Addressing Barriers to Learning

New ways to think . . .
Better ways to link

Standards Debates Continue to Ignore Student and Learning Supports

It is not enough to say that all children can learn or that no child will be left behind; the work involves . . . achieving the vision of an American Education system that enables all children to succeed in school, work, and life.

Council of Chief State School Officers (CCSSO)
Mission Statement (emphasis added)

Over the last few years, controversies have burgeoned over the movement for “Common Core State Standards” (CCSS). The arguments, of course, are not about the importance of education standards; some policy makers just don’t want to adopt CCSS.

One fundamental concern about CCSS and other sets of standards for improving schools is the inadequate attention to student and learning supports. This reflects the degree to which school improvement policy marginalizes this essential component for enabling all students to have an equal opportunity for success at school. The absence of a unified and comprehensive learning supports component contributes to the failure of too many schools, particularly those in economically disadvantaged locales, to stem the ongoing tide of learning, behavior, and emotional problems.

Broadening the Framework for School Improvement

Many students encounter barriers preventing them from benefiting from good instruction. To enhance equity of opportunity, schools must play a greater role in classrooms and school-wide to help students surmount those barriers and (re)engage in schooling.

To date, almost all school improvement efforts have been dominated by a two component model. One component emphasizes instruction, the other management/governance.

As research has clarified, a third component is necessary. Such a component comprehensively and directly focuses on (a) addressing barriers to learning and teaching and (b) re-engaging students who have become disconnected from classroom instruction. Pioneering efforts have designated the third component as the learning supports component.

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At this critical juncture in the history of public education and civil rights, school improvement policy and practice must establish a three component policy framework and ensure that the third component is pursued with a priority equivalent to the other two. This involves adopting a set of standards and accountability indicators for the third component. Such standards delineate how schools should address barriers and re-engage disconnected students and must be fully integrated with standards for instruction and student/learning supports. Standards for a learning supports component will help redefine the roles and functions and professional preparation of administrators, teachers, and student and learning support staff.

**Curriculum Standards Are Not Enough**

Taken alone, curriculum standards tend to convey the false presumption that all students are *motivationally* ready to learn what the teacher has planned to teach and that the teacher only needs to enhance existing motivation. This presumption is evident from the fact that curriculum standards primarily emphasize creation of *developmentally* appropriate instruction. That is, in general, references to individual learner differences are keyed to developmental differences with little attention to the importance of motivational differences. Note that the CCSS website states the standards are designed to “help teachers figure out the knowledge and skills their students should have so that teachers can build the best lessons and environments for their classrooms” (http://www.corestandards.org/). Ignored is that the “best lessons and environments” require considerable attention to engagement and re-engagement. Curriculum must be designed with *attitudinal/motivational* considerations in mind.

*I guess I have everything I need for school. \(\frac{\text{Except the right attitude.}}{\text{}}\)

In general, school improvement requires

- curriculum standards designed to enhance positive attitudes and intrinsic motivation as well as knowledge and skills
- teaching standards that guide teachers to fully engage students
- learning supports standards that address barriers to learning and the re-engagement of disconnected students.
It is easy to say that schools must ensure that all students succeed. If all students came motivationally ready and able to profit from “high standards” curricula, then there would be little problem. But all encompasses those experiencing external and internal barriers that interfere with benefitting from what their teacher is offering.

Given the range of individual differences in most classrooms, providing all students an equal opportunity to succeed requires more than higher expectations, greater teacher accountability, differentiated instruction (and certainly more than refining social control and school safety practices). Standards clearly must account for the broad range of student differences (including interests, strengths, weaknesses, and limitations). That is, school standards must ensure that schools strive to provide

- instruction that is a good match for both motivation and developed capabilities

and

- a unified and comprehensive classroom and school-wide component for countering factors that interfere with learning and teaching.

Education standards increasingly are concerned about engaging students, but offer little to account for motivational differences and the problem of re-engaging disconnected students. Engagement involves more than addressing differences in interests; it includes overcoming low or negative/avoidance/reactive motivation, providing structure in terms of personalized support and guidance, and designing instruction to enhance and expand intrinsic motivation for learning and problem solving.*

In a significant number of instances, a school’s ability to first and foremost address motivational concerns (including providing added supports, guidance, and special accommodations) is key to engaging and re-engaging students.

