And, because establishing such a team involves significant organizational change, staff assigned to accomplish the tasks must have the skills of a systemic change agent. We designate this type of change agent as an *organization facilitator* (Adelman & Taylor 2006; Lim & Adelman, 1997; Rosenblum, DiCecco, Taylor, & Adelman, 1995).

Exhibit B-5
Learning Supports Resource Team as Part of
an Integrated Infrastructure at a School Site



*A Learning Supports or Enabling Component Advisory/Steering Committee at a school site consists of a leadership group whose responsibility is to ensure the vision for the component is not lost. It meets as needed to monitor and provide input to the Learning Supports Resource Team.

**A Learning Supports Resource Team is the key to ensuring 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 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.

Appendix C

Some Natural Opportunities to Enhance Mental Health at School

Natural opportunities at schools for countering psychosocial and mental health problems and promoting personal and social growth can be grouped into four categories: (1) daily opportunities, (2) yearly patterns, (3) transitions, and (4) early after the onset of student problems.

Daily Opportunities

Schools are social milieus. Each day in the classroom and around the school students interact with their peers and various adults in formal and informal ways. Every encounter, positive and negative, represents a potential learning experience. All school staff, and especially teachers, can be taught ways to use the encounters to minimize transactions that work against positive growth and to capitalize on many opportunities to enhance social-emotional learning.

Appreciation of what needs attention can be garnered readily by looking at the school day through a mental health lens. Is instruction carried out in ways that strengthen or hinder development of interpersonal skills and connections and student understanding of self and others? Is cooperative learning and sharing promoted? Is inappropriate competition minimized? Is the school climate safe, supportive, and caring. Are interpersonal conflicts mainly suppressed or are they used as learning opportunities? Are roles provided for all students to be positive helpers throughout the school and community? How widespread is bullying? How safe do students and staff feel at school? Of course, appreciating problems and opportunities is not enough. Pre- and in-service education must focus on teaching those working in schools how to minimize what's going wrong and enable personal and social growth.

Major examples of natural opportunities *in the classroom* to enhance mental health and minimize emotional and behavioral problems arise each time students relate to each other and to staff during class and group instruction. Some activities are especially rife with opportunity such as cooperative learning experiences, peer sharing and tutoring, and when addressing interpersonal and learning problems. Examples of some major *school-wide* opportunities include providing roles for all students to be positive helpers and leaders throughout the school and community (e.g., service learning); engaging students in strategies to enhance a caring, supportive, and safe school climate; and focusing on both attitude and skill development during conflict resolution and crisis prevention efforts.

Yearly Patterns.

The culture of most schools yields fairly predictable patterns over the course of the year. The beginning of the school year, for example, typically is a period of hope. As the year progresses, a variety of stressors and opportunities for personal and social development are encountered. Examples of stressors include homework assignments that are experienced as increasingly difficult, interpersonal conflicts, and testing and grading pressures. Additional stressors and developmental experiences arise around special events associated with holidays, social events, sports, grade promotions, and graduation.

Each month strategies can be implemented that encourage school staff to minimize stressors and enhance coping through social-emotional learning and shared problem solving. To support such efforts the Center for Mental Health in Schools at UCLA has developed a set of monthly themes as examples for schools to draw upon and go beyond.* The point is to establish a focus each month and build the capacity of school staff to evolve the school culture in ways that reduce unnecessary stressors and naturally promote social and emotional development.

Transitions

Students are regularly confronted with a variety of transitions – changing schools, changing grades, and encountering a range of other minor and major transitory demands. Such transitions are ever-present and usually are not a customary focus of institutionalized efforts to support students. Every transition can exacerbate problems or be used as a natural opportunity to promote positive learning and attitudes and reduce alienation.

Schools need to build their capacity to address transitions proactively and in the process to be guided by their goals for enhancing personal and social functioning. On a daily basis, staff can capture opportunities before school, during breaks, lunch, and afterschool. With respect to newcomers, the focus can be on welcoming and social support processes and addressing school adjustment difficulties. Examples of desirable interventions for frequently occurring school-wide and classroom-specific events include welcoming new arrivals (students, their families, staff); preparing students for the next year; providing ongoing social supports as students adjust to new grades, new schools, and new programs; addressing adjustment difficulties as the year begins; and using before and after-school and inter-session activities as times for ensuring generalization and enrichment of such learning.

At the First Indication that a Student is Experiencing Problems

Stated simply, every student problem represents a need and an opportunity to avoid exacerbating and to enhance mental health. Often the first response when a problem arises is to control it; the second response should include a mental health focus.

All this has relevance to the discussion of enhancing a positive school climate (discussed in Part III of this report). For example, as indicated, natural opportunities arise regularly to welcome and provide ongoing support to newcomers. Proactive strategies in response to these opportunities not only can prevent problems and help promote personal health, they can play a significant role in creating a psychological sense of community.

*See the website of the Center for Mental Health in Schools for details on how to pursue such themes – <http://smhp.psych.ucla.edu>

Appendix D

Guidelines for Mental Health in Schools

The following set of Guidelines were developed by the *Policy Leadership Cadre for Mental Health in Schools* as part of the major work presented in the document entitled:

Mental Health in Schools: Guidelines, Models, Resources & Policy Considerations.

This field-defining resource and reference work is designed to address national policy and practice concerns about what mental health (MH) in schools is, is not, and should be.

Major topics covered include:

- » definitional concerns
- » the rationale for MH in schools
- » specific guidelines for a comprehensive, multifaceted approach
- » ways in which MH and psychosocial concerns currently are addressed in schools
- » ways to advance the field.

To enhance the document's resource value for policy and capacity building, a variety of supportive documents and sources for materials, technical assistance, and training also are provided.

The document (along with an executive summary) can be downloaded from the Cadre webpages which are hosted on the website of the Center for Mental Health in Schools – go to <http://smhp.psych.ucla.edu/policy.htm>

These guidelines have been adapted into Guidelines for a Student Support Component – see <http://smhp.psych.ucla.edu/pdfdocs/studentssupportguidelines.pdf>

Guidelines for Mental Health in Schools

1. General Domains for Intervention in Addressing Students' Mental Health

- 1.1 Ensuring academic success and also promoting healthy cognitive, social, and emotional 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)
- 1.2 Addressing barriers to student learning and performance (including educational and psychosocial problems, external stressors, psychological disorders)
- 1.3 Providing social/emotional support for students, families, and staff

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

- 2.1 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)
- 2.2 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)
- 2.3 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)

3. Type of Functions Provided related to Individuals, Groups, and Families

- 3.1 Assessment for initial (first level) screening of problems, as well as for diagnosis and intervention planning (including a focus on needs and assets)
- 3.2 Referral, triage, and monitoring/management of care
- 3.3 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 first-aid; prereferral interventions; accommodations to allow for differences and disabilities; transition and follow-up programs; short- and longer- term treatment, remediation, and rehabilitation)
- 3.4 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
- 3.5 Consultation, supervision, and inservice instruction with a transdisciplinary focus
- 3.6 Enhancing connections with and involvement of home and community resources (including but not limited to community agencies)

(cont.)

Guidelines for Mental Health in Schools (cont.)

4. *Timing and Nature of Problem-Oriented Interventions*

- 4.1 Primary prevention
- 4.2 Intervening early after the onset of problems
- 4.3 Interventions for severe, pervasive, and/or chronic problems

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



Appendix E

Examples of Policy Statements for a Unifying Approach in Schools

The following are examples of policy statements that reflect the emerging view that mental health in schools should be fully integrated into school improvement plans and embedded into a system of learning supports.

Hawai'i and California took an early lead in focusing attention on the need to develop policy for a component to address barriers to student learning. In doing so, they are making the case for moving school reform from a two to a three component model.

