V. Some Tools for Specific Needs

A. Examples of Policy Statements

B. Phasing-in an Enabling or Learning Supports Component – throughout a District or in One School

C. Expanding Standards and Accountability to Encompass a Student Support Component to Address Barriers and Enable Learning

D. Job Descriptions for Learning Support (Enabling) Component Leadership at a School Site

E. Reframing the Roles and Functions of Student Support Staff

F. Establishing a Resource-Oriented Team at a School Site

G. Weaving School-Community Resources Together

H. Rethinking a School Board’s Committee Structure

I. Levels of Competence and Professional Development

J. Example of a Formal Proposal for Moving in New Directions

K. Infrastructure for Learning Supports at District, Regional, and State Offices
Examples of Policy Statements

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 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
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.

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 encompasses efforts related to its component for addressing barriers to student learning and enhancing healthy development.

(cont.)
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 economies 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.
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:

   C Children are our most important natural resource;
   C Families should be supported in education of their children;
   C Each student should reach proficiency on challenging academic standards and assessments;
   C A quality staff is essential in carrying out the mission of the agency;
   C Supportive working relationships that value diversity within the ESD are vital to achieving our mission;
   C Community partnerships maximize resources;
   C Adequate and stable financial resources are required for a quality education;
   C Interagency relationships strengthen services to children;
   C Delivering effective services to schools is a process of continuous improvement;
   C 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.
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 ongoing 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
Introducing Assembly Bill No. 171

Introduced by Assembly Member Yee

January 20, 2005

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

AB 171, as introduced, Yee. Pupils

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.
(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
problemsolving 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 decisionmaking 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 schoolsite council.
Resource Aid B
Phasing-in the Component

In talking about new directions for student support, we find different stakeholders often are talking about different matters, and this can produce controversies and conflict. So let’s start off with the following as our initial frames of reference.

**All students** – Ultimately, we are talking about ensuring that every student has an equal opportunity to succeed at school.

**Using resources appropriately** – It is essential to use resources in ways that are effective. But effectiveness is not just a matter of achieving specific outcomes for a few youngsters. The appropriate aim in deploying resources in schools is to meet the needs of the many.

**Evolving new directions** – Meeting the needs of the many requires rethinking how resources should be used to provide learning supports and deploying resources in ways that evolve a comprehensive, multifaceted, and cohesive approach that addresses barriers to student learning and promotes healthy development.

**Pursuing resource-oriented functions** – Evolving new directions involves the ability to carry out a variety of resource-oriented functions in a proactive way. These include providing leadership, capacity building, and oversight for mapping what exists, analyzing current resource use, establishing priorities for program development, making recommendations for resource (re)deployment and enhancement to improve programs and systems, participating in decision making, and more.

**Building a school-site infrastructure** – Working on resource-oriented functions requires establishing and sustaining organizational and operational mechanisms that are linked into an effective and efficient infrastructure at the school site.

**Building a feeder pattern infrastructure** – After a school site infrastructure is functioning appropriately, it needs to be connected to other schools in a complex or feeder pattern (e.g., a family of schools) in order to maximize use of available resources and achieve economies of scale.

**Rethinking the central office infrastructure** – Then, infrastructure connections with a district’s central office can be reworked to ensure that site-based and school cluster efforts are effectively nurtured.

**School-community collaboratives** – Ultimately, the emphasis on enhancing school and community connections leads to considerations of how school infrastructure mechanisms braid with community infrastructure mechanisms to establish effective, function-oriented school-community collaboratives.

**Working together** – For infrastructure mechanisms to be efficient and effective, stakeholders must work together with a dedicated task focus. Thus, not only are we talking about building and sustaining infrastructure, we are talking about working together to improve outcomes for all students.
Efforts to restructure how schools operate require much more than implementing demonstrations at a few sites. Improved approaches are only as good as a school district’s ability to develop and institutionalize them at every school. This process often is called diffusion, replication, roll out, or scale-up.

For the most part, education researchers and reformers have paid little attention to the complexities of large-scale diffusion. Furthermore, leadership training has given short shrift to the topic of scale-up. Thus, it is not surprising that proposed systemic changes are not accompanied with the resources necessary to accomplish the prescribed changes throughout a school-district in an effective manner. Common deficiencies include inadequate strategies for creating motivational readiness among a critical mass of stakeholders, especially principals, teachers, and parents, assignment of change agents with relatively little specific training in facilitating large-scale systemic change, and scheduling unrealistically short time frames for building capacity to accomplish desired institutional changes.

In reading the following, think about restructuring student support in terms of establishing over time a comprehensive, multifaceted, and integrated component to address barriers to learning and teaching (e.g., an enabling or learning support component as described in the concept paper). The outlined framework and guidelines for such a component conveys a vision of the type of comprehensive, multifaceted approach needed at every school site. In organizing such a component, it is the content of each of the basic areas needed to address barriers to learning that guides program planning, implementation, evaluation, personnel development, and stakeholder involvement. The intent is to create a cohesive set of programs and services that is thoroughly integrated with the instructional and management components. Such a component evolves by building a continuum of programs/services – from primary prevention to treatment of chronic problems – using a continuum of interveners, advocates, and sources of support (e.g., peers, parents, volunteers, nonprofessional staff, professionals-in-training, professionals). Building such a component requires blending resources. Thus, the emphasis throughout is on collaboration – cooperation, coordination, and, where viable, integration – among all school and community.
In pursuing major systemic restructuring, a complex set of interventions is required. These must be guided by a sophisticated scale-up model that addresses substantive organizational changes at multiple levels. A scale-up model is a tool for systemic change. It addresses the question "How do we get from here to there?" Such a model is used to implement a vision of organizational aims and is oriented toward results.

The vision for getting from here to there requires its own framework of steps, the essence of which involves establishing mechanisms to address key phases, tasks, and processes for systemic change. As the Exhibit on the following page highlights, these include creating an infrastructure and operational mechanisms for

1. orientation and creating readiness: enhancing the climate/culture for change;
2. start-up and phase in – initial implementation: adapting and phasing-in a prototype with well-designed guidance and support;
3. maintenance/institutionalization: ensuring the infrastructure maintains and enhances productive changes;
4. ongoing evolution: creative renewal.

In the following discussion, we take as given that key mechanisms for implementing systemic changes have been established. These mechanisms are essential when fundamental restructuring is to be carried out throughout a school district.

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

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John Maynard Keynes

Major system change is not easy, but the alternative is to maintain a very unsatisfactory status quo.
Steps in Establishing a Learning Support or Enabling Component at a School

At any site, key stakeholders and their leadership must understand and commit to restructuring; commitment must be reflected in policy statements and creation of an infrastructure that ensures the necessary leadership and resources.

Orientation and Creating Readiness

1) Build interest and consensus for developing the learning support (enabling) component
2) Introduce basic ideas to relevant groups of stakeholders
3) Establish a policy framework -- the leadership group at a school should make a policy commitment that adopts a comprehensive, multifaceted, and cohesive approach to enabling learning by addressing barriers to learning as a primary and essential component of school improvement
4) Identify a site leader (equivalent to the leader for the instructional component) to ensure policy commitments are carried out

Start-up and Phase-in: Building an Infrastructure and Putting it to Work

5) Establish and provide leadership training for a steering group and other change agents to guide component development
6) Formulate specific start-up and phase-in plans
7) Establish a site-based resource-oriented mechanism (e.g., a Resource Coordinating Team) and train those who staff it
8) Organize learning support activity into a delineated set of intervention arenas and develop standing work groups for each area to begin mapping and analyzing resources and formulating initial recommendations for enhancing intervention systems;
9) Refine school infrastructure so that learning supports (enabling) component is fully integrated with the instructional and management components
10) Develop ad hoc work groups to enhance component visibility, communication, sharing, and problem solving
11) Attempt to fill program/service gaps and pursue economies of scale through outreach designed to establish formal collaborative linkages with other schools in the feeder pattern and with district-wide and community resources
12) Establish a system for quality improvement and evaluation of impact

Maintenance and Evolution: Toward Refinement, Increased Outcome Efficacy, and Creative Renewal

13) Plan for maintenance
14) Develop strategies for maintaining momentum and progress
15) Generate creative renewal
As more and more emphasis is placed on committees, teams, collaborative bodies, and other groups that come together, there has been increasing concern about just going to meetings and not making any progress. One problem is that a fundamental organizational principle often is neglected. That principle states simply: *structure follows function.*

*We are unlikely to create an effective infrastructure if we are not clear about the functions we want to accomplish.*

Efforts to effectively provide learning supports at a school involve (a) intervention-oriented functions and (b) resource-oriented functions. Moving in new directions adds functions specifically related to (c) systemic change.

For example:

- C in responding to the needs of individuals students and families, the emphasis is on such *case-oriented intervention functions* as determining who needs what and how soon (triage), referrals to appropriate interventions, coordinating and managing interventions, monitoring progress and reassessing needs, and related activity;

- C *resource-oriented functions* include mapping and analyzing how resources are being used and establishing priorities for how to deploy and redeploy resources to improve school outcomes;

- C *systemic change functions* include how to create readiness for change, how to build stakeholder capacity for change, how to phase in changes, and how to sustain them.
Restructuring Student Support from the School Outward

The focus is first on what is needed at the school level . . .

. . . then on what families of schools and system-wide resources can do to support each school’s approach for addressing barriers to learning and teaching

From a decentralized perspective and to maintain the focus on evolving a comprehensive continuum of programs/services at every school site, it is a good idea to conceive the process of restructuring from the school outward. That is, first the focus is on school level mechanisms related to the component to address barriers to learning and teaching. Then, based on analyses of what is needed to facilitate and enhance school level efforts, mechanisms are conceived that enable groups or “families” of schools to work together where this increases efficiency and effectiveness and achieves economies of scale. Then, system-wide mechanisms can be (re)designed to support what each school and family of schools are trying to develop.

An infrastructure of organizational and operational mechanisms at school, multiple school sites, and system-wide are required for oversight, leadership, resource development, and ongoing support. Such mechanisms provide ways to (a) arrive at decisions about resource allocation, (b) maximize systematic and integrated planning, implementation, maintenance, and evaluation of enabling activity, (c) outreach to create formal working relationships with community resources to bring some to a school and establish special linkages with others, and (d) upgrade and modernize the component to reflect the best intervention thinking and use of technology. At each system level, these tasks require that staff adopt some new roles and functions and that parents, students, and other representatives from the community enhance their involvement. They also call for redeployment of existing resources, as well as finding new ones.

Awareness of the myriad political and bureaucratic difficulties involved in making major institutional changes, especially with limited financial resources, leads to the caution that the type of large-scale restructuring described below is not a straight-forward sequential process. Rather, the changes emerge in overlapping and spiraling phases.
A programmatic approach for addressing barriers to learning must coalesce at the local level. Thus, the school and its surrounding community are a reasonable focal point around which to build a multi-level organizational plan. Moreover, primary emphasis on this level meshes nicely with contemporary restructuring views that stress increased school-based and neighborhood control.

If the essential programs for addressing barriers to learning and teaching are to play out effectively at a school site, policymakers and administrators must ensure that the necessary infrastructure is put in place. In most settings, this can be done by restructuring support services and other activities currently used to address barriers to learning and promote healthy development. Through proper redeployment of such resources, every school can expect to enhance its educational results.

From a school's perspective, there are three overlapping challenges in moving from piecemeal approaches to an integrated component for addressing barriers to learning. One involves weaving existing activity together, including curricula designed to foster positive social, emotional, and physical development. A second entails evolving programs so they are more effective. The third challenge is to reach out to other resources in ways that expand the component. Such outreach encompasses forming collaborations with other schools, establishing formal linkages with community resources, and attracting more volunteers, professionals-in-training, and community resources to work at the school site.

Meeting the above challenges requires development of well-conceived mechanisms that are appropriately sanctioned and endowed by governance bodies. For example, with respect to the six programmatic areas outlined in the concept paper, specific school-based mechanisms must exist so that all are pursued optimally in daily practice and are maintained over time. One way to conceive the necessary mechanisms is in terms of school-based program teams. The functions of each team are to ensure programmatic activity is well-planned, implemented, evaluated, maintained, and evolved. In forming such teams, identifying and deploying enough committed and able personnel may be difficult. Initially, a couple of motivated and competent individuals can lead the way in a particular program area – with others recruited over time as necessary and/or interested. Some "teams" might even consist of one individual. In some instances, one team can address...
more than one programmatic area or may even serve more than one school. Many schools, of course, are unable to simultaneously establish mechanisms to cover all six areas. Such schools must establish priorities and plans for how they will phase in their restructuring efforts. The initial emphasis, of course, should be on weaving together existing resources and developing program teams designed to meet the school's most pressing needs, such as enhancing programs to provide student and family assistance, crisis assistance and prevention, and ways to enhance how classrooms handle garden variety learning, behavior, and emotional problems.

In addition to program teams, a separate on-site organizational mechanism for resource coordination addresses overall cohesion among programmatic areas. This mechanism also can be a team. Such a school-based Resource Coordinating Team can reduce fragmentation and enhance cost-efficacy of enabling activity by assisting program teams in ways that encourage them to function in a coordinated and increasingly integrated manner. Properly constituted, this group also provides on-site leadership for efforts to address barriers comprehensively and ensures the maintenance and improvement of a multifaceted and integrated approach (see Resource Aid F).

Most schools do not have an administrator whose job definition outlines the leadership role and functions necessary for developing a comprehensive approach for addressing barriers to learning. This is not a role for which most principals have time. Thus, it is imperative to establish a policy and restructure jobs to ensure there is a site administrative leader for this component. Such a role may be created by redefining a percentage (e.g., 50%) of a vice/assistant principal’s day or, in schools that are too small to have such personnel, the principal might delegate some administrative responsibilities to a coordinator. This person must sit on the Resource Coordinating Team and then represent and advocates the team’s recommendations whenever the administrative team meets. This administrator also advocates for the team’s recommendations at governance body meetings when decisions are made regarding programs and operations – especially decisions about use of space, time, budget, and personnel.
Finally, a *staff lead* can be identified from the cadre of line staff who have expertise with respect to addressing barriers to student learning. If a site has a Center facility (e.g., Family or Parent Resource Center or a Health Center), the Center coordinator might fill this role. This individual also must sit on the Resource Coordinating Team and then advocate at key times for the team’s recommendations at the administrative and governance body tables.

Besides facilitating the development of a potent component to address barriers to learning, both the administrative and staff lead play key roles in daily implementation, monitoring, and problem solving.

As will be evident on the following pages, conceptualization of the necessary school level infrastructure helps clarify what supportive mechanisms should be developed at school complex-cluster and system-wide levels.
Mechanisms for Clusters of Schools

Neighboring schools have common concerns and may have programmatic activity that can use the same resources. By sharing, they can eliminate redundancy and reduce costs. Some school districts already pull together clusters of schools to combine and integrate personnel and programs. These are sometimes called complexes or families.

A multischool Resource Coordinating Council for a cluster or “family” of schools provides a mechanism to help ensure cohesive and equitable deployment of resources and also can enhance the pooling of resources to reduce costs. Such councils 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.) 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 link with individual schools.

To these ends, 1 to 2 representatives from each school’s Resource Coordinating Team can be chosen to form a council and meet at least once a month and more frequently as necessary. Such a mechanism can 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, the group 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. More generally, the council provides a useful mechanism for leadership, communication, maintenance, quality improvement, and ongoing development of a component for addressing barriers to learning and teaching. Natural starting points for councils are the sharing of needs assessment, resource mapping, analyses, and recommendations for reform and restructuring. Specific areas of initial focus may be on such matters as addressing community-school violence and developing prevention programs and safe school plans.
System-wide Mechanisms

School and multi-site mechanisms are not sufficient. System-wide policy guidance, leadership, and assistance are required. With respect to establishing a component for addressing barriers to learning, a district policy commitment represents a necessary foundation. Optimally, the policy should place development of a comprehensive, integrated approach for enabling learning on a par with instruction and management (see Resource Aid A).