*Given the inappropriate overemphasis and overreliance on reinforcement theory in all facets of schooling, school staff need standards that minimize extrinsic motivational strategies and fully incorporate what intrinsic motivation research has emphasized about learning and teaching over the last 50 years.3
It is the effort to pursue instructional processes and content with in-depth attention to current levels of motivation and not just matching differences in developed abilities that distinguishes personalized instruction from individualized instruction. It is critical that education standards clearly emphasize this distinction in discussing differentiated instruction.

Furthermore, because strategies such as “Response to Intervention” (RtI) begin in the classroom, standards for RtI should delineate what should happen prior to referral for specialized assistance and what should be done during the referral process if referral proves necessary.

**Teachers Can’t Do It Alone!**

The three component school improvement framework highlights that teachers can’t and shouldn’t be expected to meet curriculum and instructional standards without effective learning supports. Identifying and addressing barriers and differential needs and re-engaging disconnected students often can only be accomplished through collaborative processes. School improvement policy and practice must ensure that standards for teaching and providing learning supports delineate collaborative working relationships not only among teachers but between teachers and students, family members, learning and student support staff, administrators, and all others who can help.

Adopting standards for learning supports in no way diminishes the importance of curriculum and teaching standards. Every teacher must have the ability and resources to bring a sound curriculum to life and apply strategies that make learning meaningful and effective, and to these ends, appropriate curriculum and teaching standards are foundational. But, such standards are insufficient for enhancing equity of opportunity to succeed at school and beyond.

Standards for learning supports are long overdue. A start has been made with the standards various student support professional associations have formulated for their individual constituencies. Now it is time to establish a unified set of standards for student/learning supports.

The following Exhibit outlines such a set of standards. These were developed as part of the new directions for student and learning supports initiative and reflect prototype frameworks for a unified and comprehensive system of learning supports (http://smhp.psych.ucla.edu/summit2002/ndannouncement.htm).

*A cursory reading of the standards underscores how much is not being discussed in the current movement to improve education standards.*
Standards for a Unified and Comprehensive System of Learning Supports*

Area: Framing and Delineating Intervention Functions

Standard 1. Establishment of an overall unifying intervention framework for a comprehensive, systemic, and equitable component for addressing barriers to learning and teaching, including re-engaging disconnected students.

A Learning Supports Component is a systemic approach that is fully and equitably integrated into the school’s strategic improvement plan as a primary and essential component overlapping the instructional and management components. The supports are operationalized into a comprehensive, multifaceted, and cohesive intervention framework. One facet of this framework is a continuum of integrated, overlapping subsystems that embrace both school and community resources (e.g., subsystems to promote positive development, prevent problems, respond early after problem onset, and treat severe-chronic problems). Note that this intervention continuum is not well operationalized simply as tiers or levels of school intervention. Rather, the standard is that each level is developed as a subsystem that weaves together school and community resources, and each subsystem covers a delineated set of “content” arenas.

A conceptualization that organizes a delineated set of content arenas for addressing barriers to learning and teaching is the other facet of the framework. To illustrate standards for content arenas, the following uses the six arenas designated in the intervention framework prototype being used by pioneering states and districts.

Standard 1 addendum: Specific standards for the content arenas of a learning supports component

While the number and labels for designated content arenas may differ, as Standard 1 indicates: Schools need a conceptualization that organizes a delineated set of content arenas for addressing barriers to learning and teaching. (As one of the quality performance indicators for Standard 1 indicates, rather than a fragmented, “laundry-list” of programs, services, and activities, the learning supports need to be organized into a concise content or “curriculum” framework that categorizes and captures the essence of the multifaceted ways schools need to address barriers to learning.)

>Standard 1a. Continuous enhancement of regular classroom strategies to enable learning (e.g., improving instruction for students with mild-moderate learning and behavior problems and re-engaging those who have become disengaged from learning at school)

>Standard 1b. Continuous enhancement of a programs and systems for a full range of transition supports (e.g., assisting students and families as they negotiate school and grade changes, daily transitions, etc.)

