



## Enhancing a School Board's Focus on Addressing Barriers to Learning & Teaching

Most school boards do not have a standing committee that gives full attention to the problem of how schools address barriers to learning and teaching. This is not to suggest that boards are ignoring such matters. Indeed, items related to these concerns appear regularly on every school board's agenda. The problem is that each item tends to be handled in an ad hoc manner, without sufficient attention to the "Big Picture." One result is that the administrative structure in most districts is not organized in ways that coalesce its various functions (programs, services) for addressing barriers. The piecemeal structure reflects the marginalized status of such functions and both creates and maintains the fragmented policies and practices that characterize efforts to address barriers to student learning.

Given that every school endeavors to address barriers to learning and teaching, school boards should carefully analyze how their committee structure deals with these functions. Because boards already have a full agenda, such an analysis probably will require use of an ad hoc committee. This committee should be charged with clarifying whether the board's structure, time allotted at meetings, and the way the budget and central administration are organized allow for a thorough and cohesive overview of all functions schools pursue to enable learning and teaching. In carrying out this charge, committee members should consider work done by pupil services staff (e.g., psychologists, counselors, social workers, attendance workers, nurses), compensatory and special education, safe and drug free schools programs, dropout prevention, aspects of school readiness and early intervention, district health and human service activities, initiatives for linking with community services, and more. Most boards will find (1) they don't have a big picture perspective of how all these functions relate to each other, (2) the current board structure and processes for reviewing these functions do not engender a thorough, cohesive approach to policy, and (3) functions related to addressing barriers to learning are distributed among administrative staff in ways that foster fragmentation.

*If this is the case, the board should consider establishing a standing committee that focuses in depth and consistently on the topic of how schools in the district can enhance their efforts to improve instruction by addressing barriers in more cohesive and effective ways.*

### What a Standing Committee Needs to Do

The primary assignment for the committee is to develop a comprehensive policy framework to guide reforms and restructuring so that *every school* can make major improvements in how it addresses barriers interfering with the performance and learning of its students. Developing such a framework requires revisiting existing policy with a view to making it more cohesive and, as gaps are identified, taking steps to fill them.

***Mapping***

Current policies, practices, and resources must be well-understood. This requires using the lens of addressing barriers to learning to do a complete mapping of all district owned programs, services, personnel, space, material resources, cooperative ventures with community agencies, and so forth. The mapping process should differentiate between (a) regular, long-term programs and short-term projects, (b) those that have the potential to produce major results and those likely to produce superficial outcomes, and (c) those designed to benefit all or most students at every school site and those designed to serve a small segment of the district's students. In looking at income, in-kind contributions, and expenditures, it is essential to distinguish between "hard" and "soft" money (e.g., the general funds budget, categorical and special project funds, other sources that currently or potentially can help underwrite programs). It is also useful to differentiate between long- and short-term soft money. It has been speculated that when the various sources of support are totaled in certain schools as much as 30% of the resources may be going to addressing barriers to learning. Reviewing the budget through this lens is essential in moving beyond speculation about such key matters.

***Analysis***

Because of the fragmented way policies and practices have been established, there tends to be inefficiency and redundancy, as well as major gaps in efforts to address barriers to learning. Thus, a logical focus for analysis is how to reduce fragmentation and fill gaps in ways that increase effectiveness and efficiency. Another aspect of the analysis involves identifying activities that have little or no effects; these represent resources that can be redeployed to help underwrite the costs of filling major gaps.

***Rethinking  
policy***

A framework offering a picture of the district's total approach for addressing barriers to learning should be formulated to guide long-term strategic planning. A well-developed framework is an essential tool for evaluating all proposals in ways that minimize fragmented and piecemeal approaches. It also provides guidance in outreaching to link with community resources in ways that fill gaps and complement school programs and services. That is, it helps avoid creating a new type of fragmentation by clarifying cohesive ways to weave school and community resources together.

***Systemic  
reforms***

The above tasks are not simple ones. And even when they are accomplished, they are insufficient. The committee must also develop policy and restructuring proposals that enable substantive systemic changes. These include essential capacity building strategies (e.g., administrative restructuring, leadership development, budget reorganization, developing stakeholder

readiness for changes, well-trained change agents, strategies for dealing with resistance to change, initial and ongoing staff development, monitoring and accountability). To achieve economies of scale, proposals can capitalize on the natural connections between a high school and its feeders (or a “family” of schools). Centralized functions should be redefined and restructured to ensure that central offices/units support what each school and family of schools is trying to accomplish.

## Ensuring the Work Bears Fruit

The committee’s efforts will be for naught if the focus of their work is not a regular topic on the board’s agenda and a coherent section of the budget. Moreover, the board’s commitment must be to addressing barriers to learning in powerful ways that enable teachers to be more effective -- as contrasted to a more limited commitment to providing a few mandated services or simply increasing access to community services through developing coordinated/integrated school-linked services.

Given the nature and scope of necessary changes and the limited resources available, the board probably will have to ask for significant restructuring of the district bureaucracy. (Obviously, the aim is not to create a larger central bureaucracy.) Moreover, it is essential to adopt a realistic time frame for fully accomplishing the changes that are needed.

Establishing and building the capacity of a board committee to address barriers to learning and teaching is a challenging undertaking. Problems arise, but most are the rather common ones associated with committee and team endeavors. And, most can be anticipated and minimized.

The Center report on *Boards of Education to Enhance Schools Effectiveness in Addressing Barriers to Student Learning*  
<http://smhp.psych.ucla.edu/pdfdocs/boardrep.pdf>

\*The national Center at UCLA co-directed by Howard Adelman and Linda Taylor.

## Committee Composition

The nature and scope of the work call for a committee that encompasses

- one or more board members who chair the committee (all board members are welcome and specific ones are invited to particular sessions as relevant)
- district administrator(s) in charge of relevant programs (e.g., student support services, Title I, special education)
- several key district staff members who can represent the perspectives of principals, union members, and various other stakeholders
- nondistrict members whose jobs and expertise (e.g., public health, mental health, social services, recreation, juvenile justice, post secondary institutions) make them invaluable contributors to the tasks at hand .

To be more specific:

>It helps if more than one board member sits on the committee to minimize proposals being contested as the personal/political agenda of a particular board member.

>Critical information about current activity can be readily elicited through the active participation of a district administrator (e.g., an associate/assistant superintendent) responsible for “student support programs” or other major district’s programs that address barriers to learning.

>Similarly, a few other district staff usually are needed to clarify how efforts are playing out at schools across the district and to ensure that site administrators, line staff, and union considerations are discussed. Also, consideration should be given to including representatives of district parents and students.

>Finally, the board should reach out to include members on the standing committee from outside the district who have special expertise and who represent agencies that are or might become partners with the district in addressing barriers to learning. For example, in one district, the committee included key professionals from post secondary institutions, county departments for health, and social services, public and private youth development and recreation organizations, and the United Way. The organizations all saw the work as highly related to their mission and were pleased to donate staff time to the committee.