Mechanisms that seem essential are:

- **a system-wide leader for the component**

  Then, the district must adopt a prototype and create necessary system-wide mechanisms for operationalizing the component. Development of system-wide mechanisms should reflect a clear conception of how each supports school and cluster level activity. Three system-wide mechanisms seem essential in ensuring coherent oversight and leadership for developing, maintaining, and enhancing an enabling component. One is a system-wide leader with responsibility and accountability for the component (e.g., an associate superintendent). This leader's functions include (a) evolving the district-wide vision and strategic planning for an enabling component, (b) ensuring coordination and integration of enabling activity among groups of schools and system-wide, (c) establishing linkages and integrated collaboration among system-wide programs and with those operated by community, city, and county agencies, and (d) ensuring integration with instruction and management. The leader's functions also encompass evaluation, including determination of the equity in program delivery, quality improvement reviews of all mechanisms and procedures, and ascertaining results.

- **a system-wide leadership group**

  Two other recommended mechanisms at this level are a system-wide leadership group and a resource coordinating body. The former can provide expertise and leadership for the ongoing evolution of the component for addressing barriers to learning and teaching; the latter can provide guidance for operational coordination and integration across groups of schools. The composition for these will have some overlap. The district-level resource coordinating body should include representatives of multischool councils and unit heads and coordinators. The leadership group should include (a) key district administrative and line staff with relevant expertise and vision, (b) district staff who can represent the perspectives of principals, union members, and various other stakeholders, and (c) nondistrict members whose job 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.
A cadre of Organization Facilitators provide a change agent mechanism that can assist in the development and maintenance of cluster councils and resource-oriented school teams (see Exhibit on following page). Such personnel also can help organize basic "interdisciplinary and cross training" to create the trust, knowledge, skills, and the attitudes essential for the kind of working relationships required if the mechanisms described above are to operate successfully. Through such training, each profession has the opportunity to clarify roles, activities, strengths, and accomplishments, and learn how to link with each other.

Matters related to addressing barriers to learning and teaching 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. School boards should carefully analyze how their committee structure deals with these functions. Most boards will find (a) they don’t have a big picture perspective of how all these functions relate to each other, (b) the current board structure and processes for reviewing these functions do not engender a thorough, cohesive approach to policy, and (c) 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 indepth 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 (see Resource Aid H).
Establishing Resource-Oriented Mechanisms Using Organization Facilitators as Change Agents

Staff at all levels require assistance in establishing and maintaining an appropriate infrastructure for a component to address barriers to learning. Specially trained Organization Facilitators represent a mechanism that embodies the necessary expertise to help (a) develop essential school-based leadership, (b) establish program and coordinating teams and councils, and (c) clarify how to link up with community resources.

At the school level, one facilitator can rotate within a group of schools to phase-in an appropriate infrastructure over a period of a year. Then, that facilitator can move on to another group of schools. After moving on, the facilitator can return periodically to assist with maintenance, share new ideas for program development, help with such development, and contribute to related inservice. Work to date suggests that a relatively small cadre of Organization Facilitators can phase-in desired mechanisms throughout a relatively large district over a period of several years. Pupil service personnel who have been redeployed and trained for these positions adapt quite easily to the functions and report high levels of job satisfaction. Current efforts related to developing an enabling component at a school help clarify some of these points.

The Organization Facilitator's first step was to help policy makers understand the need to restructure the school's support programs and services. This led to adoption of the enabling component concept by the site's governance body and to an agreement about the role the Organization Facilitator would play in helping staff implement reforms.

The process of restructuring began with assignment of an assistant principal to function as the component's administrative leader and establishment of a coordinating team consisting of the school's pupil service personnel, the administrative leader, the staff lead, and several teachers. As a focal point for restructuring, the Organization Facilitator helped the team map and analyze all school resources being used to address barriers to student learning. The six interrelated areas described in Part I provided a template to organize mapping and analyses, as did the self-study surveys included as resource aids at the end of this guidebook.

By clustering existing activities into the six areas, the team was able to consider a new programmatic vision for the school's efforts to address barriers to learning and enhance healthy development. By analyzing activities from this perspective, the team identified essential activities, major programmatic gaps, redundant efforts, and several long-standing activities that were having little effect. Decisions were made to eliminate redundant and ineffective activity and redeploy the resources to strengthen essential programs and begin to fill gaps.

As one facet of the school's community outreach, the Organization Facilitator has trained staff how to bring community resources to the site in ways that do not displace essential school resources. This is accomplished by integrating the community as part of the enabling component – linked each available community resource to one or more of the six areas either to fill a gap or enhance the school staffs' efforts by becoming part of an ongoing program. To ensure coordination and integration, all community agencies working at the site are asked to have a representative participate on the Resource Coordinating Team.
The following overview of major steps reflects the phases for systemic change discussed.

At each level of restructuring, a critical mass of key stakeholders and their leadership must understand and commit to restructuring plans. The commitment must be reflected in policy statements and creation of an infrastructure that ensures necessary leadership and resources and on-going capacity building. To these ends, it behooves the Board of Education to establish a standing committee focused on the district’s efforts to address barriers to learning and promote healthy development (see Resource Aid H). Such a committee can play a major role in reviewing, analyzing, and redeploying the various funding sources that underwrite district efforts to address barriers to learning and promote healthy development.

As a guide for planning, implementation, and evaluation, the process is conceived in terms of four phases covering fourteen major steps:

C Build interest and consensus for restructuring and developing a comprehensive, multifaceted, integrated approach (e.g., an enabling/learning support component)

C Introduce basic ideas to relevant groups of stakeholders

C Establish a policy framework – the leadership groups at each level should establish a policy commitment making development of a comprehensive approach to addressing barriers to learning a primary and essential component of school reform

C Identify leaders for this component at the district level and at each school site (equivalent to the leaders for the instructional component) who have the responsibility and accountability for ensuring that policy commitments are carried out in a substantive manner
Phase 2:
Initial Implementation

1. Establish a system-wide steering group, a steering group at each school site, and an infrastructure to guide the process of change; provide all individuals involved in guiding the change process with leadership and change agent training.

2. Formulate specific plans for starting-up and phasing in the new approach (see Exhibit on the following pages).

3. Establish and train resource-oriented groups at each level – beginning with school site Resource Coordinating Teams, then Cluster Resource Coordinating Councils, and finally a system-wide body.

4. Reorganize and cluster activity for addressing barriers to learning into a relatively delimited number of areas that are staffed in a cross-disciplinary manner (for example, activity could be clustered into the six areas outlined for an enabling component with staff reassigned in ways that overlap areas).

5. Create mechanisms for effective communication, sharing, and problem solving to ensure the new component is implemented effectively and is highly visible to all stakeholders.

6. Use cluster and system-wide resource coordinating groups to identify additional resources that might be redeployed from the school district, neighboring schools, and the community to fill program/service gaps; form partnerships as appropriate.

7. Establish a system for quality improvement.

8. Develop plans for maintaining the new component (e.g., strategies for demonstrating results and institutionalizing the necessary leadership and infrastructure).

Phase 3:
Institutionalization

9. Develop strategies for maintaining momentum and progress (e.g., ongoing advocacy and capacity building – paying special attention to the problem of turnover and newcomers; systems for quality assurance and regular data reporting; ongoing formative evaluations to refine infrastructure and programs).

Phase 4:
Ongoing Evolution

10. Develop a plan to generate creative renewal (e.g., continue to expand restructuring to include all programs that address barriers to learning, including those designated as compensatory and special education).
Examples of Areas Schools Might Want to Designate as First Priorities in Developing an Enabling Component.

(1) Classroom-Focused Enabling

Clearly the primary focus in addressing barriers to student learning is on ongoing inservice for teachers – as reflected in this set of continuing education modules.

With respect to the other five programmatic areas, the efforts of a classroom teacher can be greatly enhanced by setting as priorities development of the following:

(2) Support for Transitions

Many schools need to enhance their positive "climate" for everyone - students, staff, families, others in the community. In particular, they can significantly reduce learning, behavior, and emotional problems by ensuring the development of three types of transition programs:

> Welcoming and Social Support Programs for Everyone

The greater the rate of student and staff mobility, the greater the priority for pursuing strategies to enhance welcoming and social support. A positive welcome is desirable at the various initial encounters school staff have with a new student and family, a new staff member, and all visitors. Each point of contact represents an opportunity and a challenge to positively assimilate newcomers into the school -- welcoming them, linking them with appropriate social supports, assisting them to make successful transitions, and identifying and providing additional assistance for those who are having difficulty adjusting. It is risky business for a school not to have programs that fully orient newcomers (students, family, staff), connect them with specific peers (e.g., peer buddies), orchestrate their entrance into ongoing groups and activities, and so forth (see the Center's introductory packet entitled: "at Schools Can Do to Welcome and Meet the Needs of All Students and Families).

> Articulation Programs

Many students have difficulty making the transition from grade-to-grade and many more have difficulty going from elementary to middle school or from middle to high school. Indeed, many "dropouts" occur during transitions to high school. Programs are needed that (a) provide all students with opportunities to prepare themselves psychologically for such changes and (b) identify and intervene on behalf of any student who is having difficulty adjusting during the actual period of transition. Comparable programs are useful for family members and new staff.

> Before, During, and After School Recreation, Academic Support, & Enrichment, Programs

Many schools have significant problems with tardies, bullying, substance abuse, and other forms of behavior that contribute to poor student performance. Well-designed and structured recreation and enrichment are basic to encouraging proactive behavior. Offered before school they lure students to school early and thus reduce tardies. Offered at lunch, they can reduce the incidence of harassment and other negative interactions. After school, they provide alternatives to antisocial interactions in the community, and paired with positive opportunities for enriched and personalized academic support, they offer renewed hope for those who have learning problems.

(cont.)
(3) Home Involvement in Schooling

Besides what the school already is doing to enhance home involvement, there should be an intensive, proactive, positive outreach program aimed at families housing students who are experiencing learning, behavior, and emotional problems. Such activity should be accompanied by a commitment to minimizing negative contacts with family members (blaming and fingerwaving).

> Programs to strengthen the family

It is rarely a mystery as to what family members need and would value from the school. In outreaching to attract family members to the school, the first priority should be development of programs and services related to the area of Student and Family Assistance (see below).

(4) Emergency/Crisis Response and Prevention

> Response Plan & Crisis Team

Every school probably has a written crisis response plan. For such a plan to be viable and in order to pursue an enhanced focus on preventing crises, a strong priority should be to establish and build the capability of a Crisis Team.

(5) Student and Family Assistance

While a wide range of assistance programs and services can be developed over the years, the first priorities in this area are:

> Establishing access to emergency assistance for basic life needs (e.g., food, clothes, shelter, safety, emergency health care and dentistry, legal aid)

This usually involves identifying appropriate referral agencies and establishing direct links to them to facilitate family access.

> Literary and extra academic support program (e.g., family literacy, tutors, GED preparation, ESL classes, related software for computers)

> Social and emotional counseling (support groups, individual and group counseling)

(6) Community Outreach

> Volunteer recruitment program (e.g., parents, college students, senior citizens, mentors from the business community)
Resource Aid C

Expanding Standards and Accountability to Encompass a Student Support Component to Address Barriers and Enable Learning

School-reform across the country is "standards-based" and accountability driven (with the dominant emphasis on improving academic performance as measured by achievement test scores). Given these realities, efforts to reform student support in ways that move it from its current marginalized status must delineate a set of standards and integrate them with instructional standards. And, to whatever degree is feasible, efforts must be made to expand the accountability framework so that it supports the ongoing development of comprehensive, multifaceted approaches to addressing barriers and promoting healthy development.

Standards

Establishing standards is another facet of ensuring high levels of attention and support for development of comprehensive, multifaceted approaches to address barriers to learning. To illustrate a starting point in developing such a set of standards, included here are:

>a set of Guidelines for a Student Support Component


>the Quality Student Support Criteria and Rubrics from the Hawai`i Department of Education’s document entitled: Standards Implementation Design System

Once the standards are formulated, they must be thoroughly incorporated in every school's improvement plan. This is a necessary step toward making the policy commitment visible at every school, and it establishes the framework for ensuring relevant accountability. An example of an expanded framework for school accountability is provided.
Guidelines, Standards and Accountability for a Student Support Component

The following guidelines are based on a set of underlying principles for designing comprehensive, multifaceted, and cohesive approaches to student support (for specific rationale statements and references for each guideline, see http://smhp.psych.ucla.edu/summit2002/guidelinessupportdoc.pdf). Clearly, no school currently offers the nature and scope of what is embodied in the outline. In a real sense, the guidelines define a comprehensive vision for defining and implementing student support in schools. They also provide the basis for developing standards, quality indicators, and accountability measures.

GUIDELINES FOR A STUDENT SUPPORT COMPONENT*

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

1.1 Addressing common educational and psychosocial problems (e.g., learning problems; language difficulties; attention problems; school adjustment and other life transition problems; attendance problems and dropouts; social, interpersonal, and familial problems; conduct and behavior problems; delinquency and gang-related problems; anxiety problems; affect and mood problems; sexual and/or physical abuse; neglect; substance abuse; psychological reactions to physical status and sexual activity; physical health problems)

1.2 Countering external stressors (e.g., reactions to objective or perceived stress/demands/crises/deficits at home, school, and in the neighborhood; inadequate basic resources such as food, clothing, and a sense of security; inadequate support systems; hostile and violent conditions)

1.3 Teaching, serving, and accommodating disorders/disabilities (e.g., Learning Disabilities; Attention Deficit Hyperactivity Disorder; School Phobia; Conduct Disorder; Depression; Suicidal or Homicidal Ideation and Behavior; Post Traumatic Stress Disorder; Anorexia and Bulimia; special education designated disorders such as Emotional Disturbance and Developmental Disabilities)

2. Timing and Nature of Problem-Oriented Interventions

2.1 Primary prevention

2.2 Intervening early after the onset of problems

2.3 Interventions for severe, pervasive, and/or chronic problems

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

3.1 Ensuring academic success and also promoting healthy cognitive, social, emotional, and physical development and resilience (including promoting opportunities to enhance school performance and protective factors; fostering development of assets and general wellness; enhancing responsibility and integrity, self-efficacy, social and working relationships, self-evaluation and self-direction, personal safety and safe behavior, health maintenance, effective physical functioning, careers and life roles, creativity)

3.2 Addressing external and internal barriers to student learning and performance

3.3 Providing social/emotional support for students, families, and staff

*Adapted from: Mental Health in Schools: Guidelines, Models, Resources, and Policy Considerations a document developed by the Policy Leadership Cadre for Mental in Schools. Available from the Center for Mental Health in Schools at UCLA. Downloadable from the Center’s website at: http://smhp.psych.ucla.edu

Aid C-2
Guidelines for a Student Support Component (cont.)

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

4.1 Assessment for initial (first level) screening of problems, as well as for diagnosis and intervention planning (including a focus on needs and assets)

4.2 Referral, triage, and monitoring/management of care

4.3 Direct services and instruction (e.g., primary prevention programs, including enhancement of wellness through instruction, skills development, guidance counseling, advocacy, school-wide programs to foster safe and caring climates, and liaison connections between school and home; crisis intervention and assistance, including psychological and physical first-aid; prereferral interventions; accommodations to allow for differences and disabilities; transition and follow-up programs; short- and longer-term treatment, remediation, and rehabilitation)

4.4 Coordination, development, and leadership related to school-owned programs, services, resources, and systems – toward evolving a comprehensive, multifaceted, and integrated continuum of programs and services

4.5 Consultation, supervision, and inservice instruction with a transdisciplinary focus

4.6 Enhancing connections with and involvement of home and community resources (including but not limited to community agencies)

5. Assuring Quality of Intervention

5.1 Systems and interventions are monitored and improved as necessary

5.2 Programs and services constitute a comprehensive, multifaceted continuum

5.3 Interveners have appropriate knowledge and skills for their roles and functions and provide guidance for continuing professional development

5.4 School-owned programs and services are coordinated and integrated

5.5 School-owned programs and services are connected to home & community resources

5.6 Programs and services are integrated with instructional and governance/management components at schools

5.7 Program/services are available, accessible, and attractive

5.8 Empirically-supported interventions are used when applicable

5.9 Differences among students/families are appropriately accounted for (e.g., diversity, disability, developmental levels, motivational levels, strengths, weaknesses)

5.10 Legal considerations are appropriately accounted for (e.g., mandated services; mandated reporting and its consequences)

5.11 Ethical issues are appropriately accounted for (e.g., privacy & confidentiality; coercion)

5.12 Contexts for intervention are appropriate (e.g., office; clinic; classroom; home)

6. Outcome Evaluation and Accountability

6.1 Short-term outcome data

6.2 Long-term outcome data

6.3 Reporting to key stakeholders and using outcome data to enhance intervention quality
Standards with Quality Indicators to Guide Development of an Enabling or Learning Supports Component

Area: Framing and Delineating Intervention Functions

Standard 1. Establishment of an overall unifying intervention framework for a comprehensive, multifaceted, and cohesive component for addressing barriers to learning and teaching.