- One of the first major policy statements was developed at the Elizabeth Learning Center in Cudahy, California. This K-12 school is one of the demonstration sites for the Urban Learning Center Model which is one of the eight national comprehensive school reform models developed with support from the New American Schools Development Corporation. The model incorporated and implemented the concept of a component to address barriers to learning as primary and essential and is proceeding to replicate it as one of the comprehensive school reforms specified in the Obey-Porter federal legislation. The school's governance body adopted the following policy statement:

We recognize that for some of our students, improvements in Instruction/curricula are necessary but not sufficient. As a the school's governance body, we commit to enhancing activity that addresses barriers to learning and teaching. This means the Elizabeth Learning Center will treat the Enabling Component on a par with its Instructional/Curriculum and Management/ Governance Components. In policy and practice, the three components are seen as essential and primary if all students are to succeed.

- As part of its ongoing efforts to address barriers to learning, the California Department of Education has adopted the concept of Learning Supports. In its 1997 Guide and Criteria for Program Quality Review, the Department states:

Learning support is the collection of resources (school, home, community), strategies and practices, and environmental and cultural factors extending beyond the regular classroom curriculum that together provide the physical, emotional, and intellectual support that every child and youth needs to achieve high quality learning.

- Several years ago the Los Angeles Unified School District began the task of restructuring its student support services. In 1998, the district's Board of Education resolved that a component to address barriers to student learning and enhance healthy development is one of the primary and essential components of the District's educational reform. In keeping with the California Department of Education's adoption of the unifying concept of *Learning Support*, the Board adopted this term to encompass efforts related to its component of addressing barriers to student learning and enhancing healthy development. The resolution that was passed is offered on the following pages.
- Paralleling the work in California, Hawaii's legislature passed an act establishing a *Comprehensive Student Support Systems* (CSSS) in 1999. A copy can be found on the following pages.

- In 1995, California Assembly Member Juanita McDonald brought together a set of task forces to develop an Urban Education Initiative package of legislation. One major facet focused on Overcoming Barriers to Pupil Learning. This facet of the legislation called on school districts to ensure that schools within their jurisdiction had an enabling component in place. The draft of that part of the various bills is available from our Center on request. Just before the legislation was to go to the Education Committee for review, McDonald was elected to Congress. As indicated below, new efforts are being made to incorporate the ideas into various policy initiatives.
- In 1999, a policy report prepared by the Center for Mental Health in Schools stressed:

Policy must be developed around well-conceived models and the best available information. Policy must be realigned horizontally and vertically to create a cohesive framework and must connect in major ways with the mission of schools. Attention must be directed at restructuring the education support programs and services that schools own and operate and weave school owned resources and community owned resources together into comprehensive, integrated approaches for addressing problems and enhancing healthy development. Policy makers also must deal with the problems of “scale-up” (e.g., underwriting model development and capacity building for systemwide replication of promising models and institutionalization of systemic changes). And, in doing all this, more must be done to involve families and to connect the resources of schools, neighborhoods, and institutions of higher education.
- In 2004, the speaker pro tem of the California assembly, Leland Yee, offered an new act to move forward with a *Comprehensive Pupil Learning Support System* for the state. A copy is included in this section.
- Also included in this appendix is the policy statement developed in 2004 by the Multnomah (OR) Education Service District

Policy Resolution Proposed to and Passed by the
Los Angeles Unified School District's Board of Education in 1998

In the mid 1990s, the Los Angeles Unified School District began the task of restructuring its student support services. In 1998, the district's Board of Education resolved that a component to address barriers to student learning and enhance healthy development is one of the primary and essential components of the District's educational reform. In keeping with the California Department of Education's adoption of the unifying concept of *Learning Support*, the Board adopted this term to encompass efforts related to its component of addressing barriers to student learning and enhancing healthy development.

Whereas, in its "Call to Action", the Los Angeles Unified School District has made clear its intent to create a learning environment in which all students succeed;

Whereas, new governance structures, higher standards for student performance, new instructional strategies, and a focus on results are specified as essential elements in attaining student achievement;

Whereas, a high proportion of students are unable to fully benefit from such reforms because of learning barriers related to community violence, domestic problems, racial tension, poor health, substance abuse, and urban poverty;

Whereas, teachers find it especially difficult to make progress with the high proportion of youngsters for whom barriers to learning have resulted in mild-to-moderate learning and behavior problems;

Whereas, many of these youngsters end up referred for special services and often are placed in special education;

Whereas, both the Los Angeles Unified School District and various community agencies devote resources to addressing learning barriers and initial processes have been implemented to reform and restructure use of their respective resources - including exploring strategies to weave District and community efforts together -- in ways that can overcome key barriers to student achievement;

Whereas, a comprehensive, integrated partnership between all District support resources and community resources will provide the LEARNING SUPPORT necessary to effectively break down the barriers to student achievement; now, therefore, be it

Resolved, that the Board of Education should adopt the following recommendations made by the Standing Committee on Student Health and Human Services:

1. The Board should resolve that a component to address barriers to student learning and enhance healthy development be fully integrated with efforts to improve the instructional and management/governance components and be pursued as a primary and essential component of the District's education reforms in classrooms, schools, complexes/clusters, and at the central office level.

(cont.)

2. In keeping with the California Department of Education's adoption of the unifying concept of **Learning Support**, the Board should adopt this term to encompass efforts related to its component for addressing barriers to student learning and enhancing healthy development.

3. In adopting the concept of **Learning Support**, the Board should adopt the seven area framework currently used by the Division of Student Health and Human Services to guide coordination and integration of existing programs and activities related to school, home, and community.

4. The Board should direct the Superintendent to convene a working group to develop a plan that promotes coordination and integration of the **Learning Support** component with instruction and management reform efforts at every school site. This plan would also clarify ways for complex/cluster and central office operations to support school site efforts (e.g. helping schools achieve economics of scale and implement practices that effectively improve classroom operations and student learning). The plan would also focus on ways to further promote collaboration with communities at the classroom, school, complex/cluster, and central office levels. Such a plan should be ready for implementation by Spring 1998.

5. To counter fragmentation stemming from the way programs are organized and administered at the central office, the Board should restructure the administrative organization so that all programs and activity related to the Learning Support including Special Education are under the leadership of one administrator. Such an administrator would be charged with implementing the strategic plan developed in response to recommendation #4.

6. The Board should direct those responsible for professional and other stakeholder development activity throughout the District to incorporate a substantial focus on the **Learning Support** component into all such activity (e.g. all teacher professional education, training activity related to LEARN, the Chanda Smith Special Education Consent Decree, early literacy programs).

7. To facilitate continued progress' related to the restructuring of student health and human services, the Board should encourage all clusters and schools to support the development of Cluster/Complex Resource Coordinating Councils and School-Site Resource Coordinating Teams, Such Councils and Teams provide a key mechanism for enhancing the **Learning Support** component by ensuring that resources are mapped and analyzed and strategies are developed for the most effective use of school, complex, and District-wide resources and for appropriate school-community collaborations.

Hawaii's Legislation for its *Comprehensive Student Support System*

**S.B. NO. 519 – TWENTIETH LEGISLATURE, 1999 STATE OF Hawaii
A Bill for an Act Relating to a Comprehensive Student Support System**

DESCRIPTION: Requires the department of education to establish a comprehensive student support system (CSSS) in all schools to create a school environment in which every student is cared for and respected.

BE IT ENACTED BY THE LEGISLATURE OF THE STATE OF HAWAII:

SECTION 1. The legislature finds that the goal of the superintendent of education's success compact program is total support for every student, every time; every school, every time; and every community, every time. This integrated model focuses on the student and identifies the importance of literacy for every student, every time. To fulfill government's obligation to the children of this State, the superintendent, the board of education, the governor, and the legislature must reach every student, school, and community by realigning and redefining existing services and programs into a comprehensive student support system that systematically strengthens students, schools, and communities rather than by impulsively responding to crisis after crisis. It is the legislature's intention to create the comprehensive student support system from existing personnel and programmatic resources, i.e., without the need for additional or new appropriations.