>Standard 1c. Continuous enhancement of programs and systems to increase and strengthen home and school connections

>Standard 1d. Continuous enhancement of programs and systems for responding to, and where feasible, preventing school and personal crises (including creating a caring and safe learning environment)

>Standard 1e. Continuous enhancement of programs and systems to increase and strengthen community involvement and support (e.g., outreach to develop greater community involvement and support, including enhanced use of volunteers)

>Standard 1f. Continuous enhancement of programs and systems to facilitate student and family access to effective services and special assistance as needed.

*Adapted from: Standards & Quality Indicators for an Enabling or Learning Supports Component online at – http://smhp.psych.ucla.edu/summit2002/qualityindicators.pdf*
**Area: Reworking Operational Infrastructure**

*Standard 2. Establishment of an integrated operational infrastructure framework for a comprehensive, systemic, and equitable component for addressing barriers to learning and teaching.*

Developing and institutionalizing a unified and comprehensive system of learning supports requires mechanisms that are integrated with each other and are fully integrated into school improvement efforts. The need at all levels is to rework infrastructure to support efforts to address barriers to learning in a cohesive manner and to integrate the work with efforts to promote healthy development and with instruction and with the management/governance mechanisms. This requires dedicated administrative leadership (with leaders involved in system governance, planning and implementation), a learning supports leadership team and work groups (focused on functions such as mapping, analysis, and priority setting for intervention development and resource allocation; integration, communication and information management; capacity building; quality improvement and accountability).

**Area: Enhancing Resource Use**

*Standard 3. Appropriate resource use and allocation for developing, maintaining, and evolving the component.*

Appropriate use of resources is based on up-to-date gap and outcome analyses and established priorities for improving the component. Resource allocation involves (re)deployment of available funds to achieve priorities. Cost-efficiencies are achieved through collaborations that, in common purpose, integrate systems and weave together learning support resources within the school, among families of schools, from centralized district assets, and from various community entities.

**Area: Continuous Capacity Building**

*Standard 4. Capacity building for developing, maintaining, and evolving the component.*

Capacity building involves enhancing ongoing system and stakeholder development and performance. The work requires allocation of resources to provide effective and efficient mechanisms and personnel to carry out a myriad of capacity building functions.

**Area: Continuous Evaluation and Appropriate Accountability**

*Standard 5. Formative and summative evaluation and accountability are fully integrated into all planning and implementation.*

Formative evaluation provides essential data related to progress in improving processes and achieving benchmarks and outcomes. In the initial phase of component development, formative evaluation focuses heavily on feedback and benchmarks related to specific developmental tasks, functioning of processes, and immediate outcomes. Formative evaluation is an ongoing process with an increasing focus on intermediate and then long-range outcomes. Summative data on intermediate outcomes are gathered as soon as the component is operating as an integrated system. Summative data on long-range outcomes are gathered after the component has operated as an integrated system for two years. Accountability indicators should fit the phase of component development. This means the primary focus is on developmental benchmarks in the early phases. When the accountability focus is on student impact, the primary emphasis is on the direct enabling outcomes for students that each arena of the component is designed to accomplish. As these accountability indicators show solid impact, they can be correlated with academic progress to estimate their contribution to academic achievement.
Concluding Comments

School improvement discussions across the country are standards-based and accountability driven. Disconnects are inevitable when curriculum and teaching standards are developed separately. And this is a problem that needs correction.

Beyond this problem, however, is the failure of the current standards movement to deal with the reality that curriculum and teaching standards fall far short of providing a focus on how schools can enhance equity of opportunity for all. Such standards continue to give short shrift to factors that interfere with successful teaching and pay too little attention to the many students manifesting moderate-to-severe learning, behavior, and emotional problems. Establishing standards for student/learning supports is essential to rectifying these short-comings.

None of this argues against the necessity of improving standards for curriculum and instruction. The intent here is to highlight that the current standards movement does little to address barriers to learning and teaching and re-engage disconnected students. The policy need is for a third component that does so directly and systematically. Standards generated for such a component can then help drive and guide component development and personnel preparation.