An Enabling or Learning Supports Component is fully integrated into the school’s comprehensive education plan. The Component is operationalized into a comprehensive, multifaceted, and cohesive intervention framework. One facet of this framework is the continuum delineating the scope of desired intervention. The other facet is a conceptualization that organizes the “content” arenas for addressing barriers to learning and teaching, with due appreciation for the role played by efforts to promote healthy development. Because of the importance of each of the content arenas, specific standards for each are delineated as an addendum after the following quality indicators are stated.

Quality Indicators for Standard 1:

C The school leadership team has detailed an intervention design for an Enabling or Learning Supports Component (i.e., a comprehensive, multifaceted, and cohesive component for addressing barriers to learning and teaching) and has delineated a plan for its full and ongoing development.

C Compensatory and special education mandates are fully addressed and embedded into the Component, as are all special initiatives and projects for addressing barriers to learning and teaching.

C The school plan for the Component is implemented in ways that build on what exists and that moves toward full development in phases and in keeping with established priorities.

C School stakeholders express understanding and support for the importance of fully developing the Component.

C The continuum of programs and services are organized into a set of integrated systems. The systems range from promoting healthy development, and preventing problems – through responding to problems soon after onset – to providing special assistance for severe and chronic problems. Such a continuum encompasses efforts to enable academic, social, emotional, and physical development and address learning, behavior, and emotional problems at every school and through connections with home and community resources.

C Rather than a fragmented, “laundry-list” of programs, services, and activities, the learning supports are 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 (see example in Exhibit 3).

C The continuum of interventions is combined with the content arenas to create the unifying umbrella framework for the Component (see example in Exhibit 4). The intervention matrix is used as a tool to guide ongoing development of the Component (e.g., mapping and analysis of resources, identifying gaps and redundancies).
All interventions are embedded within the matrix framework and are designed to meet basic functions a school needs for addressing barriers to learning and promoting healthy development.

Learning supports are applied in all instances where there is need and are implemented in systemic ways that ensure needs are assessed and addressed appropriately, with as little disruption as feasible of a student's normal involvement at school and with appropriate referrals and support for follow-through when necessary.

There is an emphasis on practices and integrated systems that reduce the need for referral of individuals for specialized assistance, including “prereferral interventions and response to intervention strategies that emphasize enhancing the fit with instruction through personalization (i.e., matching a student’s motivation as well as capabilities).

Programs and services (including assessment activity) are based on state of the art best practices for addressing barriers to learning and promoting positive development.

Library, multimedia, and advanced technology resources are used as appropriate to facilitate intervention efforts. This includes the school’s computerized information management system, which should incorporate a broad range of data related to the Component’s work with students and families.

Standard 1 addendum: Specific Standards for the Content Arenas of an Enabling or Learning Supports Component

While the number and labels for designated content arenas may differ, as Standard 1 states: Schools need to deal with a conceptualization that organizes the “content” arenas for addressing barriers to learning and teaching, with due appreciation for the role played by efforts to promote healthy development. And, as the relevant quality indicator in 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. To illustrate standards for content arenas, the following uses the six arenas designated in Exhibits 3 and 4.

>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)

Specific Quality Indicators for Standard 1a:

Classroom teachers invite available supports into the classroom to enhance assistance for students (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)

Support is provided to teachers to redesign classroom approaches in ways that 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)

Teachers are provided with personalized professional development to enhance their capability to meet the needs of a wider range of individual differences (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)
There is a variety of accessible curricular enrichment and adjunct programs to enhance students' positive attitudes toward teachers and school (e.g., enrichment activities are available for all students and are not tied to reinforcement schedules)

Classroom approaches are used to create and maintain a caring and supportive climate through a consistent emphasis on enhancing feelings of competence, self-determination, and relatedness to others at school and reducing threats to such feelings.

>Standard 1b. Continuous enhancement of 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.)

Specific Quality Indicators for Standard 1b:

School-wide and classroom welcoming and social support programs for newcomers are visible and in operation (e.g., welcoming signs, materials, and initial receptions; peer buddy and mentoring programs for students, families, staff, volunteers)

There are daily transition programs for before school, breaks, lunch, afterschool (including moving from location to location)

Articulation programs are implemented each year and encompass extended orientations and follow-up interventions for those who are having difficulty in the new setting (e.g., grade to grade – new classrooms, new teachers; elementary to middle school; middle to high school; in and out of special education programs)

As needed, there are summer or intersession programs (e.g., catch-up, recreation, and enrichment programs)

School-to-career/higher education transition interventions begin in elementary school and are integrated at every grade through graduation (e.g., counseling, pathway, and mentor programs)

There is broad involvement of stakeholders in planning transition supports (e.g., students, staff, home, police, faith groups, recreation, business, higher education)

Capacity building is provided for all stakeholders involved in enhancing transition programs and activities

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

Specific Quality Indicators for Standard 1c:

Interventions are available to help address 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)

Mechanisms for communication and connecting school and home are regularly used, reach most homes, and are designed to enhance interchange, collaboration, and networking with primary caretakers (e.g., opportunities at school for family networking and mutual support, learning, recreation, enrichment, and for family members to receive special assistance and to volunteer to help; phone calls and/or e-mail from teacher and other staff with good news; frequent and balanced conferences – student-led when feasible; outreach to attract hard-to-reach families – including student dropouts)

Homes are regularly involved in student decision making (e.g., families are encouraged and supported in enhancing capabilities for involvement in program planning and problem-solving)
Regular programs are offered to encourage and enhance capabilities for home support of learning and development (e.g., family literacy; family homework projects; family field trips).

Families are recruited regularly to play a role in strengthening school and community (e.g., volunteers to welcome and support new families and help in various capacities; families prepared for involvement in school governance).

Capacity building is provided for all stakeholders involved in enhancing home involvement.

> **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)

**Specific Quality Indicators for Standard 1d:**

Immediate assistance is provided in emergencies so students can resume learning.

Follow up care is provided as necessary (e.g., brief and longer-term monitoring).

A school-focused Crisis Team is in place and has a response plan.

Crisis prevention programs are in operation (e.g., bullying and harassment abatement programs).

If there are high priority gaps in crisis prevention efforts, a work group is developing programs to fill the gaps.

Staff, students, and families have been instructed with respect to response plans and recovery efforts.

Prevention programs are integrated into systems to promote healthy development and prevent problems.

School staff work with community members and agency representatives to integrate planning for response and prevention.

Capacity building is provided for all stakeholders involved in enhancing crisis response and prevention.

> **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)

**Specific Quality Indicators for Standard 1e:**

Outreach programs are operating on a regular basis to recruit a wide range of community resources (e.g., public and private agencies; colleges and universities; local residents; artists and cultural institutions, businesses and professional organizations; service, volunteer, and faith-based organizations; community policy and decision makers).

Outreach programs encompass strategies for screening, preparing, and maintaining community resource involvement (e.g., mechanisms to orient and welcome, enhance the volunteer pool, maintain current involvements, enhance a sense of community).
Interventions are implemented on a daily basis to reach out to students and families who don't come to school regularly – including truants and dropouts.

School staff work with community members and agency representatives to connect and integrate school and community efforts to promote child and youth development and a sense of community.

Capacity building is provided for all stakeholders involved in enhancing community involvement and support (e.g., policies and mechanisms to enhance and sustain school-community involvement, staff/stakeholder development on the value of community involvement, “social marketing”)

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

Specific Quality Indicators for Standard 1f:

Extra support is providing as soon as a need is recognized and is provided in the least disruptive way (e.g., prereferral interventions in classrooms; problem solving conferences with parents; open access to school, district, and community support programs)

Referral and support for follow-through for students and families with problems are provided in a timely manner and are based on response to extra support (e.g., response to intervention, identification/screening processes, assessment, referrals, and follow-up – school-based, school-linked)

Access to direct interventions for health, mental health, and economic assistance is enhanced through integrated school-based, school-linked, and community-based programs and services

Systems have been developed and in operation for care monitoring, management, information sharing, and follow-up assessment to coordinate individual interventions and check whether referrals and services are adequate and effective

Mechanisms have been developed and in operation for resource coordination and integration to avoid duplication, fill gaps, garner economies of scale, and enhance effectiveness (e.g., braiding resources from school-based and linked interveners, feeder pattern/family of schools, community-based programs; linking with community providers to fill gaps)

Mechanisms have been developed and in operation to enhance stakeholder awareness of programs and services

Capacity building is provided for all stakeholders involved in enhancing student and family assistance systems, programs, and services
Area: Reworking Infrastructure

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

Developing and institutionalizing a comprehensive component for learning supports requires infrastructure mechanisms that are integrated with each other and are fully integrated into school improvement efforts. Along with a unified approach for providing learning supports, the need at a school 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 (see example in Exhibit 5). More specifically, infrastructure must be designed with respect to mechanisms for daily (1) governance, (2) leadership, (3) planning and implementation of specific organizational and program objectives, (4) coordination and integration for cohesion, (5) communication and information management, (6) capacity building, and (7) quality improvement and accountability.

**Quality Indicators for Standard 2:**

The school leadership team has detailed an infrastructure design for an Enabling or Learning Supports Component and has delineated a plan for its full and ongoing development.

There is a designated administrative leader for an Enabling or Learning Supports Component. This leader’s job description delineates specific roles, functions, and accountabilities related to planning, capacity building, implementation, evaluation, and sustainability of the Component and is expected to allocate at least 50% of each day to pursuing functions relevant to the Component. This leader meets regularly with the school’s governance and advisory bodies and staff to represent the Component’s concerns in all planning and decision making.

In addition to an administrative leader, a broad-based leadership body is in place to ensure overall development of the Component. This body consists of advocates who are responsible for ensuring the vision for the component is not lost and who provide input to administrators and other key stakeholders. Besides the administrative leader for the component, this body should include one or two other key school leaders, perhaps a key agency person or two, a few well-connected community “champions,” and even someone with relevant expertise from a local institution of higher education. Such a group meets monthly (more often if major problems arise) to review progress, problem solve, and so forth.

A resource-oriented team (e.g., a Learning Supports Resource Team) for the Component is functioning effectively as part of the school's infrastructure. The team is responsible for bringing together the administrative leader and staff leaders of major initiatives, projects, and programs addressing barriers to learning to focus on how all resources for learning supports are used at the school and to encourage increasingly cohesive and systemic intervention efforts. It also monitors and enhances the work of case-oriented teams such as Student Assistance Teams and IEP teams. The team is a mechanism to ensure appropriate overall use of what exists (including braiding together existing school and community resources). It also works to enhance the pool of resources. In addition, the team guides the Component’s (a) capacity building agenda, (b) development, implementation, and evaluation, and (c) full integration with the instructional and governance/management components.

Work groups are formed as needed to address specific concerns (e.g., mapping resources, planning for capacity building and social marketing, addressing problems related to case-oriented systems), develop new programs (e.g., welcoming and social support strategies for newcomers to the school), implement special initiatives (e.g., positive behavior support), and so forth. Such groups usually are facilitated by a member of the resource team who recruits a small group of others from the school and community who are willing and able to help. The group facilitator provides regular updates to the resource team on work group progress and
brings back feedback from the Team. Ad hoc work groups take on tasks that can be done over a relatively short time period, and the group disbands once the work is accomplished. Standing work groups focus on defined program areas and pursue current priorities for enhancing intervention in a given arena. For example, a standing work group might be established for any of the six content arenas of the Enabling Component.

The Component is fully integrated into the school infrastructure. There are organizational and operational links within the various groups involved in planning, implementing, capacity building, evaluating, enhancing quality, and sustaining learning supports. There also are links connecting the Component with the instructional and governance/management components and with general mechanisms at the school for communication, information management, and problem solving with students, staff, families, and the community. Routine procedures are in place to ensure all activities are implemented in a manner that coordinates and integrates them with each other.

The school’s computerized information management system, email, website, voicemail and other advanced technology are used to facilitate effective and efficient communication of information and the functioning and integration of all infrastructure mechanisms.

A multi-site learning supports resource mechanism for a “family” of schools (e.g., a Learning Supports Resource Council) brings together representatives from each participating school's resource team (see example in Exhibit 5). A family of schools are those in the same geographic or catchment area that have shared concerns and among whom some programs and personnel already are or can be shared in strategic ways. An especially important group of schools are those in a “feeder pattern” (elementary, middle, high school) where it is common for a school at each level to interact with students from the same families. The multi-site resource mechanism ensures cohesive and equitable deployment of resources, improves connections with neighborhood resources, and enhances the pooling of resources. It reduces individual school costs by minimizing redundancy and pursuing strategies to achieve economies of scale.

**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.

**Quality Indicators for Standard 3:**

All resources used for student/learning supports are coalesced to create the budget for the Component.

The total school budget is allocated equitably in keeping with the timetable for achieving the Component’s standards.

The resources allocated for learning supports are mapped and analyzed and the mapping and analysis are routinely updated and communicated to decision maker and other concerned stakeholders.

Priorities are established for improving the Component.

Each year, all school resources for learning supports are allocated and redeployed based on priorities and analyses of effectiveness and cost efficiencies.
Allocations are regularly audited to ensure cost-effectiveness and efficiency.

Collaborative arrangements for each family of schools are resulting in (a) braiding resources, (b) enhancing effective use of learning supports and (c) achieving economies of scale.

Collaborative arrangements are in place with all appropriate community entities to (a) fill gaps in the Component, (b) enhance effective and efficient use of learning supports, and (c) achieve economies of scale.

Centralized district assets are used to facilitate the school’s and the family of schools’ efforts to (a) braid resources, (b) enhance effective use of learning supports (c) achieve economies of scale, (d) fill gaps in the Component, and (e) develop appropriate collaborative arrangements with 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.

**Quality Indicators for Standard 4:**

A comprehensive strategic plan has been developed for capacity building, based on gap analyses and designed to enhance a sense of community and shared ownership.

Appropriate mechanisms are in place, with specified leadership and staffing for implementing the capacity building plan.

All who are responsible for capacity building have an appropriate background of education and experience (or access such expertise), including a focus on systemic change, organizational development, and collaborative coaching; centralized district assets are used to provide them with ongoing professional development.

Support is provided and procedures are implemented for connecting mechanisms into an integrated infrastructure.

Support is provided and ongoing procedures are implemented for embedding all learning supports into the Component and developing integrated systems (not just coordinated/ integrated services).

Support is provided and ongoing procedures are implemented for redefining and reframing Component leader and line staff roles and functions as appropriate and developing capability for new functions.

Staff recruitment for the Component leads to hiring the most competent personnel available with respect to ensuring the Component is effectively developed, maintained, and evolved.

The induction of new staff includes welcoming and providing orientation, transition supports, and job mentoring.

Welcoming, orientation, transition supports, and “mentoring” are provided for all other newcomers (e.g., students, families, community connections) using technology-supported strategies and materials specifically developed for these purposes.

Ongoing professional development is (a) provided for all personnel involved in any aspect of the Component and (b) is developed and implemented in ways that are consistent with the district's
Professional Development Standards and the school’s priorities for enhancing the Component’s capabilities.

A wide range of professional development strategies are used (e.g., mentoring, coaching, demonstrations, in situ modeling and support, special institutes, workshops, computerized programs, independent study, etc.).

Time is scheduled for staff to do essential planning for enhancing the Component.