The comprehensive student support system is a coordinated array of instructional programs and services that, as a total package, will meet the needs of traditional and nontraditional learners in school and community settings. This package takes what works, improves on others, and creates new avenues to services. The result will be customized support throughout a student's K-12 educational career. These services will include developmental, academic core, preventive, accelerated, correctional, and remedial programs and services. Linkages with other organizations and agencies will be made when services needed are beyond the purview of the department of education.

To achieve in school, students need to be wanted and valued. They need a positive vision of the future. They need safe, orderly schools, strong community support, high-quality care, and adults they can trust. Students often become alienated because they may not feel worthy, they may not have a supportive home or opportunities to learn to care, or they may not be successful in handling frustrations, or have good experiences in school. They may not see relevance to their education or have positive role models or may not have access to support services. Consequently, the superintendent, the board of education, the governor, and the legislature need to ensure that each student can read, write, and relate effectively, has self-worth, has meaning-based learning opportunities, and has positive support networks from other students, teachers, and members of the school community.

The legislature finds that the generalized school support groups and individualized student support teams created by the comprehensive student support system can give parents what they and their children want most from government -- schools that are safe, and where the environment is focused on teaching and learning. The educational climate in Hawaii's public schools, as measured by average class and school size, absenteeism, tardiness, classroom misbehavior, lack of parental involvement, and other indicators, suggests that the time to implement the success compact program and the comprehensive student support system is today--not tomorrow when the State's economy might improve. According to the 1999 "Education Week, Quality Counts" survey, the educational climate in the State's public schools, given the grade of "F" (as in failed), would be hard pressed to get any worse than it already is.

The legislature's objective is to ensure that every student will become literate, confident, and caring, and be able to think critically, solve problems, communicate effectively, and function as a contributing member of society. The purpose of this Act is to authorize the department of education to establish a comprehensive student support system to meet this objective.

SECTION 2. Chapter 302A, Hawaii Revised Statutes, is amended by adding a new part to be appropriately designated and to read as follows:

"PART . COMPREHENSIVE STUDENT SUPPORT SYSTEM

A. General Provisions

§§302A-A Establishment of comprehensive student support system. There is established within the department and for all schools the comprehensive student support system.

§§302A-B Description of the comprehensive student support system.

(a) The comprehensive student support system establishes a school environment in which every student is cared for and respected. The comprehensive student support system is teacher-driven because teachers know students better than anyone in the department. The foundation of the comprehensive student support system is the school support group, in which groups of teachers and students become familiar with each other and share experiences, ideas, problems, and concerns that allow them to support one another. Every student shall belong to a group of teachers and students who will care about them and who will be the first to respond to their support needs.

(b) When students are deemed by their teachers and counselors in the school support groups to need special services and programs, supports shall be customized to address each student's needs so the individual can satisfactorily benefit from classroom instruction.

(c) A coordinated and integrated student support system:

(1) Avoids duplication and fragmentation of services, and ensures that services are timely;

(2) Involves the use of formal and informal community supports such as churches and ethnic and cultural resources unique to the student and family.

(d) The comprehensive student support system shall be focused on the strength of the student and the student's family, and create a single system of educational and other support programs and services that is student-, family-, and community- based.

(e) The comprehensive student support system shall allow for the integration of:

(1) Personal efforts by teachers and students to support each other within the school support groups, including the support of parents and counselors where needed;

(2) Educational initiatives such as alternative education, success compact, school-to-work opportunities, high schools that work, after-school instructional program, and the middle school concept; and

(3) Health initiatives such as early intervention and prevention, care coordination, coordinated service planning, nomination, screening, and evaluation, staff training, service array, and service testing.

This integration shall work to build a comprehensive and seamless educational and student support system from kindergarten through high school.

§§302A-C Student support array.

(a) A student's social, personal, or academic problems shall be initially addressed through the school support group structure that involves interaction between student and student, student and adult, or adult and adults. Teachers, family, and other persons closely associated with a student may be the first to begin the dialogue if the student has needs that can be addressed in the classroom or home.

(b) Through dialogue within the school support group or with parents, or both, the teacher shall implement classroom accommodations or direct assistance shall be provided to address students' needs. Other teachers and school staff shall also provide support and guidance to assist families and students. These activities shall be carried out in an informal, supportive manner.

(c) School programs shall be designed to provide services for specific groups of students. Parents and families, teachers, and other school personnel shall meet as the student's support team to discuss program goals that best fit the individual student's needs. Regular program evaluations shall be used to keep the regular teacher and parents involved.

(d) When a student's needs require specialized assessment or assistance, a request form shall be submitted to the school's core team. One of the identified members of the core team shall serve as the interim coordinator who will organize and assemble a student support team. A formal problem solving session shall be held and a plan developed. Members of this student support team may

include teachers, counselors, parents and family, and other persons knowledgeable about the student or programs and services. One or more members may assist in carrying out the plan. For the purposes of this section, "core team" refers to the faculty members comprising a school support group. "Core team" does not include persons who are only physically located at a school to facilitate the provision of services to the school complex.

(e) When the needs of the student and family require intensive and multiple supports from various agencies, the student support team shall develop a coordinated service plan. A coordinated service plan shall also be developed when two or more agencies or organizations are involved equally in the service delivery. A care coordinator shall be identified to coordinate and integrate the services.

(f) The comprehensive student support system shall recognize and respond to the changing needs of students, and shall lend itself to meet the needs of all students to promote success for each student, every time.

§§302A-D Mission and goals of the comprehensive student support system.

(a) The mission of the comprehensive student support system shall be to provide all students with a support system so they can be productive and responsible citizens.

(b) The goals of the comprehensive student support system shall be to:

(1) Involve families, fellow students, educators, and community members as integral partners in the creation of a supportive, respectful, learning environment at each school;

(2) Provide students with comprehensive, coordinated, integrated, and customized supports that are accessible, timely, and strength-based so they can achieve in school; and

(3) Integrate the human and financial resources of relevant public and private agencies to create caring communities at each school.

§§302A-E Classroom instruction component of the comprehensive student support system.

(a) "Classroom instruction" includes education initiatives and programs directed to all students such as success compact, school-to-work opportunities, high schools that work, after-school instructional program, and general counseling and guidance activities.

(b) Classroom instruction shall emphasize literacy development through hands-on, contextual learning that recognizes diversity in student needs, and shall be provided through coordinated and integrated instructional programs and services that are articulated among teachers in all grade levels in the school.

(c) Classroom instruction shall be guided by the Hawaii content and performance standards, assessed by student performances, and guided by teachers and other service providers who clearly exhibit caring and concern towards students. The ultimate outcome of classroom instruction shall be students who can read, compute, think, communicate, and relate.

(d) Students shall learn from each other and build a community of learners who care about each other. All schools shall incorporate success compact and the teaming of teachers with students into groups that result in a greater caring environment in a more personalized group setting. Every student shall belong to a group of teachers and students who care about them. These groups shall be the first to respond to students in need of support.

§§302A-F Management component of the comprehensive student support system. Management functions, for example, planning, budgeting, staffing, directing, coordinating, monitoring, evaluating, and reporting, shall organize the instructional and student support components to maximize the use of limited resources. The comprehensive student support system, management component, shall be consistent with and complement school/community-based management. The management of resources and services shall be integrated and collaborative.

§§302A-G Classroom, school, family, and community settings under the comprehensive student support system.

(a) Teachers shall work with students to provide informal assistance as needed.