The next decade must mark a turning point for how schools and communities address the many barriers to learning experienced by children and youth. Needed in particular are initiatives to transform how teachers and their many colleagues work to stem the tide of learning, behavior, and emotional problems. Such a transformation is essential to enhancing achievement for all, closing the achievement gap, reducing dropouts, and increasing the opportunity for schools to be valued as treasures in their neighborhood.

Notes


2Transforming Student and Learning Supports: Trailblazing Initiatives!


# School improvement standards are a tool that reflects the public’s aspirations for its education system.

# Such standards become a political problem when they are prematurely turned into accountability demands.

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Improving Schools? Not Another Special Initiative!

What Will It Take To Close The Opportunity Gap? Ultimately, the opportunity gap ... will not be closed by a set of programs and initiatives that benefit some individuals but do not have a larger scale, collective impact. ... The solution is not technical. It’s not about data. It is about fundamental change at the social, political and cultural levels.

Warren Simmons, Executive Director (2014)
Annenberg Institute for School Reform

As part of the litany of school improvement proposals, editorial and OP ED pages commonly offer advocacy about ways for schools to do better in closing what many refer to as the opportunity gap. Advocacy for doing more usually follows any event that increases public concern about matters such as violence at schools, bullying, dropouts, the achievement gap, etc. One result is that schools are constantly confronted with requests and mandates for another initiative (e.g., another pilot project, another program) to better address learning, behavior, or emotional problems. Most schools are stretched thin by the many programs already underway. So it is not surprising that a common reaction of administrators is: Enough - we can't take on another thing! Nevertheless, when extramural funds are attached, budget-starved schools generally find special initiatives almost irresistible.

While special initiatives to address a specific problem in schools usually are well-intentioned, ad hoc additions can have pernicious effects on school improvement. For example: a new initiative often reduces attention to other important concerns – especially when budgets are tight; many such initiatives are keyed to a relatively few students; projects funded extramurally tend to be short-lived; piecemeal policies and practices further fragment what is already a too scattered approach to ameliorating problems. Of greatest consequence, however, is that this type of tinkering exacerbates the ongoing marginalization of efforts to make fundamental systemic changes in how student and learning supports are provided.

In terms of public education policy, the problem lies with the reality that prevailing policy stresses a two component framework for school improvement. One component emphasizes enhancing instruction; the other intends to improve the management/governance of schools. Some attention, of course, also is given to student and schooling problems. However, in most school systems, these matters are at best a secondary concern in school improvement planning and practice.

The two component framework works fine for schools where few students encounter barriers to success. The framework is grossly insufficient for addressing the complex array of factors interfering with student success at schools enrolling large numbers from economically
Moving to a three component framework for school improvement. The necessity in such schools is to embrace a three component vision for school improvement policy and practice that establishes addressing barriers to learning and teaching as a unified, primary, and essential third component for school improvement.

In response to the number of schools and students in trouble, there is movement toward adopting a three component school improvement policy as a basis for fundamentally transforming student and learning supports. Such a transformation involves:

- Expanding the policy framework for school improvement to fully integrate, as primary and essential, a student and learning supports component.
- Reframing student and learning support interventions to create a unified and comprehensive system of learning supports in-classrooms and school-wide.
- Reworking the operational infrastructure to ensure effective daily implementation and ongoing development of a unified and comprehensive system for addressing barriers to learning and teaching.
- Enhancing approaches for systemic change in ways that ensure effective implementation, replication to scale, and sustainability.

Analyses of many school improvement plans underscores how far away most schools are from playing an effective role in addressing barriers to learning and teaching and enabling equity of opportunity. And schools that mainly tinker with systemic changes and continue to add special initiatives in an ad hoc and piecemeal manner are unlikely to be more effective.

Trailblazing work already is underway in places such as Alabama where education leaders are pioneering the three component framework using research and resources from UCLA and additional resources from Scholastic. This work is transforming student and learning supports into a unified, comprehensive, systemic, and equitable approach to addressing a full range of overlapping learning, behavior, and emotional concerns.