Sufficient space, equipment, and supplies are allocated for the Component’s work; these are regularly monitored and improvements are made as needed (e.g., facilities used by the component are clean and in good repair, conflicts in scheduling are minimal).

The social environment is regularly monitored and improvements are made as needed (e.g., students and staff feel safe, respected, and positively connected to each other; conflicts are identified and resolved quickly through mechanisms designed to enhance positive connections; social control strategies are used with students only when other interventions have been ineffective; when social control is used, it is part of a sequence that includes interventions designed to re-engage students in classroom learning).

Support staff are involved in capacity building for teacher's to improve classroom and school-wide approaches for dealing effectively with mild-to-moderate behavior, learning, and emotional problems.

Support staff are involved in capacity building for paraprofessionals, aides, out of classroom school staff, and volunteers working in classrooms or with special school projects and services.

Systematic outreach and social marketing are conducted to communicate and connect with a wide range of community resources (not just service providers).

Systematic outreach and social marketing are conducted to communicate and connect with all families as stakeholders.

Ongoing education and training is provided for key stakeholders from the community and from families involved with the Component.

Centralized district assets are allocated in ways that directly aid capacity building and effective implementation of the Component at the school site and for the family of schools (e.g., feeder pattern).

Extramural funds are being sought that can help with systemic Component development; special grants that might interfere with ongoing systemic development are not being pursued.

**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 outlined below and
discussed in the next section of this report). As these accountability indicators show solid impact, they can be correlated with academic progress to estimate their contribution to academic achievement.

**Quality Indicators for Standard 5:**

Centralized district assets are allocated to support essential evaluative and accountability activity.

Regular procedures are in place to review the progress with respect to the overall development of the Component and its specific arenas of intervention, as well as the assessing the fidelity of implementation and initial impact.

Formative information is used to enhance progress in developing the Component.

Procedures are in routine use for gathering and reviewing information on the need for specific types of learning supports and for establishing priorities for developing/ implementing appropriate interventions. Special attention is paid to the effectiveness of interventions for (a) identifying and addressing classroom and school-wide learning and behavior problems that are preventable, (b) responding as soon as a problem is manifested for those that are not prevented, and (c) re-engaging students in classroom learning who have become disengaged (including dropouts).

Procedures are in routine use for gathering and reviewing data on how well the Component is meeting its objectives and goals; such data are used to inform decisions about capacity building, including infrastructure changes and personnel development.

Accountability indicators are appropriate for the current phase of Component development.

Primary accountability for Component outcomes focuses on the progress of students with respect to the direct enabling outcomes the Component is designed to accomplish (measures of effectiveness in addressing barriers, such as increased attendance, reduced tardies, reduced misbehavior, less bullying and sexual harassment, increased family involvement with child and schooling, fewer inappropriate referrals for specialized assistance, fewer inappropriate referrals for special education, fewer pregnancies, fewer suspensions, and dropouts).

When the Component is well-established, accountability expands to include a focus on how well the direct enabling outcomes correlate with enhanced academic achievement.

All data are disaggregated to clarify impact as related to critical subgroup differences (e.g., pervasiveness, severity, and chronicity of identified problems).

All data are reviewed for making decisions about enhancement and renewal.
From Hawai`i’s Department of Education document

Standards Implementation Design (SID) System

Excerpt on:

Quality Student Support (Criteria and Rubrics)

Available online at: http://doe.k12.hi.us/standards/sid.pdf
B. Quality Student Support

<table>
<thead>
<tr>
<th>Criterion B1. Environment that Promotes High Expectations for Student Learning and Behavior</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>To what extent...</strong></td>
</tr>
<tr>
<td>C does the school have a safe, healthy, nurturing environment that reflects the school's purpose?</td>
</tr>
<tr>
<td>C is the school environment (culture) characterized by a respect for differences, trust, caring, professionalism, support and high expectations for each student?</td>
</tr>
</tbody>
</table>

**Reflective Questions**

C To what extent does the school have a learning environment that is safe, clean, and orderly and where respect and concern for others can be observed in the classroom and other parts of the campus?

C What process is in place to gather input from students and parents on school rules, policies, and guidelines as they relate to high expectations for student learning and behavior?

C What strategies has the school employed to ensure that the resources such as the facilities, the campus, and the general environment are regularly inspected, maintained, and improved to ensure that it is conducive to student learning?

C What criterion-based decision-making and problem-solving models does the school use to balance diversity and equity issues and result in what's best for students, the school, and the community?

C What strategies do the school and the professional staff use to promote a culture of caring, trusting, and respectful relationships between and among students, teachers, administration, staff, and all other stakeholders in the classroom and on the campus that supports students' achievement of the HCPS and the schoolwide learner outcomes?

C What formal system is in place to share and build staff expertise and collegiality, encourage innovation and risk-taking, and celebrating success?

**Possible Areas to Analyze**

(Evidence to determine the extent to which this criterion is met)

C School profile data
C School and class size data
C Adequate and qualified staffing
C Surveys: School Quality Survey; surveys of students, parents, teachers, other staff, community
C Referrals and disciplinary action data
C School and state rules, policies, and codes (e.g., Administrative Rule Chapter 19, BOE Policies) School's discipline plan
C School's safety plan
C School Self-Inspection Safety Checklist
C Attendance policies
C Standards-based co-curricular activities
C Guidance program
C Peer mediation/conflict resolution programs
C Student profile
C Town, parent, student meeting notes
C Data on accidents and injuries due to physical environment
C Repair and Maintenance (R & M) requests, status
C Enrollment in AP, Honors, Gifted/Talented, and remedial classes by ethnicity, or other special population groupings
C Extent to which the school’s computer lab and library are used and for what purposes
**The SID Criteria**

### Criterion B2. Array Of Student Support Services

**To what extent...**

- C are students connected to a system of support services, activities, and opportunities at the school and within the community to help them achieve schoolwide learner outcomes through the curricular and co-curricular programs?
- C is there a system of support and array of support for students in and outside the school which includes:
  - C personalized classroom climate and differentiated classroom practices,
  - C prevention/early intervention,
  - C family participation,
  - C support for transition,
  - C community outreach and support, and
  - C specialized assistance and crisis/emergency support?

**Reflective Questions**

- C What kinds of evidence are available to support the effectiveness of support services offered to students? What types of extended learning opportunities are in place for all students?
- C Can the school and staff identify the array of support services available to students within the school setting?
- C How are students made aware of the array of support services available to them?
- C What strategies are used to ensure that students feel connected to the school?
- C How are co-curricular activities at the school used to support the achievement of the Hawai'i Content and Performance Standards and the schoolwide learner outcomes?
- C What is the relationship of the support services and activities to classroom instruction?

- C What process/strategies are in place to ensure that students have opportunities to be connected to a mentor or other significant, caring adult?
- C How are student support services evaluated to assess their impact on classroom instruction and learning?
- C How do students know they are making progress toward the achievement of the schoolwide learner outcomes and the HCPS?
- C What support services are made available in the areas of health, career and guidance counseling, personal counseling, and academic assistance?
- C What prevention and intervention services, programs, or strategies are offered by the school to establish a proactive approach to support student learning?
- C What transition services and practices exist within the school to help students move from level to level, school to school, grade to grade, program to program, etc.?
- C How are parents involved in the school to promote children's achievement of the Hawai'i Content and Performance Standards and the schoolwide learner outcomes?
- C What processes are currently in place for intervention or referral for students needing additional assistance?
- C Is the entire staff aware of these services?
- C Is the school coordinating the system of support services for maximum results? Within the school? With outside agencies? With the community and parents? Is the community aware of the request for services and the services available? How are community support services, identified and obtained for students?
- C What exists within the school to provide for crises or emergency situations?
### Standards Implementation Design

#### Possible Areas to Analyze
(Evidence to determine the extent to which this criterion is met)

- School profile data
- School and class size data
- Adequate and qualified staffing
- Surveys, e.g., School Quality Survey, surveys of Students, parents, teachers, staff, community, service providers
- Referrals
- School's discipline plan
- School's safety plan
- Advisor/advisee programs
- Student profile
- Level and type of student involvement in school activities
- Array of Services Matrix
- Teacher feedback on student achievement
- Student/teacher conferences
- Guidance program and/or curriculum
- Career pathways
- School Support Group/Team
- Description (written or graphic) of the school's student support system
- Listing of parent involvement and training activities

#### Criterion B3. School-Based Services Review

**To what extent...**

- does the school do an annual review of the support services offered to students taking into account: adequacy of the services offered, number of students identified and serviced and type of service, effectiveness of the service, and number of students identified and not serviced and why?

**Reflective Questions**

- Is the protocol, process, or model which is used to identify students who need support services clear, fair, consistent and comprehensive, timely, and effective in identifying students and their needs? How would this model or process be described?

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How does the school ensure that the assessment and implementation strategies used match the needs of the child? What strategies are in place to conduct ongoing monitoring of student progress so adjustments are made to ensure that services are responsive to the child at any given time?

- Is there a system of support for teachers that will help them identify and provide the array of support for students with special needs? What are some of the structured opportunities that enable teachers to discuss individual students?

- Are all teachers aware of the process used to identify students and the procedures for follow-up?

- What strategies are in place to keep parents informed and actively involved in their child's education?

#### Possible Areas to Analyze
(Evidence to determine the extent to which this criterion is met)

- Complex Service Testing Review results
- School profile data
- CSSS assessment of student support services
- Individuals with Disabilities Act (IDEA) state monitoring reports
- Documents at school showing array of student support services available
- Documents and other evidence that show that teachers are aware of the referral process/procedures (e.g., Faculty handbook, memos, bulletins, etc.)
- Norm- and criterion- referenced test scores, class quizzes, student work
- Surveys, interviews
- Disciplinary and other referrals
- Student/teacher conferences

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Aid C-17
Rubric III.B: Quality Student Support

Rubric III.B1. Environment that Promotes High Expectations for Student Learning and Behavior

To what extent...

- does the school have a safe, healthy, nurturing environment that reflects the school's purpose (mission)?
- is the school environment (culture) characterized by a respect for differences, trust, caring, professionalism, support, and high expectations for each student?

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<thead>
<tr>
<th>Component</th>
<th>4</th>
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<tbody>
<tr>
<td>Physical Environment</td>
<td>The school is a safe, healthy, secure, clean, accessible, well-maintained, functional, and attractive place that reflects the school purpose and contributes to the student achievement of the Hawai‘i Content and Performance Standards and schoolwide learner outcomes. All state mandates, codes, and regulations are met, as reflected in the school’s safety plan.</td>
<td>The school is a safe, healthy, secure, clean, accessible, well-maintained, functional, and attractive place that reflects the school purpose and contributes to the student achievement of the Hawai‘i Content and Performance Standards and schoolwide learner outcomes. All state mandates, codes, and regulations are met, as reflected in the school’s safety plan.</td>
<td>The school is maintained in a safe, healthy, clean, and accessible place that contributes to the achievement of the Hawai‘i Content and Performance Standards. Maintenance and safety requirements are met, as reflected on the school inspection report.</td>
<td>The school works at ensuring a safe and accessible place for staff and students. The main goal of maintenance is to pass the safety inspection.</td>
</tr>
<tr>
<td>Emotional Environment</td>
<td>The school community has created an inviting, nurturing, trusting, and caring atmosphere reflecting the school purpose. Everyone feels welcomed and has a sense of belonging in a climate that promotes academic, physical, emotional, and social growth. The facilitates student attainment of the Hawai‘i Content and Performance Standards and schoolwide learner outcomes and success in the co-curricular programs and activities.</td>
<td>The school staff practices inviting and nurturing strategies to establish a caring atmosphere generally reflecting the school purpose. The staff promotes student growth and well-being, the development of self-esteem through the recognition of academic and personal achievement as reflected by the attainment of the Hawai‘i Content and Performance Standards and schoolwide learner outcomes and success in co-curricular programs and activities.</td>
<td>The principal, individual teachers, grade levels, teams, or departments provide an atmosphere that promotes student growth. Student self-esteem is fostered on a limited basis through the recognition of academic success.</td>
<td>The principal is primarily responsible for creating a safe, secure campus which is conducive to the academic growth and physical well-being of students. However, some students feel unsafe at school at times.</td>
</tr>
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</table>
### Rubric III: Assessing Instructional and Organizational Effectiveness

#### Rubric III-B1. Environment that Promotes High Expectations for Student Learning and Behavior

<table>
<thead>
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<tbody>
<tr>
<td><strong>Learning Environment</strong></td>
<td>The school community has created a caring, nurturing, safe, well-managed, accessible, functional, attractive, self-monitoring learning environment. Students are interactively involved in challenging, integrated, student-centered learning experiences. Individual differences, special needs, and/or cultural diversity are respected and accommodated.</td>
<td>The school staff has created a caring, nurturing, safe, functional, accessible, and well-managed learning environment. Students are involved in challenging learning experiences. Provisions are made to accommodate individual differences, special needs, and/or cultural diversity.</td>
<td>The principal, individual teachers, and some grade levels, teams, or departments provide a safe, caring, accessible, and well-managed learning environment. Accommodations for students with special needs and/or cultural diversity are provided.</td>
<td>The principal and individual teachers are working on creating a safe, caring, and well-managed learning environment. Accommodations for students with special needs and/or cultural diversity are limited.</td>
</tr>
<tr>
<td><strong>Standards of Conduct</strong></td>
<td>The school community, including students, participates actively in development of behavioral standards. A clearly defined, written code of student conduct, including Chapter 19 requirements, is understood by all stakeholders and applied fairly and consistently. Students work toward self-monitoring and self-discipline. <strong>Systems</strong> the School leadership team meets at least quarterly, manages implementation of a proactive, preventative systems plan and conducts annual evaluations. <strong>Practices</strong> A behavior support system continuum and teaching procedures are in place for all students. <strong>Data</strong> Data measuring the effectiveness and efficiency of the behavior support continuum and teaching are utilized regularly for action planning.</td>
<td>The school community members are involved in development of behavioral standards. Students are aware of an abide by a written code of student conduct, including Chapter 19, that is fairly and consistently applied. <strong>Systems</strong> The school has a viable leadership team with a systems plan in place (schoolwide, classroom, non-classroom, and individual student systems). Proactive, preventative policies are established. <strong>Practices</strong> Procedures for teaching expected behaviors are implemented. <strong>Data</strong> A measurement system for tracking, monitoring, and evaluating schoolwide discipline systems is established and implemented.</td>
<td>The school leadership develops the school rules that are reviewed with students. The rules and sanctions are usually applied consistently. Chapter 19 is administered as mandated. <strong>Systems</strong> The school has a leadership team which agrees to a proactive, preventative purpose for schoolwide discipline. <strong>Practices</strong> Clearly stated rubrics of expected behaviors and rule violations for behavior/conduct are used. <strong>Data</strong> Evaluative questions and data measurement for schoolwide discipline are defined.</td>
<td>School rules and sanctions are imposed and often inconsistently applied. Chapter 19 is administered as mandated. <strong>Systems</strong> No school leadership team exists to address schoolwide discipline systematically. <strong>Practices</strong> Punitive practices to discipline exist. <strong>Data</strong> No data measurement system is in place to track and evaluate schoolwide discipline incidents.</td>
</tr>
</tbody>
</table>
Rubric III.B2: Array of Student Support Services