(b) Other caring adults in the school shall be available to work together and provide support and assistance to students, parents, and teachers. The student support team shall convene when a student requires support for more complex needs.

(c) Family strengths, resources, and knowledge shall be an integral part of a student support team.

(d) Resources with expertise in various areas of child development shall be included in providing services that enhance the quality of customized services when needed.

§§302A-H Student support team.

(a) "Student support team" includes the student, family, extended family, close family friends, school, and other related professionals and agency personnel who are knowledgeable about the student or appropriate teaching methods, and programs and services and their referral processes. "Student support team" includes the parent and family at the outset of the planning stage and throughout the delivery of support.

(b) If community programs and services become necessary to address needs that are not being met by existing supports within the school, then professionals with specific expertise who are not located at the school shall be contacted by a designated student support team member, and may become additional members of the student support team.

(c) A student support team's general responsibilities shall include functions such as assessing student and family strengths and needs, identifying appropriate services, determining service and program eligibility, and referring to or providing services, or both. A student support team shall have the authority and resources to carry out decisions and follow-up with actions. The responsibilities of the student support team shall be determined by the issues involved and the supports and services needed.

(d) Each profession or agency involved shall adhere to its particular ethical responsibilities. These responsibilities shall include:

- (1) The ability to work as members of a team;
- (2) Actively listen;
- (3) Develop creative solutions; enhance informal supports;
- (4) Arrive at a mutually acceptable plan; and
- (5) Integrate and include the family's views, input, and cultural beliefs into the decision-making process and plan itself.

(e) Student support teams may focus on the following activities:

(1) Working with the classroom teacher to plan specific school-based interventions related to specific behavior or learning needs, or both;

(2) Participating in strength-based assessment activities to determine appropriate referrals and eligibility for programs and services;

(3) Ensuring that preventive and developmental, as well as intervention and corrective, services are tailored to the needs of the student and family, and provided in a timely manner;

(4) Facilitating the development of a coordinated service plan for students who require support from two or more agencies. The service plan shall incorporate other plans such as the individualized education plan, modification plan, individual family service plan, and treatment plan. A designated care coordinator shall monitor the coordination and integration of multi-agency services and programs, delivery of services, and evaluation of supports; and

(5) Including parents and families in building a community support network with appropriate agencies, organizations, and service providers.

B. Implementation

§§302A-I School level implementation of the comprehensive student support system.

(a) School-communities may implement the comprehensive student support system differently in their communities; provided that, at a minimum, the school-communities shall establish both school support groups and student support teams in which all students are cared for.

(b) All school-communities shall design and carry out their own unique action plans that identify items critical to the implementation of the comprehensive student support system at the school level using the state comprehensive student support system model to guide them. The local action plan may include:

(1) Information about school level policies, guidelines, activities, procedures, tools, and outcomes related to having the comprehensive student support system in place;

(2) Roles of the school support group and student support team;

(3) Roles of the school level cadre of planners;

(4) Partnerships and collaboration;

(5) Training;

(6) Identification, assessment, referral, screening, and monitoring of students;

(7) Data collection; and

(8) Evaluation.

(c) If there are existing action plans, projects, or initiatives that similarly address the comprehensive student support system goals, then the cadre of planners shall coordinate and integrate efforts to fill in the gaps and prevent duplication.

(d) The action plan shall be an integral part of the school's school improvement plan, not separated but integrated.

§§302A-J Complex level implementation of the comprehensive student support system. The comprehensive student support system shall be supported at the school complex level. A school-complex resource teacher shall provide staff support, technical assistance, and training to school-communities in each school complex in the planning and implementation of comprehensive student support system priorities and activities.

§§302A-K State level implementation of the comprehensive student support system.

(a) The department shall facilitate the process of bringing other state departments, community organizations, and parent groups on board with the department and allow line staff to work collaboratively in partnerships at the school level.

(b) The department, at the state level in partnership with other agencies, shall provide on-going professional development and training that are especially crucial in this collaborative effort.

(c) The department shall facilitate the procurement of needed programs and services currently unavailable or inaccessible at school sites.

(d) The department shall be responsive to complex and individual school needs.

C. Evaluation

§§302A-L Purpose of evaluating the comprehensive student support system.

(a) The department shall evaluate the comprehensive student support system to:

(1) Improve the further development and implementation of the comprehensive student support system;

(2) Satisfy routine accountability needs; and

(3) Guide future replication and expansion of the comprehensive student support system.

(b) Successful program development and implementation shall result in:

(1) Improved prevention and early intervention support;

(2) Coordinated services made possible through cross-discipline, cross-agency teams with a problem-solving, collaborating orientation;

(3) Promotion of pro-social skills;

(4) Increased family involvement in collaborative planning to meet the needs of students;

(5) Development of schools' capacity to assess and monitor progress on the program's objectives through the use of specially developed educational indicators; and

(6) Successful long and short-term planning integrated with school improvement plans.

§§302A-M Outcomes expected of the comprehensive student support system. The outcomes expected of the comprehensive student support system are:

(1) Increased attendance;

(2) Improved grades;

(3) Improved student performance, as measured by established content and performance standards;

(4) A substantial increase in parental participation; and

(5) At the secondary level, increased participation in extracurricular activities."

SECTION 3. If any provision of this Act, or the application thereof to any person or circumstance is held invalid, the invalidity does not affect other provisions or applications of the Act which can be given effect without the invalid provision or application, and to this end the provisions of this Act are severable.

SECTION 4. In codifying the new sections added to chapter 302A, Hawaii Revised Statutes, by section 2 of this Act, the revisor of statutes shall substitute appropriate section numbers for the letters used in the new sections' designations in this Act.

SECTION 5. This Act shall take effect on January 1, 2000.

Online at: http://www.capitol.hawaii.gov/session1999/bills/sb519_.htm

MULTNOMAH EDUCATION SERVICE DISTRICT

MEMORANDUM

Date: July 20, 2004
To: MESD Board of Directors
From: Board Program Review Committee
Re: Policy for Learning Supports

The Program Review Committee has spent the year conducting specific reviews of elements of the MESD programs. Additionally the Committee has considered the larger question of the nature of today's learners and the role MESD plays in their education. We would like to share with members of the Board observations and findings we have made throughout the year.

1. We wish to affirm our intent to create a learning environment in which all students succeed.
2. We endorse State Superintendent Castillo's 2003-04 initiative to close the achievement gap on behalf of all students.
3. We are clear that the recently revised mission statement should be followed by all employees of the ESD

To support our local school districts and share in providing a quality education for the children and families of our communities.

4. Further, we are committed to our vision statement that we hold for the district:

We work as a team dedicated to enhancing the learning of the communities' children by designing and delivering services responsive to family and school district needs. We strive to demonstrate leadership, wise utilization of resources, cooperative relationships with school districts and other agencies and a commitment to being a learning organization.

5. We support the following value statements upon which the mission and vision are based:
 4. Children are our most important natural resource;
 5. Families should be supported in education of their children;
 6. Each student should reach proficiency on challenging academic standards and assessments;
 7. A quality staff is essential in carrying out the mission of the agency;
 8. Supportive working relationships that value diversity within the ESD are vital to achieving our mission;
 9. Community partnerships maximize resources;
 10. Adequate and stable financial resources are required for a quality education;
 11. Interagency relationships strengthen services to children;
 12. Delivering effective services to schools is a process of continuous improvement;
 13. A strong system of public education is essential to the future of our society.
6. Higher standards for student performance, new instructional strategies, and a focus on results are specified as essential elements in attaining student achievement.
7. As an agency, we strive to utilize the developmental assets and strength-based approach to students and families.
8. A high proportion of students are unable to benefit fully from educational reforms because of learning barriers related to lack of engagement in the learning process for many reasons

including urban poverty, poor health, community violence, domestic problems, racial and cultural tensions, substance abuse, insufficient support for transitions such as entering a new school and/or grade, insufficient home involvement in schooling, and inadequate response when learning, behavior and emotional problems first arise.