As the pioneering efforts demonstrate, state departments of education, districts, and schools can undertake fundamental transformation of how they address barriers to learning and teaching. And progress can be accelerated through enabling legislation at all levels. In particular, as Congress eventually faces up to the reauthorization of the Elementary and Secondary Education Act, the need is for unifying the approach to
addressing barriers to learning and teaching (i.e., delineating a third primary and essential component for school improvement policy).

It is time to face up to what the Carnegie Council Task Force on Education of Young Adolescents stressed back in 1989. As they clearly stated, while "school systems are not responsible for meeting every need of their students, when the need directly affects learning, the school must meet the challenge"

Transforming student and learning supports, of course, is an enormous challenge. To do less, however, is to maintain an extremely unsatisfactory status quo, and this will exacerbate the threat to public education and to democracy.

\[\text{1See Transforming Student and Learning Supports: Trailblazing Initiatives!}
\text{http://smhp.psych.ucla.edu/pdfdocs/newsletter/summer14.pdf}\]

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**Given sparse resources, not working strategically is a recipe for failure.**

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There’s never time to plan things right.

True, but there’s always time to do things wrong!
Prevention and Schools

While advocacy grows for schools to play a greater role in preventing educational, psychosocial, physical, and mental health problems, prevention in schools remains a relatively limited enterprise—usually funded as discrete projects and with “soft” money. Moreover, programs in place are so fragmented that they often produce inappropriate redundancy, counterproductive competition, and work against the type of systemic collaboration that is essential for establishing connections among school interventions and between school and community resources. This state of affairs increases costs, reduces effectiveness, and is perpetuating widespread marginalization of prevention initiatives.

It is common for prevention in schools to be developed in isolation of the rest of the full intervention continuum (i.e., not as one subsystem to be integrated within the continuum).* There also is a continuing tendency to focus interventions mainly on students, thereby deemphasizing the role of environmental factors in causing student problems.

What exists is a vicious cycle of unsatisfactory policy, research, practice, and training. And, the cycle is likely to continue as long as prevention is viewed narrowly and as a separate enterprise.

Some Fundamental Points about Prevention and Schools

We addressed prevention and schools some years ago in a journal article entitled Moving Prevention from the Fringes into the Fabric of School Improvement and, more recently, in a chapter entitled Placing Prevention into the Context of School Improvement. Given the renewed advocacy, it is time to stress once again the following fundamental points about prevention and schools:

• Promotion of positive growth (including enrichment opportunities) can contribute to prevention but also stands alone as the essential foundation for human development.

• To avoid “blaming the victim,” prevention efforts must pay substantial attention to addressing school, home, and neighborhood factors that play a significant role in causing and maintaining educational, psychosocial, physical, and mental health problems. Thus, while prevention focuses on benefitting people, improving environmental conditions also is a fundamental concern.

• Prevention efforts are occurring in schools and communities, and these efforts must be integrated and coordinated and, where they overlap, resources should be woven together. Moreover, schools and communities must collaborate in new ways, and the efforts must be fully integrated into school improvement policy, planning, implementation, and accountability.

• Primary prevention in school is part of one subsystem within a full intervention continuum and advocacy for prevention needs to account for the whole continuum. In schools and in public

*In education, the intervention continuum often is described simply in terms of tiers or levels of school intervention. In contrast, the points highlighted here and graphically illustrated on p. 13 stress that such tiers/levels are better conceived as a set of integrated, overlapping subsystems that embrace both school and community resources.
health initiatives, primary prevention is referred to as universal intervention because the focus is on populations and general environmental conditions rather than individuals (e.g., all or large segments of students in a district, at a school).

- Secondary prevention is part of an intervention subsystem introduced as early after problem onset as feasible. The aims are to prevent the problem from worsening and minimize negative side effects. In schools and in public health initiatives, secondary prevention is referred to as selective and indicated intervention because the focus is on specific groups and environmental conditions directly affecting them.

- Tertiary prevention is part of a subsystem for treating severe-chronic problems, with the aims of keeping them from worsening and minimizing negative side effects. Often referred to as indicated interventions and provided in a *system of care*, the focus is on designated individuals, their families, and surrounding environmental conditions.