To what extent...
$are students connected to a system of support services, activities and opportunities at the school and within the community that meet the challenges of the curricular/co-curricular program that support the achievement of the standards and the schoolwide learner outcomes?
$is there a system of support and array of support for students in and outside the school which includes:- personalized classroom climate and differentiated classroom practices, prevention/early prevention, family participation, support for transition, community outreach and support and specialized assistance and crisis/emergency support?
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<tbody>
<tr>
<td>Physical and Emotional</td>
<td>Everyone in the school community is responsible for the physical</td>
<td>The school staff is responsible for the physical and emotional</td>
<td>The school faculty is responsible for the physical and emotional</td>
<td>The principal is primarily responsible for the physical and</td>
</tr>
<tr>
<td>Safety</td>
<td>and emotional safety of each other. Caring and support of others</td>
<td>safety of the students. The school has a comprehensive school</td>
<td>safety of the students. School rules are enforced. Faculty is</td>
<td>emotional safety of students. School rules are in place.</td>
</tr>
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<td></td>
<td>is the norm and a comprehensive school safety plan is in place.</td>
<td>safety program in place.</td>
<td>involved in developing a school safety program.</td>
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<tr>
<td>Support System</td>
<td>A comprehensive system of support within the school community is</td>
<td>Support services are coordinated within the school community and</td>
<td>Support services are coordinated within the school community.</td>
<td>Support services are available at the school.</td>
</tr>
<tr>
<td></td>
<td>networked with the military and other agencies to service students</td>
<td>networks with the military and other agencies to service students</td>
<td>Attempts are made to reach out and support students in a</td>
<td>Students and parents are responsible for students’ attendance,</td>
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<td></td>
<td>with identified needs. The system ensures that all students are</td>
<td>with identified needs. Opportunities are available through the</td>
<td>systematic way through counseling and health services.</td>
<td>participation in school-sponsored activities, and accessing</td>
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<td></td>
<td>connected to the school in meaningful ways through academic</td>
<td>academic program, co-curricular activities, counseling, and/or</td>
<td>• Students have established meaningful relationships with more</td>
<td>support services.</td>
</tr>
<tr>
<td></td>
<td>programs, a career and/or counseling programs, and health</td>
<td>health services for students to feel connected to and supported</td>
<td>than one positive adult role model within the school.</td>
<td>• The classroom conveys caring, respect, fairness, and a</td>
</tr>
<tr>
<td></td>
<td>services programs.</td>
<td>by the school.</td>
<td>• The classroom conveys caring, respect, fairness, and a</td>
<td>sense of belonging.</td>
</tr>
<tr>
<td></td>
<td>• Curriculum and instruction and support services are effectively</td>
<td>• Students can identify a school support group to which they</td>
<td>• The classroom conveys caring, respect, fairness, and a sense of</td>
<td></td>
</tr>
<tr>
<td></td>
<td>address and focus on the whole child and the experiences within</td>
<td>belong (e.g., elementary homeroom team, adviser-advisee, career</td>
<td>belonging.</td>
<td></td>
</tr>
<tr>
<td></td>
<td>the home, school and community.</td>
<td>paths, core team).</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Role of Staff</td>
<td>All school staff are aware and systematically utilize all support</td>
<td>Faculty are aware of and utilize support services available to</td>
<td>Faculty are aware of and utilize support services available to</td>
<td>Administrators and counselors are aware of support services</td>
</tr>
<tr>
<td></td>
<td>services available to students on site and in the community.</td>
<td>students on site and in the community as needed.</td>
<td>students on site as needed.</td>
<td>available to students within the school.</td>
</tr>
</tbody>
</table>

Aid C-21
### Rubric III: Assessing Instructional and Organizational Effectiveness

#### Rubric IIIB2. Array of Student Support Services

<table>
<thead>
<tr>
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<tr>
<td>Staff Involvement</td>
<td>All school staff routinely initiate formal and informal discussions or procedures aimed at seeking support and solutions for students who need assistance in achieving the HCPS and schoolwide learner outcomes.</td>
<td>Teachers consult with colleagues and administrators and counselors for problem resolution. Teachers have identified students who excel and who have special needs and provide encouragement and support.</td>
<td>Teachers consult with colleagues to resolve problems in the classroom. Teachers have identified students who have special needs and provide support whenever possible.</td>
<td>Teachers resolve problems in the classroom to the best of their ability.</td>
</tr>
<tr>
<td>Guidance and Counseling</td>
<td>The approach to guidance and counseling is systematic, schoolwide, and comprehensive and includes the participation of all role groups. The approach focuses on students' personal and academic interests and goals and utilizes all resources available to the school. The guidance and counseling process provides support to students in the following areas: $Appropriate communication skills$ $Collaborative skills$ $Valuing of diverse abilities and cultural differences$ $Critical thinking skills$ $Responsibility for their own behavior and caring for others$ $Internal locus of control$ $Self-discipline$ $Goal setting$ $Motivation to achieve$</td>
<td>A systematic, comprehensive, schoolwide guidance and counseling program is in place to meet academic and social/emotional needs of students (e.g., scheduling, course selection, providing information on graduation and college entrance requirements). Counselors and teachers provide guidance on a regular basis for students.</td>
<td>The school’s focus for guidance and counseling is primarily on academics and/or discipline. Counselors work with teachers to access selected students’ needs and provide guidance on a regular basis.</td>
<td>In the absence of a formal system of identification of effective intervention, staff discussions of students at risk occur only on an anecdotal basis. Counselors provide guidance on an as-needed basis, for example, when a crisis occurs.</td>
</tr>
<tr>
<td>Resources</td>
<td>Students and their families can easily access appropriate social, psychological, and health services through a school-based coordinated network of school and community organizations. These organizations may be housed on campus and work together to problem-solve and share resources.</td>
<td>The school staff develops collaborative partnerships with community agencies. Services are provided to address preventative and crisis-oriented concerns on a regular basis.</td>
<td>The school staff develops relationships with outside agencies. Services are utilized to address problems.</td>
<td>The school staff is aware of outside agencies. Services are utilized as needed, for example, when a crisis occurs.</td>
</tr>
</tbody>
</table>
## Rubric III: Assessing Instructional and Organizational Effectiveness

### Rubric III B2. Array of Student Support Services

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</thead>
<tbody>
<tr>
<td><strong>Academic Expectations</strong></td>
<td>Classes at all levels are characterized by diverse student groups, and all students - whatever their abilities - are continually encouraged to meet the challenges of a thinking, meaning-centered curriculum. Teachers are knowledgeable about their students’ needs and personalize approaches to maximize each student’s achievement and ability to attain the Hawai‘i Content and Performance Standards and schoolwide learner outcomes.</td>
<td>Classes at all levels are characterized by diverse student groups, and most students - whatever their abilities - are encouraged to meet the challenges of a thinking, meaning-centered curriculum. Teachers are knowledgeable about their students’ needs and modify approaches to maximize the learning potential of most students to attain the Hawai‘i Content and Performance Standards and schoolwide learner outcomes.</td>
<td>Classes tend to be grouped homogeneously. Teachers generally know the levels of their students and provide appropriate work at each level. Course requirements generally vary greatly according to “level” (e.g., college preparatory, general, basic).</td>
<td>The distribution of students in classes does not reflect the diversity of the school. Teachers accept less rigorous work from students who they perceive as being at “lower levels.”</td>
</tr>
<tr>
<td><strong>Academic Support</strong></td>
<td>• Students who need support or enrichment in achieving can rely on a network of integrated and fully articulated services, such as Chapters 36 and 53, Title I Program, after-school instruction, Gifted/Talented program, military partnerships, tutors and the ESLL program.</td>
<td>• Students who need support have a variety of options available. These include tutoring, remedial courses, and Chapters 36 and 53 accommodations.</td>
<td>• Students who need support in meeting curricular requirements are encouraged to get tutoring and make use of available school or community library facilities and services.</td>
<td>• Students who need support in meeting curricular requirements are encouraged to take courses that are less demanding or provided with less challenging work. Tutoring is provided only when students or families pursue it.</td>
</tr>
<tr>
<td><strong>Academic Support</strong></td>
<td>• Curriculum and instruction strategies accommodate the learning styles and needs of all students.</td>
<td>• A variety of instructional strategies are used to ensure that all students meet standards.</td>
<td>• The teacher uses a variety of instructional strategies to implement the curriculum.</td>
<td>• The school develops clear expectations which are communicated to students and most parents.</td>
</tr>
<tr>
<td><strong>Academic Support</strong></td>
<td>• All stakeholders are committed and demonstrate the principles of equity for all students.</td>
<td>• Trained, caring, and committed staff engage the child in the teaching and learning process.</td>
<td>• Students who need support in meeting curricular requirements are encouraged to get tutoring and make use of available school or community library facilities and services.</td>
<td>• Students who need support in meeting curricular requirements are encouraged to take courses that are less demanding or provided with less challenging work. Tutoring is provided only when students or families pursue it.</td>
</tr>
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### Rubric III: Assessing Instructional and Organizational Effectiveness Rubric

#### III.B: Quality Student Support

Rubric IIIB2. Array of Student Support Services

<table>
<thead>
<tr>
<th>Component</th>
<th>4</th>
<th>3</th>
<th>2</th>
<th>1</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Academic Support</strong></td>
<td>□ Trained, caring, and committed staff engage the child in the teaching and learning process.</td>
<td>□ Clear expectations are shared with all students and parents.</td>
<td>□ Teachers provide ongoing feedback at the end of each test and at the end of the quarter.</td>
<td>□ The teacher uses the same classroom instructional strategies that appear to have been successful in getting the curriculum across to most students. Teachers provide feedback to students at the end of each grading period.</td>
</tr>
<tr>
<td></td>
<td>□ Clear expectations are shared with all students and parents.</td>
<td>□ There is ongoing monitoring with timely feedback.</td>
<td>□ Students self-access to monitor with own progress.</td>
<td>□ Assessment data is used to modify instruction to support student learning.</td>
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</tr>
<tr>
<td><strong>Climate for Learning</strong></td>
<td>□ The school climate encourages all students to take risks and feel comfortable about seeking support. The school climate plays an important role in providing all students with a foundation from which to achieve the Hawai‘i Content and Performance Standards and schoolwide learner outcomes.</td>
<td>□ The school climate encourages students to take risks and feel comfortable about seeking support and has a positive influence on student achievement of the Hawai‘i Content and Performance Standards and schoolwide learner outcomes.</td>
<td>□ The school climate has positive effects on achievement of the Hawai‘i Content and Performance Standards for some students. Most students and families feel safe and welcomed at the school.</td>
<td>□ Some teachers provide students with learning environments that promote achievement in their classrooms. The classroom teacher establishes class rules and is responsible for maintaining a safe classroom environment. The principal establishes and administers school rules.</td>
</tr>
<tr>
<td></td>
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Note: School plans, programs, and rules should address the federal, state, city, and county laws, standards, mandates and codes, BOE/DOE policies, regulations and other program requirements.
As with many other efforts to push reforms forward, policy makers want a quick and easy recipe to use. Most of the discussion around accountability is about making certain that program administrators and staff are held accountable. Little discussion wrestles with how to maximize the benefits (and minimize the negative effects) of accountability efforts. As a result, in too many instances the tail is wagging the dog, the dog is getting dizzy, and the public is not getting what it needs and wants.

School accountability is a good example of the problem. Policy makers want schools, teachers, and administrators (and students and their families) held accountable for higher academic achievement.

As measured by what?

As everyone involved in school reform knows, the only measure that really counts is achievement test scores. These tests drive school accountability, and what such tests measure has become the be-all and end-all of what school reformers attend to. This produces a growing disconnect between the realities of what it takes to improve academic performance and where many policy makers and school reformers are leading the public.

This disconnect is especially evident in schools serving what are now being referred to as “low wealth” families. Such families and those who work in schools serving them have a clear appreciation of many barriers to learning that must be addressed so that the students can benefit from the teacher’s efforts to teach. They stress that, in many schools, major academic improvements are unlikely until comprehensive and multifaceted programs/services to address these barriers are developed and pursued effectively.

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

Thus, rather than building the type of comprehensive, multifaceted, and integrated approach that can produce improved academic performance, prevailing accountability measures are pressuring schools to maintain a narrow focus on strategies whose face validity suggests a direct route to improving instruction. The implicit underlying assumption of most of these teaching strategies is that students are motivationally ready and able each day to benefit from the teacher’s instructional efforts. The reality, of course, is that in too many schools the majority of youngsters are not motivationally ready and able and thus are not benefitting from the instructional improvements. For many students, the fact remains that there are a host of external interfering factors.

Logically, well designed, systematic efforts should be directed at addressing such factors. However, current accountability pressures override the logic and result in the marginalization of almost every initiative that is not seen as directly (and quickly) leading to academic gains.

Ironically, not only does the restricted emphasis on achievement measures work against the logic of what needs to be done, it works against gathering evidence on how essential and effective it is to address barriers to learning directly.

All this leads to an appreciation of the need for an expanded framework for school accountability. A framework that includes direct measures of achievement and much more. The figure on the following page highlights such an expanded framework.
Figure: *Expanding the Framework for School Accountability*

| Indicators of Positive Learning and Development | High Standards for Academics*  
(measures of cognitive achievements, e.g., standardized tests of achievement, portfolio and other forms of authentic assessment) | High Standards for Learning/Development Related to Social & Personal Functioning*  
(measures of social learning and behavior, character/values, civility, healthy and safe behavior) |
|-----------------------------------------------|-----------------------------------------------|
| Benchmark Indicators of Progress for "Getting from Here to There" | High Standards for Enabling Learning and Development by *Addressing Barriers**  
(measures of effectiveness in addressing barriers, e.g., increased attendance, reduced tardies, reduced misbehavior, less bullying and sexual harassment, increased family involvement with child and schooling, fewer referrals for specialized assistance, fewer referrals for special education, fewer pregnancies, fewer suspensions and dropouts) |

"Community Report Cards"

C increases in positive indicators

C decreases in negative indicators

*Results of interventions for directly facilitating development and learning.

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

Leadership at a School Site for
an Enabling or Learning Supports Component:

Job Descriptions

Given that an Enabling or Learning Supports Component is one of three primary and essential components of a comprehensive school reform model, it is imperative to have designated administrative and staff leadership. These may be specified as the Enabling or Learning Supports Component’s

**Administrative Lead** – may be an assistant principal, dean, or other leader who regularly sits at administrative and decision making “tables”

**Staff Lead for Daily Operations** – may be a support service staff member (e.g., a school psychologist, social worker, counselor nurse), a program coordinator, a teacher with special interest in this area.

These leaders, along with other key staff, embody the vision for the Enabling or Learning Supports Component. Their job descriptions should delineate specific functions related to their roles, responsibilities, and accountabilities.

The major functions for these lead personnel involve the following spheres of activity with respect to addressing barriers to student learning and promoting healthy development:

I. Enhancing interventions and related systems within the school
   - Coordination and integration of programs/services/systems
   - Development of programs/service/systems

II. Enhancing school-community linkages and partnerships through coordination and integration of school-community resources/systems

III. Capacity building (including stakeholder development)
Administrative Lead for an Enabling or Learning Supports Component

For the Enabling or Learning Supports Component to be, in fact, one of three primary and essential components in school improvement, it is imperative to have an administrative leader who spends at least 50% of each day pursuing functions relevant to the Component. This leader must ensure that the school’s governance and advisory bodies and staff have an appropriate appreciation of the Component and account for it in all planning and decision making.

Examples of Specific Job Duties

C Represents the Enabling or Learning Supports Component at the decision making and administrative tables to address policy implementation, budget allocations, operational planning, infrastructure development and maintenance, interface with instruction and governance, information management, development of an effective communication system, development of an effective system for evaluation and accountability with an emphasis on positive accomplishments and quality improvement.

C Provides support, guidance, visibility, public relations, and advocacy for the Component at the school and in the community (e.g., maintaining a high level of interest, support, and involvement with respect to the Component).

C Ensures effective communication, coordination, and integration among those involved with the Component and among the three components (i.e., the Enabling/Learning Supports Component, the Instructional Component, and the Management/Governance Component).

C Leads the Component Steering Committee which reviews, guides, and monitors progress and long range plans, problem solves, and acts as a catalyst to keep the Component linked to the Instruction and Management/Governance Components.

C Participates on the Learning Supports Resource Team to facilitate progress related to plans and priorities for the Component.

C Mentors and helps restructure the roles and functions of key Learning Supports staff (e.g., pupil services personnel and others whose roles and functions fall within the arenas of the Component); in particular, helps redefine traditional pupil serve roles and functions in ways that enables them to contribute to all six arenas of the Component.

C Anticipates and identifies problems and provides rapid problem solving (including a focus on morale).

C Identifies capacity building impact and future needs related to the Component (e.g., status of stakeholder development and particularly inservice staff development) and takes steps to ensure that plans are made to meet needs and that an appropriate amount of capacity building is devoted to the Component.