9. We recognize that teachers find it especially difficult to make progress with the high proportion of youngsters for whom barriers to learning have resulted in moderate-to-mild learning and behavior problems and even disengagement from classroom learning.
10. We believe in a balanced approach to deliver the 12 Quality Indicators for all students from the State of Oregon Quality Education Model.
11. Many of our youngsters who are referred for special services and placed in special education could have their needs met better by addressing barriers to learning through programs that prevent problems, respond to problems as soon as they arise, and promote healthy development.
12. We believe that the economic case for public funding of Early Childhood Education is clearly justified along with the efficacy of barrier reduction for children.
13. The MESD, its constituent districts and various community agencies have devoted resources to addressing learning barriers and initial processes have been well implemented to reform and restructure use of their respective resources - including exploring strategies to weave education and community efforts together – in powerful ways that can overcome key barriers to student achievement.
14. A comprehensive, integrated collaboration among all MESD support resources along with community resources will allow for development of “Components for Learning Supports” that are fully integrated with instructional efforts to effectively address barriers to learning and teaching. Properly developed and implemented, such components will enhance student achievement and reduce the achievement gap.

We therefore recommend that the MESD Board of Directors consider and adopt a Learning Supports policy.

**RESOLUTION 04-45 – Approval for Second Reading of New Board Policy IAB
(Learning Supports to Enhance Achievement)**

This resolution is for second reading for new Board Policy IAB (Learning Supports to Enhance Achievement).

Background: The resolution is necessary for a policy on development of components of Learning Supports to enhance student achievement and reduce the achievement gap.

The Superintendent recommends adoption of the following resolution:

WHEREAS to achieve in school, students need to be wanted and valued. They need a positive vision of the future, and

WHEREAS students require safe, orderly schools, strong community support, high-quality care, and adults they can trust, and

WHEREAS students become alienated because they may not feel worthy, they may not have a supportive home or opportunities to learn to care, or they may not be successful in handling frustrations, or have good experiences in school. They may not see relevance to their education or have positive role models or may not have access to essential supports, and

WHEREAS the MESD Board of Directors, the Superintendent, and staff need to ensure that each student can read, write, and relate effectively, has self-worth, has meaning-based learning opportunities, and has positive support networks from other students, teachers, and members of the school community, and

WHEREAS the MESD Board of Directors finds that the generalized Learning Support system and individualized student support created by comprehensive and systemic Learning Support components can give parents what they and their children and teachers want most from education--schools that provide the type of safe and caring environment that enhances student learning and reduces the achievement gap, and

WHEREAS implementation of comprehensive, integrated components for Learning Supports will serve our community by developing successful, well-educated citizens, and

WHEREAS steps should be taken to fully implement such components through alignment and redeployment of existing resources and through strategically filling gaps over time, and

WHEREAS the Board reviewed this policy during first reading on July 20, 2004,

NOW THEREFORE BE IT RESOLVED that Board Policy IAB is approved for Second Reading as written and adopted.

LEARNING SUPPORTS TO ENHANCE ACHIEVEMENT

1. The Board of Directors resolves that components to address barriers to student learning and enhance healthy development be fully integrated with efforts to improve instruction and management/governance for instruction and be pursued as a primary and essential component of MESD education reforms in classrooms, schools, and consultation/services to component districts.
2. In keeping with the Oregon Quality Education Standards for best practices, the Board adopts the term learning supports as a unifying concept that encompasses all efforts related to addressing barriers to learning and enhancing healthy development.
3. The Board encourages and supports administrative efforts toward securing resources at the state, federal and local public level as well as private sector and philanthropic efforts to more fully fund a comprehensive system of related learning supports.
4. The Board will direct administrative efforts toward aligning, deploying and redeploying current funding and community resources related to learning support efforts in order to initiate development of comprehensive and systematic components of learning supports for schools.
5. The Board directs the Superintendent to ensure those responsible for professional and other stakeholder development throughout the District incorporate a substantial focus on learning support components into all such training and developmental activities.
6. The Board will direct administrative efforts to allocate funds in ways that fill gaps related to fully developing comprehensive and systematic components of learning supports for schools.

An Example of an Early Legislative Proposal

California took an early lead in focusing attention on the need to develop policy for a component to address barriers to student learning. In 1995, California Assembly Member Juanita McDonald brought together a set of task forces to develop an Urban Education Initiative package of legislation. One major facet focused on Overcoming Barriers to Pupil Learning. This facet of the legislation called on school districts to ensure that schools within their jurisdiction had an enabling component in place. On the following pages is the draft of that part of the bill. Just before the legislation was to go to the Education Committee for review, McDonald was elected to Congress.

CALIFORNIA LEGISLATURE—1995–96 REGULAR SESSION

ASSEMBLY BILL No. 784 AMENDED IN ASSEMBLY APRIL 25, 1995

Introduced by Assembly Member McDonald
(Principal coauthor: Assembly Member Alpert)
(Coauthors: Assembly Members Archie-Hudson, Baca,
Ducheny, Kuehl, and Napolitano)
(Coauthor: Senator Watson)
February 22, 1995

An act to add Part 29.5 (commencing with Section 55000) to the Education Code, relating to urban school districts.

LEGISLATIVE COUNSEL’S DIGEST

AB 784, as amended, McDonald. Education: urban school districts: equal opportunity to learn: teacher credentialing reform.

CHAPTER 5. OVERCOMING BARRIERS TO PUPIL LEARNING

Article 1. Enabling Pupils to Overcome Learning Barriers

55040. (a) It is the intent of the Legislature that on or before the commencement of the 1996–97 school year, each school district ensure that the schools within their jurisdiction have an enabling component in place. The enabling component shall enable pupils to overcome barriers that interfere with their ability to learn and to benefit from instructional and management reforms made at schools. For the purposes of this chapter, an “enabling component” means a comprehensive, integrated continuum of school-based and school-linked activity designed to enable schools to teach and pupils to learn. That continuum shall include prevention, including promotion of wellness, early-age and early-after-onset intervention, and treatments for severe, pervasive, and chronic conditions.

(b) Each enabling component developed by each school shall include, but not necessarily be limited to, the following:

- (1) A plan for restructuring school education support programs and services.
- (2) A plan for coordinating school district and community resources.
- (3) A plan for coordinating school district enabling activities with health and human services provided by the state and by local government.
- (4) A plan for enhancing the performance of persons involved in the delivery of education services to pupils.
- (5) Strategies for replicating promising innovations.
- (6) Strategies for the improvement of the quality of education and accountability of the school.

55041. The department shall develop and report to the Legislature on a plan for the implementation of the enabling components consistent with requirements set forth in subdivision (b) of Section 55040 and with any other requirements determined to be necessary by the department to enable

pupils to overcome barriers to learning. The report shall include specific recommendations on coordinating school-based enabling activities with community resources and the ways in which the parents and guardians of pupils may be included in enabling activities. The report shall include specific recommendations on changes necessary to existing laws and on any new legislation that is necessary to implement the plan. The department shall report the plan to the Legislature not later than December 31, 1996. It is the intent of the Legislature that any necessary implementing legislation be enacted for the 1997–98 school year.

55042. School districts may request assistance from the department in the development of the enabling component described in Section 55040. The department shall assist school districts that have demonstrated readiness to develop enabling components to coordinate school-based enabling activities with community resources and to involve the parents and guardians of pupils in those activities.