- Properly conceived, implemented, and embedded, initiatives such as *Response to Intervention* can play a role in promoting positive development and in primary, secondary, and tertiary prevention.

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**About Embedding Prevention into School Improvement Policy as Part of a High Priority for Addressing Factors that Interfere with Learning and Teaching***

Prevention of learning, behavior, and emotional problems, although a long-standing concern, clearly is not a high priority in school improvement policy and practice. It is one thing to advocate for prevention; it is quite another to convince school policy makers to integrate a comprehensive approach to prevention as part of their school improvement agenda. We have found that such an argument must be framed broadly in the context of the mission of schools (which, of course, is to educate the young).

In pursuing their mission, school policy makers focus primarily on direct ways to improve instruction. This emphasis is fostered by current accountability demands stemming from federal legislation. As a result, the trend is for school improvement planning to marginalize attention to many preventable and correctable interfering factors. This is the case for both internal and external barriers to learning. Fortunately, relatively few youngsters start out with internal dysfunctions or disabilities that lead to learning, behavior, and emotional problems. For many children and adolescents, however, a range of external factors is interfering with schools accomplishing their mission.

Anyone who works with young people is all too familiar with the litany of factors that can interfere with learning, development, and teaching. Such factors are strongly related to the achievement gap and to student (and teacher) dropouts. It is the impact of so many interfering factors that argues for schools and communities offering a much more comprehensive focus on prevention and doing so in the context of full continuum of interventions that is fundamentally integrated into school improvement.

*As the first article in this e-journal indicates, various states and districts are currently moving in the direction of embedding prevention into a comprehensive approach that is fully integrated into school improvement policy and practice. ([See Transforming Student and Learning Supports: Trailblazing Initiatives!](http://smhp.psych.ucla.edu/pdfdocs/newsletter/summer14.pdf)]*)
**As federal policy expands to make RTI and PBIS school-wide practices, reference to multiple tiers of intervention are common. The simplicity of the tiered presentation is appealing and helps underscore differences in levels of intervention. However, focusing simply on levels of intensity, while essential, is insufficient. Three basic concerns about the formulation are that it mainly stresses levels of intensity, does not address the problem of systematically connecting interventions that fall into and across each level, and does not address the need to connect school and community interventions. As a result, it has done little to promote the type of intervention framework that policy and practice analyses indicate is needed to guide schools in developing a unified and comprehensive system of student and learning supports.**

**References**


***See references at [http://smhp.psych.ucla.edu/materials/recentchapters.htm](http://smhp.psych.ucla.edu/materials/recentchapters.htm)
New & Recent Resources


*http://smhp.psych.ucla.edu/materials/recentchapters.htm


> About the Value of Student and Learning Supports (Hot Topic) http://smhp.psych.ucla.edu/hottopic.htm or go to our home page and click on Hot Topics.

Revised Website Feature

Practitioner Resources and Community of Practice Exchange

We are upgrading our website resources for practitioners including the Net Exchange which provides and captures interchanges on specific topics. See:

> the array of resources at http://smhp.psych.ucla.edu/netexch.htm
> posted exchanges at http://smhp.psych.ucla.edu/newnetexchange.htm

If you have ideas for how these can be improved or want to be added to weekly practitioner exchange let us know. Contact: Ltaylor@ucla.edu

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Write: Center for Mental Health in Schools, Dept. of Psychology, UCLA, Los Angeles, CA 90095-1563

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For the latest on Center resources and activities, see http://smhp.psych.ucla.edu – click on What’s New

Intro to Online Leadership Institute Webinar for Learning Supports

How can schools ensure that all students have an equal opportunity to succeed at school? As an aid in addressing this core question, we collaborated with Scholastic to develop an online institute to enhance school leaders understanding of a unified and comprehensive system of learning supports that addresses barriers to learning and teaching and re-engages disconnected students. See intro at http://smhp.psych.ucla.edu/institute/session1.htm

There cannot be a crisis next week. My schedule is already full.
Henry Kissinger