C Meets with the Staff Lead for daily Learning Supports operations on a regular basis to review progress related to the Components and to discuss and advocate for ways to enhance progress.
Staff Lead for Daily Operations of an Enabling or Learning Supports Component

The staff lead works under the direct supervision of the school’s Administrative Lead for the Component. The job entails working with staff and community resources to develop, over time, a full array of programs and services to address barriers to student learning and promote healthy development by melding school, community, and home resources together. Moreover, it involves doing so in a way that ensures programs are fully integrated with each other and with the Instructional and Management/Governance Components at the school.

The essence of the staff lead’s day-by-day functions is to be responsible and accountable for ongoing progress in developing a comprehensive, multifaceted, and integrated approach to addressing barriers to student learning and promoting healthy development. This encompasses systems related to (a) a full continuum of interventions ranging from primary prevention through early intervention to treatment of serious problems and (b) programs and services in all content arenas of an Enabling or Learning Supports Component. (Note: The arenas have been delineated as: 1) enhancing regular classroom strategies to enable learning, 2) providing support for the many transitions experienced by students and families, 3) increasing home and school connections, 4) responding to and preventing crises, 5) facilitating student and family access to effective services and special assistance as needed, and 6) expanding community involvement and support.)

Examples of Specific job duties:

C Has daily responsibility to advance the agenda for the Component; carries out daily tasks involved in enhancing the Component; ensures that system and program activity is operating effectively; provides daily problem-solving related to systems and programs.

C Organizes and coaches the Learning Supports Resource Team and its various work groups.

C Monitors progress related to plans and priorities formulated by for the Component.

C Monitors current Component programs to ensure they are functioning well and takes steps to improve their functioning and ongoing development (e.g., ensuring program availability, access, and effectiveness).

C Participates in the Leadership Group to contribute to efforts for reviewing, guiding, and monitoring progress and long range plans, problem solving, and effectively linking with the Instructional and Management/Governance Components.

C Provides support, guidance, visibility, public relations, and advocacy for the Component at the school and in the community (e.g., maintaining a high level of interest, support, and involvement with respect to the component.

C Supports capacity building for all stakeholders (staff, family members, community members).

C Ensures all new students, families, and staff are provided with a welcome and orientation to the school and the activities related to addressing barriers to learning and promoting healthy development.

• Coordinates activity taking place in the Family Center (where one is in operation).
C Ensures effective communication, coordination, and integration among those involved with the Component and with the Instructional and Management/Governance Components

C Anticipates and identifies problems and provides rapid problem solving (including a focus on morale).

C Acts as the liaison between the school and other entities (e.g., community resources) who work with the site related to enabling activity.

C Ensures that the activities of other entities (e.g., community resources) who work with the site related to addressing barriers to learning and promoting healthy development operate under the umbrella of the Component and are well-coordinated and integrated with daily activities.

C Meets with the Administrative Lead for the Component on a regular basis to discuss and advocate for ways to enhance progress.

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**Examples of Generic Criteria for Evaluating Performance for this Position**

I. Related to interventions to enhance systems within schools

A. Coordinates and integrates programs/services/systems (e.g., demonstrates the ability to plan, implement, and evaluate mechanisms for collaborating with colleagues to ensure activities are carried out in the most equitable and cost-effective manner consistent with legal and ethical standards for practice – examples of mechanisms include case-oriented teams; resource-oriented teams; consultation, coaching and mentoring mechanisms; triage, referral, and care monitoring systems; crisis teams).

B. Facilitates development of programs/service/systems (e.g., demonstrates the ability to enhance development of a comprehensive, multifaceted, and integrated continuum of interventions for equitably addressing barriers to learning and promoting healthy development; works effectively to bring others together to improve existing interventions and to fill gaps related to needed prevention programs, early-after-onset interventions, and specialized assistance for students and families)

II. Related to interventions to enhance school-community linkages and partnerships

Coordinates and integrates school-community resources/systems (e.g., demonstrates the ability to plan, implement, and evaluate mechanisms for collaborating with community entities; facilitates weaving together of school and community resources and systems to enhance current activity; enhances development of a comprehensive, multifaceted, and integrated continuum of interventions for a diverse range of students and their families)

III. Related to capacity building

Supervises professionals-in-training; facilitates welcoming, orientation, and induction of new staff, families, and students; represents component in planning arenas where budget, space, and other capacity building matters are decided (e.g., demonstrates the ability to coach, mentor, and supervise professional-in-training; provides orientation to the Learning Support component for newly hired personnel; ensures effective support for transitions of all newcomers)
Many influences are reshaping the work of pupil services personnel. Besides changes called for by the growing knowledge based in various disciplines and fields of practice, initiatives to restructure education and community health and human services are creating new roles and functions. Clearly, pupil service personnel will continue to be needed to provide targeted direct assistance and support. At the same time, their roles as advocates, catalysts, brokers, and facilitators of systemic reform will expand. As a result, they will engage in an increasingly wide array of activity to promote academic achievement and healthy development and address barriers to student learning. In doing so, they must be prepared to improve intervention outcomes by enhancing coordination and collaboration within a school and with community agencies in order to provide the type of cohesive approaches necessary to deal with the complex concerns confronting schools.

Consistent with the systemic changes that have been unleashed is a trend toward less emphasis on intervention ownership and more attention to accomplishing, desired outcomes through flexible and expanded roles and functions for staff. This trend recognizes underlying commonalities among a variety of school concerns and intervention strategies and is fostering increased interest in cross-disciplinary training and interprofessional education.

Clearly, all this has major implications for changing professional preparation and credentialing.

Efforts to capture key implications are illustrated in the following framework. This framework was sketched out by an expert panel convened by one state's credentialing commission to provide guidelines for revision of the state's standards for developing and evaluating pupil services personnel credential programs.
Notes:
Cross-cutting all dimensions are foundational knowledge, skills, and attitudes related to such topics as
(a) human growth, development, and learning, (b) interpersonal/group relationships, dynamics and problem
solving, (c) cultural competence, (d) group and individual differences, (e) intervention theory, (f) legal, ethical,
and professional concerns, and (g) applications of advanced technology.

(a) Direct interventions = implementing one-to-one, group, or classroom programs and services
(b) Interventions to enhance systems within schools = coordination, development, & leadership related to
programs, services, resources, and systems
(c) Interventions to enhance school-community linkages & partnerships = connecting with community resources
(d) Supervision/Administration = responsibility for training pupil personnel and directing pupil personnel services
and programs
About the Framework

Areas of function, levels of professional development, and nature & scope of competencies. The first framework outlines three basic dimensions that should guide development of programs to prepare pupil personnel professionals. As highlighted in the Exhibit on the next page, the following four major areas of function are conceived.

1. direct interventions with students and families
2. interventions to enhance systems within schools
3. interventions to enhance school-community linkages & partnerships
4. supervision/administration

Within each of these areas are sets of generic and specialized competencies. The many competencies are learned at various levels of professional development. There is a need to develop criteria with respect to each of these areas. (See examples in the exhibit following the framework.) Of course, the number of criteria and the standards used to judge performance should vary with the specific job assignment and level of professional development.

Although some new knowledge, skills, and attitudes are learned, specialized competence is seen as emerging primarily from increasing one's breadth and depth related to generic competencies. Such specialized learning, of course, is shaped by one's field of specialization (e.g., school counselor, psychologist, social worker), as well as by prevailing views of job demands (e.g., who the primary clientele are likely to be, the specific types of tasks one will likely perform, the settings in which one will likely serve).

Note that most competencies for supervision/administration are left for development at Level IV. Also note that cross-cutting all dimensions are foundational knowledge, skills, and attitudes related to areas such as (a) human growth, development, and learning, (b) interpersonal/ group relationships, dynamics, and problem solving, (c) cultural competence, (d) group and individual differences, (e) intervention theory, (f) legal, ethical, and professional concerns, (g) applications of advanced technology.
Exhibit: Examples of Generic Criteria for Staff Performance in Each Area of Function

(1) Direct interventions with students and families

Student support – demonstrates the ability to plan, implement, and evaluate programs and services that equitably address barriers to learning and promote healthy development among a diverse range of students (e.g., developmental and motivational assessments of students, regular and specialized assistance for students in and outside the classroom, prereferral interventions, universal and targeted group interventions, safe and caring school interventions; academic and personal counseling; support for transitions)

Family assistance – demonstrates the ability to plan, implement, and evaluate programs and services for students' families whenever necessary to enhance student support (e.g., providing information, referrals, and support for referral follow-through; instruction; counseling; home involvement)

(2) interventions to enhance systems within schools

Coordination and integration of programs/services/systems – demonstrates the ability to plan, implement, and evaluate mechanisms for collaborating with colleagues to ensure activities are carried out in the most equitable and cost-effective manner consistent with legal and ethical standards for practice (examples of mechanisms include case-oriented teams; resource-oriented teams; consultation, coaching, and mentoring mechanisms; triage, referral, and care monitoring systems; crisis teams)

Development of program/service/systems – demonstrates the ability to enhance development of a comprehensive, multifaceted, and integrated continuum of interventions for equitably addressing barriers to learning and promoting healthy development among a diverse range of students and their families (e.g., collaborates in improving existing interventions; collaborates to develop ways to fill gaps related to needed prevention programs, early-after-onset interventions, and assistance for students with severe and/or chronic problems; incorporates an understanding of legal and ethical standards for practice)

(3) interventions to enhance school-community linkages & partnerships

Coordination and integration of school-community resources/systems – demonstrates the ability to plan, implement, and evaluate mechanisms for collaborating with community entities to weave together school and community resources and systems to enhance current activity and enhance development of a comprehensive, multifaceted, and integrated continuum of interventions for equitably addressing barriers to learning and promoting healthy development

(4) supervision/administration

Supervision of professionals-in-training and induction of new staff -- demonstrates the ability to coach, mentor, and supervise professionals-in-training and newly hired pupil services personnel both with respect to generic and speciality functions

Administration of pupil services -- demonstrates the ability to design, manage, and build capacity of personnel and programs with respect to specialized pupil services activities and generic systemic approaches to equitably addressing barriers to learning and promoting healthy development

Administrative leadership in the district -- demonstrates the ability to participate effectively in District decision making to advance an equitable and cost-effective role for pupil services personnel in addressing barriers to learning and promoting healthy development

In addition to the above, each field (e.g., school psychology, counseling, social work) will want to add several specialized competencies.
At schools, obviously the administrative leadership is key to ending the marginalization of efforts to address learning, behavior, and emotional problems. The other key is establishment of a mechanism that focuses specifically on how resources for learning supports are used at the school.

For those concerned with school improvement, resource-oriented mechanisms are a key facet of efforts to transform and restructure daily operations. In some schools as much as 30 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 related to learning supports. Such a mechanism contributes to cost-efficacy of learner supports 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.

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 resources are mapped and 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 supports resource-oriented mechanism for a complex or family of schools (e.g., a high school and its feeder schools) and one 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.

A Learning Supports Resource Team

Early in our work, we called the school level resource-oriented mechanism a Resource Coordinating Team. However, coordination is too limited a descriptor of the teams role and functions. So, we now use the term Learning Supports Resource Team. Properly constituted, such a team works with the school’s administrators to expand on-site leadership for efforts to address barriers comprehensively and ensures the maintenance and improvement of a multifaceted and integrated approach.

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 below.
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:

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

**EXAMPLES OF FUNCTIONS:**

- aggregating data across students and from teachers to analyze school needs
- mapping resources in school and community
- analyzing resources
- identifying the most pressing program development needs at the school
- coordinating and integrating school resources & connecting with community resources
- establishing priorities for strengthening programs and developing new ones
- planning and facilitating ways to strengthen and develop new programs and systems
- recommending how resources should be deployed and redeployed
- developing strategies for enhancing resources
- social “marketing”

Two parables help differentiate the two types of mechanisms and the importance of both sets of functions. A *case-orientation* fits the *starfish* metaphor.

The day after a great storm had washed all sorts of sea life far up onto the beach, a youngster set out to throw back as many of the still-living starfish as he could. After watching him toss one after the other into the ocean, an old man approached him and said: *It’s no use your doing that, there are too many, You’re not going to make any difference.*

The boy looked at him in surprise, then bent over, picked up another starfish, threw it in, and then replied: *It made a difference to that one!*

This parable, of course, reflects all the important clinical efforts undertaken by staff alone and when they meet together to work on specific cases.
The resource-oriented focus is captured by what can be called the bridge parable.

In a small town, one weekend a group of school staff went to the river to go fishing. Not long after they got there, a child came floating down the rapids calling for help. One of the group on the shore quickly dived in and pulled the child out. Minutes later another, then another, and then many more children were coming down the river. Soon every one was diving in and dragging children to the shore and then jumping back in to save as many as they could.

In the midst of all this frenzy, one of the group was seen walking away. Her colleagues were irate. How could she leave when there were so many children to save? After long hours, to everyone’s relief, the flow of children stopped, and the group could finally catch their breath.

At that moment, their colleague came back. They turned on her and angrily shouted: How could you walk off when we needed everyone here to save the children?

She replied: It occurred to me that someone ought to go upstream and find out why so many kids were falling into the river. What I found is that the old wooden bridge had several planks missing, and when some children tried to jump over the gap, they couldn’t make it and fell through into the river. So I got someone to fix the bridge.

Fixing and building better bridges is a good way to think about prevention, and it helps underscore the importance of taking time to improve and enhance resources, programs, and systems.

A resource-oriented team exemplifies the type of mechanism needed for overall cohesion and ongoing development of school learning supports 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 activities 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 supports and enhancing resources.

Although a resource-oriented mechanism might be created solely around psychosocial programs, it is meant to focus on resources related to all major learning supports 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, special education staff, physical educators and after school program staff.
bilingual and Title I program coordinators, health educators, safe and drug free school staff, and union reps. It also should include representatives of any community agency that is significantly involved with the school. Beyond these "service" providers, such a team needs a leader from the school’s administration and is well-advised to add the energies and expertise of regular classroom teachers, non-certificated staff (e.g., front office, food service, custodian, bus driver) parents, and older students.

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 infrastructure connections for maintaining, improving, and increasingly integrating learning supports and 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.

It is conceivable that one person could start the process of understanding the fundamental resource-oriented functions and delineating an infrastructure to carry them out. It is better, however, if several stakeholders put their heads together. Where creation of "another team" is seen as a burden, existing teams, such as student or teacher assistance teams, school crisis teams, and healthy school 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.

School Steering Body for a Learning Supports Component

All initiatives need a team of “champions” who agree to steer the process. Thus, at the school level, initially it helps not only to have a resource-oriented team, but also to establish an advisory/steering group. This leadership body ensures overall development of the component to address barriers to learning and guides and monitors the resource team. These advocates must be competent with respect to the work to be done and highly motivated not just to help get things underway, but to ensure the changes are sustained over time.

The group's first focus is on assuring that capacity is built to accomplish the desired systemic changes. This includes ensuring an adequate policy and leadership base. If such a base is not already in place, the group needs to focus on getting one in place. Capacity building, of course, also includes special training for change agents. Over time, the main functions of a steering group are to ensure that staff assigned to facilitate changes (a) maintain a big picture perspective and appropriate movement toward long-term goals and (b) have sufficient support and guidance.

The steering group should be fully connected with teams guiding the instructional and management components at the school. Each school steering body needs to be linked formally to the district mechanism designed to guide development of learning supports components at schools.

Steering groups should not be too large. For example, at a school level, membership might include key change agents, one or two other key school leaders, perhaps someone from a local institution of higher education, perhaps a key agency person or two, and a few well-connected “champions.” Such a group can meet monthly (more often if major problems arise) to review progress, problem solve, decide on mid-course corrections. To work against the perception that it is a closed, elite group, it can host "focus groups" to elicit input and feedback and provide information.
Ad Hoc and Standing Work Groups for a Resource Team

Work groups are formed as needed by a Learning Supports Resource Team to address specific concerns (e.g., mapping resources, planning for capacity building and social marketing, addressing problems related to case-oriented systems), develop new programs (e.g., welcoming and social support strategies for newcomers to the school), implement special initiatives (e.g., positive behavior support), and so forth. Such groups usually are facilitated by a member of the resource team who recruits a small group of others from the school and community who are willing and able to help. The group facilitator provides regular updates to the resource team on work group progress and brings back feedback from the Team.