Article 2. Restructuring Education Programs and Coordinating With Other Support Programs

55045. (a) For the purpose of enabling pupils to overcome barriers to learning, the department shall develop a strategic plan to guide and stimulate restructuring of education support programs and services operated by schools for pupils and their parents and guardians. The department shall include within that plan methods of coordinating school services with community services that are made available to pupils and their families by local government agencies or private nonprofit groups. The department shall also develop a plan for those programs and services that are operated by school districts and by the department. The plan shall include, but not be limited to, the following:

- (1) Moving from fragmented, categorical and single discipline-oriented services toward a comprehensive, integrated, cross-disciplinary approach.
- (2) Moving from activity that is viewed as supplementary toward a full-fledged integrated component that is understood to be primary and essential to enabling learning.
- (3) Involving pupils and their parents and guardians, and communities in the education process in a manner that capitalizes on their strengths and the many ways in which they can contribute to the education process.
- (4) Restructuring education support programs and services offered at schoolsites.
- (5) Coordinating services offered by school districts with other services available in the community.
- (6) Coordinating enabling components with health and human services offered by the state and by local government.
- (7) Involving all persons having an interest in the education process in developing the enabling component.
- (8) Strategies for replicating at school sites innovations to improve pupil learning that are successful at other school sites.
- (9) Strategies for improving the quality of education and for improving school accountability.
- (10) Establishing a comprehensive, integrated, cross-disciplinary approach to teaching.
- (11) Establishing an integrated component that is understood to be essential to learning.
- (12) Involving all persons having an interest in the education process in a manner that best utilizes their various strengths.
- (13) Integrating the enabling component with the instructional and management components of the education process.
- (14) Developing leadership to effectively operate and implement the enabling component.
- (15) Developing and incorporating integrated planning for the use of advanced multifaceted technology, to assist pupils and their parents or guardians in the learning process, to provide responses to and prevention of emergencies and other crises, to support transitions, and to provide for community and volunteer outreach.
- (16) Facilitating teacher recruitment, continuing education for teachers, and retention of teachers.

(17) Infrastructure changes, particularly those related to operation space at schoolsites, allocation and maximization of fiscal resources, administrative and staff leadership, and mechanisms for effective coordination of essential system elements and resources.

(18) Strategies for phasing in the restructuring of education programs.

(19) Strategies to ensure the long-term success of planned changes.

(20) The types of leadership, infrastructure, and specific mechanisms that can be established at a schoolsite for high schools and their feeder schools, and in communities to facilitate coordinated and integrated governing, planning, and implementation of enabling components.

(21) Methods for schoolsites to ensure significant roles and leadership training for parents and guardians of pupils and for other community residents, representatives of community-based organizations, and, when appropriate, pupils.

(22) Methods to seek waivers of state and federal laws and regulations thereto when necessary to facilitate efforts to evolve a comprehensive, integrated approach to learning.

(23) Evaluating the progress of schools in implementing reforms and enhancing outcomes.

(24) Methods to provide professional preparation and continuing education programs that focus on the type of interprofessional collaborations necessary for the development of a comprehensive, integrated approach to enabling pupil learning.

(b) The department shall disseminate the strategic plan adopted pursuant to this section to school districts on or before December 31, 1996. The department shall also report the strategic plan to the Legislature not later than December 31, 1996, along with specific recommendations on any changes to existing law that are necessary to implement the plan and on any new legislation required to implement the plan. It is the intent of the Legislature that any necessary implementing legislation be enacted for the 1997–98 school year.

55046. (a) The department shall assist urban school districts or schools that demonstrate readiness to restructure their education support programs and services in a manner consistent with the strategic plan developed pursuant to Section 55045.

(b) The department may provide assistance to schools by any of the following methods:

(1) Informational guidelines and guidebooks.

(2) Leadership training.

(3) Regional workshops.

(4) Demonstrations of effective methods of restructuring education.

(5) Opportunities for interchanges.

(6) Technical assistance in developing plans.

Article 3. Models of Strategies to Enable Pupil Learning

55050. On or before December 31, 1996, the department shall develop a plan to enable schools to replicate methods of overcoming barriers to pupil learning that have been successfully implemented at the school site level. The plan shall include recommendations on the following:

(a) Guidelines and procedures for identifying successful innovations that are designed to address barriers to pupil learning and implemented at the school site or school district level.

(b) Procedures for analyzing new initiatives and promising innovations to identify possible redundancy and fragmentation of methods.

(c) Disseminating successful innovations that are designed to overcome barriers to learning and, in doing so, reduce redundancy and fragmentation of methods.

(d) Using demonstrations of innovative methods of overcoming pupil learning barriers as catalysts to stimulate interest in reform.

(e) Developing replication models that can be adopted for use at the school site level.

(f) Providing technical assistance for implementing replication strategies for school districts implementing innovations designed to address barriers to pupil learning.

55051. The department shall make the plan developed pursuant to Section 55050 available to school districts on or before December 31, 1996.

Proposed Legislation in California – 2005-2006 regular session:

A Comprehensive Pupil Learning Support System

ASSEMBLY BILL No. 171

An act to add Chapter 6.4 (commencing with Section 52059.1) to Part 28 of the Education Code, relating to pupils.

Legislative Counsel's Digest

Existing law establishes various educational programs for pupils in elementary, middle, and high school to be administered by the State Department of Education. This bill would establish the Comprehensive Pupil Learning Support System to ensure that each pupil will be a productive and responsible learner and citizen. The bill would require the State Department of Education to administer and implement the program through existing resources that are available to the department for the purposes of the program. The bill would require the department to adopt regulations to implement the program. The bill would authorize each elementary, middle, and high school to develop a school action plan, as specified, based on guidelines to be developed by the State Department of Education. The bill would require each school action plan to, among other things, enhance the capacity of each school to handle transition concerns confronting pupils and their families, enhance home involvement, provide special assistance to pupils and families, and incorporate outreach efforts to the community.

SECTION 1. The Legislature hereby finds and declares all of the following:

- (a) The UCLA Center for Mental Health in Schools, the WestEd Regional Educational Laboratory, the State Department of Education, and other educational entities have adopted the concept of learning support within ongoing efforts to address barriers to pupil learning and to enhance healthy development.
- (b) Learning supports are the resources, strategies, and practices that provide physical, social, emotional, and intellectual supports intended to enable all pupils to have an equal opportunity for success at school. To accomplish this goal, a comprehensive, multifaceted, and cohesive learning support system should be integrated with instructional efforts and interventions provided in classrooms and schoolwide to address barriers to learning and teaching.
- (c) There is a growing consensus among researchers, policymakers, and practitioners that stronger collaborative efforts by families, schools, and communities are essential to pupil success.
- (d) An increasing number of American children live in communities where caring relationships, support resources, and a profamily system of education and human services do not exist to protect children and prepare them to be healthy, successful, resilient learners.
- (e) Especially in those communities, a renewed partnership of schools, families, and community members must be created to design and carry out system improvements to provide the learning support required by each pupil in order to succeed.
- (f) Learning support is the collection of resources, strategies and practices, and environmental and cultural factors extending beyond the regular classroom curriculum that together provide the physical, emotional, and intellectual support that every pupil needs to achieve high-quality learning.
- (g) A school that has an exemplary learning support system employs internal and external supports and services needed to help pupils become good parents, good neighbors, good workers, and good citizens of the world.
- (h) The overriding philosophy is that educational success, physical health, emotional support, and family and community strength are inseparable.

- (i) To implement the concept of learning supports, the state must systematically realign and redefine existing resources into a comprehensive system that is designed to strengthen pupils, schools, families, and communities rather than continuing to respond to these issues in a piecemeal and fragmented manner.
- (j) Development of learning supports at every school is essential in meeting the needs arising from the federal No Child Left Behind Act of 2001 and the Individuals with Disabilities Education Act. The state needs to ensure that each pupil is able to read, write, and relate effectively, has self-worth, has meaning-based learning opportunities, and has positive support networks from their peers, teachers, pupil support professionals, family members, and other school and community stakeholders.
- (k) It is essential that each pupil becomes literate, confident, caring, and capable of thinking critically, solving problems, communicating effectively, and functioning as a contributing member of society.
- (l) The education climate in the public schools of the state, as measured by overcrowded schools, absenteeism, increasing substance and alcohol abuse, school violence, sporadic parental involvement, dropouts, and other indicators, suggest that the state is in immediate need of learning supports.
- (m) A learning support system needs to be developed at every school to ensure that pupils have essential support for learning, from kindergarten to high school.
- (n) A learning support system should encompass school-based and school-linked activities designed to enable teachers to teach and pupils to learn. It should include a continuum of interventions that promote learning and development, prevent and respond early after the onset of problems, and provide correctional, and remedial programs and services. In the aggregate, a learning support system should create a supportive and respectful learning environment at each school.
- (o) A learning support system is a primary and essential component at every school, designed to support learning and provide each pupil with an equal opportunity to succeed at school. The learning support system should be fully integrated into all school improvement efforts.
- (p) The State Department of Education, other state agencies, local school districts, and local communities all devote resources to addressing learning barriers and promoting healthy development. Too often these resources are deployed in a fragmented, duplicative, categorical manner that results in misuse of sparse resources and failure to reach all the pupils and families in need of support. A learning support system will provide a unifying concept and context for linking with other organizations and agencies as needed and can be a focal point for braiding school and community resources into a comprehensive, multifaceted, and cohesive component at every school.
- (q) It is the intent of the Legislature that the Comprehensive Pupil Learning Support System (CPLSS) is fully integrated with other efforts to improve instruction and focuses on maximizing the use of resources at individual schools and at the district level. Collaborative arrangements with community resources shall be developed with a view to filling any gaps in CPLSS components.

SEC. 2. Chapter 6.4 (commencing with Section 52059.1) is added to Part 28 of the Education Code, to read:

Chapter
6.4. Comprehensive Pupil Learning Support System

- 52059.1. (a) There is hereby established the Comprehensive Pupil Learning Support System (CPLSS). The CPLSS shall be implemented with existing personnel and program resources, without the need for additional or new appropriations.
- (b) It is the intent of the Legislature in establishing the CPLSS to provide pupils with a support system to ensure that they will be productive and responsible learners and citizens. It is further the intent of the Legislature that the CPLSS ensure that pupils have an equal opportunity to succeed at school and to do so in a supportive, caring, respectful, and safe learning environment.

(c) It is the intent of the Legislature that these goals be accomplished by involving pupils, teachers, pupil support professionals, family members, and other school and community stakeholders in the development, daily implementation, monitoring, and maintenance of a learning support system at every school and by braiding together the human and financial resources of relevant public and private agencies.

52059.2. The department shall facilitate the establishment of the CPLSS by doing all of the following:

(a) Developing standards and strategic procedures to guide the establishment of the CPLSS component at each school.

(b) Providing ongoing technical assistance, leadership training, and other capacity building supports.

(c) Rethinking the roles of pupil services personnel and other support staff for pupils and integrating their responsibilities into the educational program in a manner that meets the needs of pupils, teachers, and other educators.

(d) Detailing procedures for establishing infrastructure mechanisms between schools and school districts.

(e) Coordinating with other state agencies that can play a role in strengthening the CPLSS.

(f) Ensuring that the CPLSS is integrated within the organization of the department in a manner that reflects the school action plans developed by schools pursuant to subdivision

(a) of Section 52059.3.

(g) Enhancing collaboration with state agencies and other relevant resources to facilitate local collaboration and braiding of resources.

(h) Including an assessment of the CPLSS in all future school reviews and accountability reports.

52059.3. (a) Each elementary, middle, and high school may develop a CPLSS component by developing a school action plan based on the guidelines developed by the department pursuant to

Section 52059.2. (a) Each elementary, middle, and high school may develop a CPLSS component by developing a school action plan based on the guidelines developed by the department pursuant to Section 52059.2.

(b) Each school action plan shall be developed with the purpose of doing all of the following:

(1) Enhance the capacity of teachers to address problems, engage and re-engage pupils in classroom learning, and foster social, emotional, intellectual, and behavioral development. The component of the school action plan required by this paragraph shall emphasize ensuring that teacher training and assistance includes strategies for better addressing learning, behavior, and emotional problems within the context of the classroom. Interventions may include, but not be limited to, all of the following:

(A) Addressing a greater range of pupil problems within the classroom through an increased emphasis on strategies for positive social and emotional development, problem prevention, and accommodation of differences in the motivation and capabilities of pupils.

(B) Classroom management that emphasizes re-engagement of pupils in classroom learning and minimizes over-reliance on social control strategies.

(C) Collaboration with pupil support staff and the home in providing additional assistance to foster enhanced responsibility, problem solving, resilience, and effective engagement in classroom learning.

(2) Enhance the capacity of schools to handle transition concerns confronting pupils and their families. The component of the school action plan required by this paragraph shall emphasize ensuring that systems and programs are established to provide supports for the many transitions pupils, their families, and school staff encounter. Interventions may include, but are not limited to, all of the following:

(A) Welcoming and social support programs for newcomers.

(B) Before, during, and afterschool programs to enrich learning and provide safe recreation.

- (C) Articulation programs to support grade transitions.
 - (D) Addressing transition concerns related to vulnerable populations, including, but not limited to, those in homeless education, migrant education, and special education programs.
 - (E) Vocational and college counseling and school-to-career programs.
 - (F) Support in moving to postschool living and work.
 - (G) Outreach programs to re-engage truants and dropouts in learning.
- (3) Respond to, minimize the impact of, and prevent crisis. The component of the school action plan required by this paragraph shall emphasize ensuring that systems and programs are established for emergency, crisis, and followup responses and for preventing crises at a school and throughout a complex of schools. Interventions may include, but are not limited to, all of the following:
- (A) Establishment of a crisis team to ensure immediate response when emergencies arise, and to provide aftermath assistance as necessary and appropriate so that pupils are not unduly delayed in re-engaging in learning.
 - (B) Schoolwide and school-linked prevention programs to enhance safety at school and to reduce violence, bullying, harassment, abuse, and other threats to safety in order to ensure a supportive and productive learning environment.
 - (C) Classroom curriculum approaches focused on preventing crisis events, including, but not limited to, violence, suicide, and physical or sexual abuse.
- (4) Enhance home involvement. The component of the school action plan required by this paragraph shall emphasize ensuring there are systems, programs, and contexts established that lead to greater involvement to support the progress of pupils with learning, behavior, and emotional problems. Interventions may include, but are not limited to, all of the following:
- (A) Interventions that address specific needs of the caretakers of a pupil, including, but not limited to, providing ways for them to enhance literacy and job skills and meet their basic obligations to the children in their care.
 - (B) Interventions for outreaching and re-engaging homes that have disengaged from school involvement.
 - (C) Improved systems for communication and connection between home and school.
 - (D) Improved systems for home involvement in decisions and problem solving affecting the pupil.
 - (E) Enhanced strategies for engaging the home in supporting the basic learning and development of their children to prevent or at least minimize learning, behavior, and emotional problems.
- (5) Outreach to the community in order to build linkages. The component of the school action plan required by this paragraph shall emphasize ensuring that there are systems and programs established to provide outreach to and engage strategically with public and private community resources to support learning at school of pupils with learning, behavior, and emotional problems. Interventions may include, but are not limited to, all of the following:
- (A) Training, screening, and maintaining volunteers and mentors to assist school staff in enhancing pupil motivation and capability for school learning.
 - (B) Job shadowing and service learning programs to enhance the expectations of pupils for postgraduation opportunities.
 - (C) Enhancing limited school resources through linkages with community resources, including, but not limited to, libraries, recreational facilities, and postsecondary education institutions.
 - (D) Enhancing community and school connections to heighten a sense of community.
- (6) Provide special assistance for pupils and families as necessary. The component of the school action plan required by this paragraph shall ensure that there are systems and programs established to provide or connect with direct services when necessary to address barriers to the learning of pupils at school. Interventions may include, but are not limited to, all of the following:

(A) Special assistance for teachers in addressing the problems of specific individuals.