*Ad hoc* work groups take on tasks that can be done over a relatively short time period, and the group disbands once the work is accomplished. *Standing* work groups focus on defined programs areas and pursue current priorities for enhancing intervention in a given arena. For example, a standing work group might be established for any of the six intervention arenas outlined in Chapter 6.

Integrating the Component into the School Infrastructure

The figure on the next page illustrates the type of infrastructure that needs to emerge at the school if it is to effectively develop a comprehensive component to address barriers to learning.

Note especially the links among the three components, and the connection within the various groups involved in planning, implementing, evaluating, and sustaining learning supports.

A Learning Supports Resource Mechanism for a Family of Schools

Schools in the same geographic or catchment area have a number of shared concerns, and schools in the feeder pattern often interact with students from the same family. Furthermore, some programs and personnel already are or can be shared in strategic ways by several neighboring schools, thereby reducing costs by minimizing redundancy and opening up ways to achieve economies of scale.

A multi-site council can provide a mechanism to help ensure cohesive and equitable deployment of resources and also can enhance the pooling of resources. Such a mechanism can be particularly useful for integrating the efforts of high schools and their feeder middle and elementary schools and connecting with neighborhood resources. 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.
Example of an Integrated Infrastructure at a School Site

The following example illustrates the type of infrastructure that needs to emerge at the school if it is to effectively develop a comprehensive component to address barriers to learning. Note especially the links among the three components, and the connection within the various groups involved in planning, implementing, evaluating, and sustaining learning supports.

Learning Supports or Enabling Component

Leadership for Learning Supports Component*

Case-Oriented Teams

Learning Supports Resource Team**

Moderate problems

Severe problems

Ad hoc and standing work groups***

Instructional Component

Leadership for instruction

Management/Governance Component

Management/Governance Team

(Various teams focused on improving instruction)

(Various teams and work groups focused on management and governance)

*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.

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 (see figure on next page).
Resource-oriented Mechanisms Across a Family of Schools

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.

More generally, the Council provides a useful mechanism for leadership, communication, maintenance, quality improvement, and ongoing development of a comprehensive continuum of programs and services. Natural starting points for councils are the sharing of needs assessments, resource maps, analyses, and recommendations for reform and restructuring. Specific areas of initial focus would be on local, high priority concerns, such as addressing violence and developing prevention programs and safe school and neighborhood plans.

Representatives from Learning Supports Resource Councils would be invaluable members of planning groups (e.g., Service Planning Area Councils, Local Management Boards). They bring info about specific schools, clusters of schools, and local neighborhoods and do so in ways that reflect the importance of school-community partnerships.
About Leadership and Infrastructure

It is clear that building a learning supports or enabling component requires strong leadership and new positions to help steer systemic changes and construct the necessary infrastructure. Establishment and maintenance of the component requires continuous, proactive, effective teaming, organization, and accountability.

Administrative leadership at every level is key to the success of any systemic change initiative in schools. Given that an enabling or learning supports component is one of the primary and essential components of school improvement, it is imperative to have designated administrative and staff leadership for the component at school and district levels. Everyone at the school site should be aware of who in the school district provides leadership, promotes, and is accountable for the development of the component. It is imperative that such leadership be at a high enough level to be at key decision making tables when budget and other fundamental decisions are discussed.

At the school level, an administrative leader for the component may be created by redefining a percentage (e.g., 50%) of an assistant principal’s day. Or, in schools that only have one administrator, the principal might delegate some administrative responsibilities to a coordinator (e.g., Title I coordinator or a Center coordinator at schools with a Family or Parent Center). The designated administrative leader must sit on the resource team and represent and advocate team recommendations at administrative and governance body meetings.

Besides facilitating initial development of a potent component to address barriers to learning, the administrative lead must guide and be accountable for daily implementation, monitoring, and problem solving. This individual is the natural link to component leaders in the family of schools and at the district level and should be a vital force for community outreach and involvement.

There is also the need for a staff lead to address daily operational matters. This may be one of the learning supports staff (e.g., a school counselor, psychologist, social worker, nurse) or a Title I coordinator, or a teacher with special interest in learning supports.

In general, these leaders, along with other key staff, embody the vision for the component. Their job descriptions should be reframed to delineate specific functions related to their new roles, responsibilities, and accountabilities.
Phasing-in Resource Teams and Councils

The system-wide group should include (a) representatives of multi-school councils, (b) key district administrative and line staff with relevant expertise and vision (including unit heads, coordinators, union reps), and (c) various other stakeholders such as nondistrict members whose job 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.

As the above discussion stresses, well-redesigned organizational and operational mechanisms that enable schools to (a) arrive at wise decisions about resource allocation, (b) maximize systematic and integrated planning, implementation, maintenance, and evaluation of enabling activity, (c) outreach to create formal working relationships with community resources to bring some to a school and establish special linkages with others, and (d) upgrade and modernize interventions to reflect the best models and use of technology. Implied in all this are new roles and functions for some staff and greater involvement of parents, students, and other representatives from the community. Also implied is redeployment of existing resources as well as finding new ones.

Building on what is known about organizational change, our Center staff for many years has been working on a change model for use in establishing, sustaining, and scaling-up school and community reforms. In this context, we have developed a position called an *Organization Facilitator* to aid with major restructuring (Adelman, 1993; Adelman & Taylor 1997; Center for Mental Health in Schools, 1999a, 1999b, 2001; Taylor & Adelman 1999). This specially trained change agent embodies the necessary expertise to help school sites and complexes implement and institutionalize substantively new approaches, such as the establishment of Resource Coordinating Teams and Councils.

The exhibit on the following pages offers an outline of phases for establishing such mechanisms and summarizes some key facets of what has been discussed above.
Exhibit

Phasing in Learning Support Resource Teams and Councils

Phase 1. Organizing Learning Support Resource Teams at a School Site

Creation of a School-site Learning Support Resource Team provides a starting point in efforts to reform and restructure education support programs. Such a team not only can begin the process of transforming what already is available, it can help reach out to District and community resources to enhance education support activity. Such a resource-oriented team differs from case-oriented teams (e.g., Student Assistance/Guidance Teams). The focus of this team is not on individual students. Rather, it is oriented to clarifying resources and how they are best used.

Such a team can help

Cimprove coordination and efficacy by ensuring

> basic systems (for referral, triage, case management) are in place and effective
> programs/services are profiled, written up, and circulated
> resources are shared equitably

Cenhance resources through staff development and by facilitating creation of new resources via redeployment and outreach

Cevolve a site's education support activity infrastructure by assisting in the creation of program teams and Family/Parent Centers as hubs for such activities.

Among its first functions, the Resource Team can help clarify

(a) the resources available to the school (who? what? when?) – For example, the team can map out and then circulate to staff, students, and parents a handout describing "Available Special Services, Programs, and Other Resources."

(b) how someone gains access to available resources – The team can clarify processes for referral, triage, follow-through, and case management, and circulate a description of procedures to the school staff and parents.

(c) how resources are coordinated – To ensure systems are in place and to enhance effectiveness, the team can help weave together resources, make analyses, coordinate activity, and so forth.

(d) what other resources the school needs and what steps should be taken to acquire them – The team can identify additional resources that might be acquired from the District or by establishing community linkages.

Toward the end of Phase 1, a Complex Learning Support Resource Council (a multi-locality council) can be organized. This group is designed to ensure sharing and enhancement of resources across schools in a given neighborhood. Of particular interest are ways to address common concerns related to crisis response and prevention, as well as dealing with the reality that community resources that might be linked to schools are extremely limited in many geographic areas and thus must be shared.

More info on the functions of a Learning Support Resource Team and the complex Council are provided in the body of this report.
Phase II. Organizing a Programmatic Focus and Infrastructure for Education Support Activity

All sites that indicate readiness for moving toward reconceptualizing education support (enabling) activity into a delimited set of program areas are assisted in organizing program teams and restructuring the site's Learning Support Resource Team.

This involves facilitating

- development of program teams
- analyses of education support activity (programs/services) by program area teams to determine
  - how well the various activities are coordinated/integrated (with a special emphasis on minimizing redundancy)
  - whether any activities need to be improved (or eliminated)
  - what is missing -- especially any activity that seems as important or even more important than those in operation.

- efforts by program area teams related to
  - profiling, writing up, circulating, and publicizing program/service information
  - setting priorities to improve activity in a programmatic area
  - setting steps into motion to accomplish their first priority for improvement
  - moving on to their next priorities.

Phase III. Facilitating the Maintenance and Evolution of Appropriate Changes

In general, this involves evaluating how well the infrastructure and related changes are working, including whether the changes are highly visible and understood. If there are problems, the focus is on clarifying what is structurally and systemically wrong and taking remedial steps. (It is important to avoid the trap of dealing with a symptom and ignoring ongoing factors that are producing problems; that is, the focus should be on addressing systemic flaws in ways that can prevent future problems.)

Examples of activity:

- Checking on maintenance of Ad Hoc Teams (keeping membership broad based and with a working core through processes for identifying, recruiting, and training new members when teams need bolstering).

- Holding individual meetings with school site leadership responsible for restructuring in this area and with team leaders to identify whether everyone is receiving adequate assistance and staff development.

- Determining if teams periodically make a new listing (mapping) of the current activity at the site and whether they update their analyses of the activity.

- Checking on efficacy of referral, triage, and case management systems.

- Checking on the effectiveness of mechanisms for daily coordination, communication, and problem solving.

- Evaluating progress in refining and enhancing program activity.

Phase IV. Facilitating the Institutionalization/Sustainability of Appropriate Changes

A critical aspect of institutionalization involves ensuring that school staff responsible for restructuring education support activity formulate a proposal for the next fiscal year. Such a proposal encompasses resource requests (budget, personnel, space, staff development time). It must be submitted and approved by the site's governance authority. Institutionalization requires a plan that is appropriately endorsed and empowered through appropriation of adequate resources.

Institutionalization is further supported by evaluating functioning and outcomes related to new infrastructure mechanisms and fundamental activities. With a view to improving quality and efficacy, the findings from such evaluations are used to revise activities and mechanisms as necessary.
A resource-oriented team exemplifies the type of mechanism needed for overall cohesion 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 and strengthen 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 and suggesting better uses for resources, 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 in evolving the school’s vision for learning support.

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 new tasks. For small schools, a large team often is not feasible, but a two person team can still do the job.

It is conceivable that one person could start the process of understanding the fundamental resource-oriented functions and delineating an infrastructure to carry them out. It is better, however, if several stakeholders put their heads together.


**WHAT IS A LEARNING SUPPORTS RESOURCE TEAM?**

Every school that wants to improve its systems for providing student support needs a mechanism that focuses specifically on improving resource use and enhancement. A Learning Support Resource Team (previously called a Resource Coordinating Team) is a vital form of such a mechanism.

Most schools have teams that focus on individual student/family problems (e.g., a student support team, an IEP team). These teams focus on such functions as referral, triage, and care monitoring or management. In contrast to this case-by-case focus, a school’s Learning Support Resource Team can take responsibility for enhancing use of all resources available to the school for addressing barriers to student learning and promoting healthy development. This includes analyzing how existing resources are deployed and clarifying how they can be used to build a comprehensive, multifaceted, and cohesive approach. It also integrally involves the community with a view to integrating human and financial resources from public and private sectors to ensure that all students have an equal opportunity to succeed at school.

**What are its functions?**

A Resource Coordinating Team performs essential functions related to the implementation and ongoing development of a comprehensive, multifaceted, and cohesive approach for addressing barriers to student learning and promoting healthy development.

Examples of key functions are:

- Aggregating data across students and from teachers to analyze school needs
- Mapping resources at school and in the community
- Analyzing resources
- Identifying the most pressing program development needs at the school
- Coordinating and integrating school resources & connecting with community resources
- Establishing priorities for strengthening programs and developing new ones
- Planning and facilitating ways to strengthen and develop new programs and systems
- Recommending how resources should be deployed and redeployed
- Developing strategies for enhancing resources
- “Social marketing”

Related to the concept of an Enabling (Learning Support) Component, these functions are pursued within frameworks that outline six curriculum content areas and the comprehensive continuum of interventions needed to develop a comprehensive, multifaceted approach to student support that is integrated fully into the fabric of the school.

**Who’s on Such a Team?**

A Learning Support Resource Team might begin with only two people. Where feasible, it should expand into an inclusive group of informed stakeholders who are able and willing. This would include the following:

- Principal or assistant principal
- School Psychologist
- Counselor
- School Nurse
- School Social Worker
- Behavioral Specialist
- Special education teacher
- Representatives of community agencies involved regularly with the school
- Student representation (when appropriate and feasible)
- Others who have a particular interest and ability to help with the functions

It is important to integrate this team with the infrastructure mechanisms at the school focused on instruction and management/governance. For example, the school administrator on the team must represent the team at administrative meetings; there also should be a representative at governance meetings; and another should represent the team at a Learning Support Resource Council formed for a family of schools (e.g., the feeder pattern).

**References:**


Center for Mental Health in Schools (2001). Resource-Oriented Teams: Key Infrastructure Mechanisms for Enhancing Education Supports. Los Angeles: Author at UCLA.

Center for Mental Health Schools (2002). Creating the Infrastructure for an Enabling (Learning Support) Component to Address Barriers to Student Learning. Los Angeles: Author at UCLA.

How to Start

Who will Facilitate the Process?

About Creating Readiness

Some Initial Steps in Establishing a Learning Supports Resource Team

Building Team Capacity
As you pursue the work, it will help you think about matters such as:

Who will facilitate the processes described?

What’s needed in terms of leadership and support?

What’s are the initial steps in establishing a Learning Supports Resource Team?

What should be the initial focus in building team capacity?

Establishing a resource-oriented team in schools represents a major systemic change. The danger in creating new mechanisms is that they can become just another task, another meeting – busy work. Infrastructure must be designed in keeping with the major functions to be carried out, and all functions must be carried out in the service of a vital vision for improving outcomes for all students. Resource-oriented mechanisms are valuable only if they are driven by and help advance an important vision. Leaders and facilitators must be able to instill that vision in team members and help them sustain it.

Successful systemic change requires considerable attention to creating readiness and building the capacity for initial implementation. After introducing the concept of a learning support or enabling component, it is easy to get lost in a morass of details when caught up in the daily tasks of making major systemic changes. This module covers topics and contains some tools that have been found helpful in efforts to provide guidance and support for those involved in establishing innovations at schools. As you use the material, you may find it helpful periodically to review the points covered below so that you can keep the big picture in perspective and maintain a sense of some of the most basic considerations.

Who Will Facilitate the Process?

Someone needs to be designated to facilitate the process of establishing a resource-oriented team at a school. Because the process involves significant organizational change, the individual chosen has to have the full support of the administration and the skills of a change agent. We characterize such an individual as an organization facilitator.*

An organization facilitator is a catalyst and manager of change. As such, s/he strives to ensure that changes are true to the design for improvement and adapted to fit the local culture. The facilitator also must be an effective problem solver – responding quickly as problems arise and designing proactive strategies to counter anticipated barriers to change, such as negative reactions and dynamics, common factors interfering with working relationships, and system deficiencies. All this must be accomplished in ways that enhance readiness and commitment to change, empowerment, a sense of community.

Our discussion here focuses on organization facilitators as a change agent for one school. However, such an individual might rotate among a group of schools. And, in large school districts, a cadre of such professionals might be used to facilitate change across an entire district.

Regardless of the nature and scope of the work, an organization facilitator's core functions require an individual whose background and training have prepared her/him to understand

- the specific systemic changes (content and processes) to be accomplished (In this respect, a facilitator must have an assimilated understanding of the fundamental concerns underlying the need for change.)

- how to work with a site's stakeholders as they restructure their programs (e.g., how to be an effective agent of change).