(B) Processing requests and referrals for special assistance, including, but not limited to, counseling or special education.

(C) Ensuring effective case and resource management when pupils are receiving direct services.

(D) Connecting with community service providers to fill gaps in school services and enhance access for referrals.

(c) The development, implementation, monitoring, and maintenance of the school action plan shall include, but not be limited to, all of the following components:

(1) Ensuring effective school mechanisms for assisting individuals and families with family decision making and timely, coordinated, and monitored referrals to school and community services when indicated.

(2) A mechanism for an administrative leader, support staff for pupils, and other stakeholders to work collaboratively at each school with a focus on strengthening the school action plan.

(3) A plan for capacity building and regular support for all stakeholders involved in addressing barriers to learning and promoting healthy development.

(4) Compliance with the guidelines developed by the department pursuant to Section 52059.2.

(5) Accountability reviews.

(6) Minimizing duplication and fragmentation between school programs.

(7) Preventing problems and providing a safety net of early intervention.

(8) Responding to pupil and staff problems in a timely manner.

(9) Connecting with a wide range of school and community stakeholder resources.

(10) Recognizing and responding to the changing needs of all pupils while promoting the success and well-being of each pupil and staff member.

(11) Creating a supportive, caring, respectful, and safe learning environment.

52059.4. Each school with a CPLSS school action plan shall integrate the CPLSS school action plan with other school safety plans, school improvement plans, or other programs to improve instruction, and focus on maximizing its use of available resources at the individual school level and the school district level in order to implement this program. The school action plan shall reflect all of the following:

(a) School policies, goals, guidelines, priorities, activities, procedures, and outcomes relating to implementing the CPLSS.

(b) Effective leadership and staff roles and functions for the CPLSS.

(c) A thorough infrastructure for the CPLSS.

(d) Appropriate resource allocation.

(e) Integrated school/community collaboration.

(f) Regular capacity building activity.

(g) Delineated standards, quality and accountability indicators, and data collection procedures.

52059.5. (a) For the purposes of this section, “complex of schools” means a group of elementary, middle, or high schools associated with each other due to the natural progression of attendance linking the schools.

(b) To ensure that the CPLSS is developed cohesively, efficiently uses community resources, and capitalizes on economies of scale, CPLSS infrastructure mechanisms shall be established at the school and district level.

(c) Complexes of schools are encouraged to designate a pupil support staff member to facilitate a family complex CPLSS team consisting of representatives from each participating school.

(d) Each school district implementing a CPLSS shall establish mechanisms designed to build the capacity of CPLSS components at each participating school, including, but not limited to, providing technical assistance and training for the establishment of effective CPLSS components.

52059.6.(a) The department shall evaluate the success of the CPLSS component according to the following criteria:

(1) Improved systems for promoting prosocial pupil behavior and the well-being of staff and pupils, preventing problems, intervening early after problems arise, and providing specialized assistance to pupils and families.

(2) Increasingly supportive, caring, respectful, and safe learning environments at schools.

(3) Enhanced collaboration between the school and community.

(4) The integration of the CPLSS component with all other school improvement plans.

(5) Fewer inappropriate referrals of pupils to special education programs or other special services.

(b) The department shall consider all of the following in evaluating the success of the CPLSS component:

(1) Pupil attendance.

(2) Pupil grades.

(3) Academic performance.

(4) Pupil behavior.

(5) Home involvement.

(6) Teacher retention.

(7) Graduation rates.

(8) Literacy development.

(9) Other indicators required by the federal No Child Left Behind Act of 2001 (20 U.S.C. Sec. 6301 et. seq.) and included in the California Healthy Kids Survey.

SEC. 3. A local educational agency may use funds made available pursuant to Title I of the No Child Left Behind Act of 2001 (20 U.S.C. Sec. 6301 et seq.), to the extent allowable for the purposes of implementing this act, if approved by a school site council.

Appendix F

Examples of Provisions of Federal Law that Allow Districts to Redeploy Federal Resources to Improve Systems (e.g., to creating a cohesive *System of Learning Supports*)

No Child Left Behind Act of 2001 (PL 107-110)

This last reauthorization of the Elementary and Secondary Education Act continues to enable making the case for using a percentage of the allocated federal funds for enhancing how student/learning supports are coalesced. For example, under Title I (Improving The Academic Achievement of the Disadvantaged), the need for coordination and integration of student supports is highlighted in the statement of Purpose (Section 1001) # 11 which stresses “coordinating services under all parts of this title with each other, with other educational services, and, to the extent feasible, with other agencies providing services to youth, children, and families.” It is also underscored by the way school improvement is discussed (Section 1003) and in Part A, Section 1114 on schoolwide programs. Section 1114 (a) on use of funds for schoolwide programs indicates:

“(1) IN GENERAL- A local educational agency may consolidate and use funds under this part, together with other Federal, State, and local funds, in order to upgrade the entire educational program of a school that serves an eligible school attendance area in which not less than 40 percent of the children are from lowincome families, or not less than 40 percent of the children enrolled in the school are from such families

(J) Coordination and integration of Federal, State, and local services and programs, including programs supported under this Act, violence prevention programs, nutrition programs, housing programs, Head Start, adult education, vocational and technical education, and job training.”

<http://www.ed.gov/policy/elsec/leg/esea02/pg2.html#sec1114>

The need is also implicit in Part C on migratory children, Part D on prevention and intervention programs for neglected, delinquent, or at-risk students, and Part F on comprehensive school reform, and Part H on dropout prevention, in Title IV 21st Century Schools, and so on.

Mechanisms for moving in this direction stem from the provisions for flexible use of funds, coordination of programs, and waivers detailed in Titles VI and IX. – <http://www.ed.gov/policy/elsec/leg/esea02/index.html>

Individuals with Disabilities Education Improvement Act of 2004 Public Law No: 108-446

Using IDEA funds to coalesce student/learning supports is emphasized in how Title I, Part B, Section 613 (Local Educational Agency Eligibility) discusses (f) Early Intervening Services:

“(1) IN GENERAL- A local educational agency may not use more than 15 percent of the amount such agency receives under this part for any fiscal year . . . , in combination with other amounts (which may include amounts other than education funds), to develop and implement coordinated, early intervening services, which may include interagency financing structures, for students in kindergarten through grade 12 (with a particular emphasis on students in kindergarten through grade 3) who have not been identified as needing special education or related services but who need additional academic and behavioral support to succeed in a general education environment.

(2) ACTIVITIES- In implementing coordinated, early intervening services under this subsection, a local educational agency may carry out activities that include–

(A) professional development (which may be provided by entities other than local educational agencies) for teachers and other school staff to enable such personnel to deliver scientifically based academic instruction and behavioral interventions, including scientifically based literacy instruction, and, where appropriate, instruction on the use of adaptive and instructional software; and

(B) providing educational and behavioral evaluations, services, and supports, including scientifically based literacy instruction.” ...

“(5) COORDINATION WITH ELEMENTARY AND SECONDARY EDUCATION ACT OF 1965- Funds made available to carry out this subsection may be used to carry out coordinated, early intervening services aligned with activities funded by, and carried out under, the Elementary and Secondary Education Act of 1965 if such funds are used to supplement, and not supplant, funds made available under the Elementary and Secondary Education Act of 1965 for the activities and services assisted under this subsection.”

<http://www.ed.gov/about/offices/list/osep/index.html?src=mr>