The main work revolves around planning and facilitating:

- infrastructure development, maintenance, action, mechanism liaison and interface, and priority setting

- stakeholder development (coaching -- with an emphasis on creating readiness both in terms of motivation and skills; team building; providing technical assistance)

- communication (visibility), resource mapping, analyses, coordination, and integration

- formative evaluation and rapid problem solving

- ongoing support

Such personnel also can help organize basic "interdisciplinary and cross training" to create the trust, knowledge, skills, and the attitudes essential for the kind of working relationships required if the resource-oriented mechanism is to operate successfully.

For more see the Exhibit on the following pages.
Examples of Activity for an Organization Facilitator

1. Infrastructure tasks
   (a) Works with school governing bodies to further clarify and negotiate agreements about
       • policy changes
       • participating personnel (including administrators authorized to take the lead
         for the systemic changes)
       • time, space, and budget commitments
   (b) Helps leaders identify and prepare members for a group to steer the process
   (c) Helps leaders identify members for the resource-oriented team

2. Stakeholder development
   (a) Provides general orientations for governing and planning bodies
   (b) Provides basic capacity building for resource-oriented team
   (c) Ongoing coaching of team members (about purposes, processes)
       Examples: At a team's first meeting, the organization facilitator offers to provide a
       brief orientation presentation (including handouts) and helps teams establish
       processes for daily interaction and periodic meetings. During the next few meetings,
       coaching might help with mapping and analyzing resources.
   (d) Works with leaders to ensure presentations and written information about
       changes are provided to the entire staff and other stakeholders

3. Communication (visibility), coordination, and integration
   (a) Determines if info on new directions (including leadership and team functions and
       membership) and about resources has been written-up and circulated. If not, facilitator
       determines why and helps address systemic breakdowns; if necessary, effective
       processes are modeled.
   (b) Determines if leaders and team members are effectively handling priority tasks. If not,
       the facilitator determines why and helps address systemic breakdowns; if necessary,
       effective processes are modeled.

(continues)
Examples of Activity for an Organization Facilitator

(c) Determines if the following have been accomplished (and if not, takes appropriate steps)
   - mapping of current activity and resources related to learning supports
   - analyses of activity and resources to determine
     > how well they are meeting needs and how well coordinated/integrated they are (with special emphasis on maximizing cost-effectiveness and minimizing redundancy)
     > what learning supports need to be improved (or eliminated)
     > what is missing, its level of priority, and how and when to develop it
   - info has been written-up and circulated about all resources and plans for change

(d) Determines the adequacy of efforts made to enhance communication to and among stakeholders and, if more is needed, facilitates improvements

(e) Determines if systems are in place to identify problems related to functioning of the infrastructure and communication systems. If there are problems, determines why and helps address any systemic breakdowns

(f) Checks on visibility of reforms and if the efforts are not visible, determines why and helps rectify

4. Formative Evaluation and Rapid Problem Solving

(a) Works with leaders and team members to develop procedures for formative evaluation and processes that ensure rapid problem solving

(b) Checks regularly to be certain that learning supports are enabling student learning and that there is rapid problem solving. If the data are not promising, helps school leaders to make appropriate modifications.

5. Ongoing Support

(a) Offers ongoing coaching on an "on-call" basis
   For example: informs team members about ideas developed by others or provides expertise related to a specific topic they plan to discuss.

(b) At appropriate points in time, asks for part of a meeting to see how things are going and (if necessary) to explore ways to improve the process

(c) At appropriate times, asks whether participants have dealt with longer-range planning, and if they haven't, determines what help they need

(d) Helps participants identify sources for continuing development/education
Using an Organization Facilitator to Establish and Coach a Learning Supports Resource Team

The following example from one school may help clarify some of the above points.

At First Street School, the Organization Facilitator’s first step was to ensure the site leadership was sufficiently committed to restructuring learning support programs and services. The commitment was made public by the site's governance body adopting the enabling component concept and by formally agreeing to the role the Organization Facilitator would play in helping staff implement reforms.

The process of restructuring began with assignment of an assistant principal to function as the component's administrative leader and establishment of a Resource Team consisting of the school's pupil service personnel, the administrative leader, a staff lead, and several teachers. With the Organization Facilitator acting as coach, the team began by mapping and analyzing all school resources being used to address barriers to student learning.

By clustering existing activities into the six arenas of intervention designated for an enabling component, the team was able to consider a new programmatic vision for the school's efforts to address barriers to learning and enhance healthy development. By analyzing activities from this perspective, the team identified essential activities, major programmatic gaps, redundant efforts, and several long-standing activities that were having little effect. Decisions were made to eliminate redundant and ineffective activity and redeploy the resources to strengthen essential programs and begin to fill learning support gaps.

As one facet of the school's community outreach, the Organization Facilitator coached the Resource Team on how to bring community resources to the site in ways that do not displace essential school resources. This focus was on integrating community resources into the enabling component. That is, the team outreached specifically to those community resources that could either fill a significant gap or enhance the school staffs' efforts by becoming part of an ongoing program. To ensure coordination and integration, all community agencies working at the site are asked to have a representative participate on the Resource Team.
If efforts to restructure schools are to result in substantive and sustainable changes, particular attention must be paid to ensuring effective leadership and ongoing support. Talking about change has rarely been a problem for educational leaders and change agents. Problems arise when they try to introduce change into specific locales and settings. It is then that they encounter the difficulties inherent in building consensus and mobilizing others to develop and maintain the substance of new prototypes.

In effect, leaders and change agents have a triple burden as they attempt to improve schools.

C They must ensure that substantive change is on the policy agenda.

C They must build consensus for change.

C They must facilitate effective implementation (e.g., establish, maintain, and enhance productive changes).

Creating readiness for systemic changes involves strategic interventions to ensure:

C strong policy support
C administrative and stakeholder buy-in and support
C long-range strategic and immediate action planning
C daily formal leadership from highly motivated administrative and supervisory staff and key union representatives
C daily informal leadership from highly motivated line staff
C ongoing involvement of leadership from outside the system
C establishment of change agent mechanisms to facilitate systemic changes
C careful development of mechanisms for planning, implementation, and improvement of new approaches
C mobilization of a critical mass of stakeholders
C capacity building designed to ensure all involved can perform effectively
C protection for those who are assuming new roles and new ways of working
C using all supportive data that can be gathered (e.g., benchmarks for all progress)
A thread running through all this is the need to stimulate increasing interest or *motivational readiness* among stakeholders.

To clarify the point:

In education a new idea or practice almost always finds a receptive audience among a small group. Many more, however, are politely unresponsive and reluctant to change things, and some are actively resistant. Successful change at any level of education restructuring requires the committed involvement of a critical mass of stakeholders. Thus, leaders often are confronted with the task of enhancing the motivational readiness for change of a significant proportion of those who appear reluctant and resistant.

This raises the question: What mobilizes individual initiative?

The answer requires an understanding of what is likely to affect a person's positive and negative motivation related to intended changes in process, content, and outcomes. Particular attention to the following ideas seems warranted:

- **Optimal functioning requires motivational readiness.**
  Readiness is not viewed in the old sense of waiting until a person is interested. Rather, it is understood in the contemporary sense of designing interventions to maximize the likelihood that processes, content, and outcomes are perceived as vivid, valued, and attainable.

- **Good strategies not only aim at increasing motivation but also avoid practices that decrease motivation.**
  Care must be taken, for example, not to overrely on extrinsics to entice and reward because to do so may decrease intrinsic motivation; excessive monitoring or pressure can produce avoidance motivation.

- **Motivation is a process and an outcome concern.**
  In terms of outcomes, for example, strategies should be designed to maintain, enhance, and expand intrinsic motivation so that individuals will come to "own" new practices.

- **Increasing intrinsic motivation involves affecting a person's thoughts, feelings, and decisions.**
  The intent is to use procedures that can reduce negative feelings, thoughts, and coping strategies and increase positive ones related to relevant outcomes, processes, and content. With respect to negative attitudes, this means identifying and minimizing experiences that maintain or may increase avoidance motivation.
Readiness is about . . . Matching Motivation and Capabilities

Success of efforts to establish effective use of learning support resources depends on stakeholders’ motivation and capability. Substantive change is most likely when high levels of positive energy can be mobilized and appropriately directed over extended periods of time. Among the most fundamental errors related to systemic change is the tendency to set actions into motion without taking sufficient time to lay the foundation. Thus, one of the first concerns is how to mobilize and direct the energy of a critical mass of participants to ensure readiness and commitment. This calls for strategies that establish and maintain an effective match with their motivation and capability.

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

And readiness is an everyday concern.

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

A note of caution. In marketing new ideas, it is tempting to accentuate their promising attributes and minimize complications. For instance, in negotiating agreements, school policy makers frequently are asked simply to sign a memorandum of understanding, rather than involving them in processes that lead to a comprehensive, informed commitment. Sometimes they agree mainly to obtain extra resources; sometimes they are motivated by a desire to be seen by constituents as doing something to improve the school. This can lead to premature implementation, resulting in the form rather than the substance of change.
For motivated persons, readiness interventions focus on ways to maintain and possibly enhance intrinsic motivation. This involves ensuring their involvement continues to produce mostly positive feelings and a minimum of negative side effects.

At times, all that may be necessary is to help clear the way of external hurdles. At other times, maintaining motivation requires leading, guiding, stimulating, clarifying, and supporting. Efforts to maintain motivation build on processes used initially for mobilization. In both instances, activity is conceived in terms of nine comprehensive process objectives. These underscore that strategies to facilitate change should be designed to

- establish and maintain an appropriate working relationship (e.g., through creating a sense of trust, open communication, providing support and direction as required)
- clarify the purpose of activities and procedures, especially those intended to help correct specific problems
- clarify why procedures should be effective
- clarify the nature and purpose of evaluative measures
- build on previous capabilities and interests
- present outcomes, processes, and content in ways that structure attending to the most relevant features (e.g., modeling, cueing)
- guide motivated practice (e.g., suggesting and providing opportunities for meaningful applications and clarifying ways to organize practice)
- provide continuous information to ensure awareness of accomplishments
- provide opportunities for continued application and generalization (e.g., ending the process by addressing ways in which individuals can pursue additional, self-directed accomplishments in the area and/or can arrange for additional support and direction).
Some Initial Steps in Establishing a Learning Supports Resource Team

When the focus is on establishing teams throughout a district, it is wise to begin with sites that manifest the highest levels of motivational readiness.

After initial presentations have been made to potential school sites, elicit responses regarding possible interest (e.g., highly interested and ready to go, highly interested but with a few barriers that must be surmounted, moderately interested, not interested).

Follow-up on Initial Interest – Begin discussions with those sites that are highly interested in proceeding.

Clarify
- what process will be used to produce the desired changes
- what resources will be brought in to help make changes
- what the site must be willing to provide and do

At the end of the discussions, there should be a written mutual agreement covering matters such as

>long-term goals and immediate objectives (e.g., site policy commitment to developing and sustaining a comprehensive approach to addressing barriers to learning; willingness to assign an administrative leader; agreement to develop a resource team; readiness to map, analyze, and redeploy resources)

>times to be made available for working with the change agent and for staff to work together on the restructuring

>personnel who will assume leadership (e.g., site leader and key staff)

>access to other resources (e.g., space, phone, photocopier)

>access for staff development (e.g., agreement to devote a significant amount of staff development time to the process -- time with teachers, pupil personnel staff, program coordinators, noncredentialled staff)
Step 3 Meet with key individuals at the site to discuss their role and functions as leaders for the intended systemic changes (e.g., meet with the site administrative leader who has been designated for this role; meet with each person who will initially be part of a Resource Team)

Clarify roles and functions – discuss plans, how to most effectively use time and other resources effectively.

Before having the first team meeting, work with individuals to clarify specific roles and functions for making the group effective (e.g., Who will be the meeting facilitator? time keeper? record keeper?). Provide whatever training is needed to ensure that these groups are ready and able to work productively.

Step 4 Arrange first group meetings

It may take several meetings before a group functions well. The change agent's job is to help them coalesce into a working group. After this, the task is to help them expand the group gradually.

The group's first substantive tasks is to map learning support resources at the site (programs, services, "who's who," schedules – don't forget recreation and enrichment activities such as those brought to or linked with the school). The mapping should also clarify the systems used to ensure that staff, parents, and students learn about and gain access to these resources. The group should plan to update all of above as changes are made

Mapping is followed by an analysis of what's worth maintaining and what should be shelved so that resources can be redeployed. Then, the focus shifts to planning to enhance and expand in ways that better address barriers to learning and promote healthy development. ("What don't we have that we need? Do we have people/programs that could be more effective if used in other ways? Do we have too much in one area, not enough in others? major gaps?")

(In doing mapping and analysis, the Center surveys focusing on six clusters of enabling activity can be a major aid -- see Addressing Barriers to Learning: A Set of Surveys to Map What a School Has and What it Needs – download at http://smhp.psych.ucla.edu)
Step 5  Initial Focus in Enhancing New Activity at a School Site

In the first stages of restructuring, advise the site to begin by focusing on activities with a fast pay off.

As sites and their Resource Coordination Teams work to improve things, it helps if the focus initially is on doing some highly visible things that can payoff quickly. Such products generate a sense that system improvement is feasible and allows an early sense of accomplishment. It also can generate some excitement and increase the commitment and involvement of others.

Examples of such activities are:

C Establishment of a "Support for Transition" program for new students and families (e.g., welcoming and social support programs such as trained Student Peer Buddies to welcome and act as part of a social support system for new students in every classroom, trained Parent Peer Buddies to welcome and act as part of a social support system for new parents; training for volunteers who staff a welcoming table in the front office; training and support for office staff so that they can play a constructive role with newcomers; development of welcoming and orientation materials in all relevant languages)

C Development of a program for recruiting, screening, training, and nurturing volunteers to work with targeted students in classrooms or to become mentors and advocates for students in need

C Provide teachers with staff development not only with respect to requesting special services for a few but to enhance their capacity to use prereferral interventions effectively to address the needs of the many

Step 6  Help publicize and encourage appreciation for new approaches at the site

C Every means feasible (e.g., handouts, charts, newsletters, bulletin boards) should be used to make the activity visible and keep all stakeholders informed and involved. For example, as soon as resources are mapped, information about what is available and how to access it should be circulated to staff, parents, and students.

C Demonstrate Impact and Get Credit for All that is Accomplished – Specify process benchmarks and some outcome indicators
Step 7

Don't forget to gather some baseline data on attendance, tardies, suspensions, and timeouts. Also, survey teachers regarding the school's efforts to address barriers to learning and enhance healthy development (e.g., ratings of knowledge and satisfaction with programs and services).

In the short run, the task is to help the site staff organize their record keeping to ensure they get credit for progress. These data are important when it comes time to make the case with site based decision makers that the restructuring is worth the time, effort, and money. (Minimally, someone needs to keep a "log" to show all the activities carried out, all the changes and improvements that have been made, and to have a record of a representative set of anecdotes describing teacher/family/student success stories.)

Refining the team’s infrastructure (e.g., creating work groups) and connecting it with the school’s infrastructure for instruction and governance.

We will focus on all this in Module IV.

The nice part about developing sites sequentially is that those already developed can serve as mentor sites.

Enhance and Celebrate!

Make every accomplishment highly visible; show people the progress.

Build a strong public perception of changes and their benefits.

What's New! What's Coming!

And celebrate the accomplishments. People work hard to improve outcomes for students, and they need to know that what they did was appreciated for its importance and value.
Resource Aids for Developing Learning Supports Resource Teams/Councils

- Checklist for Establishing School-Site Teams
- Examples of Initial and Ongoing Tasks for Team/Council

<Planning and Facilitating Effective Meetings
Checklist Related to Establishing Resource-Oriented Teams and Work Groups

1. ___ Job descriptions/evaluations reflect a policy for working in a coordinated and increasingly integrated way to maximize resource use and enhance effectiveness (this includes allocation of time and resources so that members can build capacity and work effectively together to maximize resource coordination and enhancement).

2. ___ Every staff member is encouraged to participate on some group to improve students' classroom functioning and can choose to work on matters of specific professional interest.

3. ___ Teams and work groups include key stakeholders (current resource staff, special project staff, teachers, site administrators, parents, older students, others from the community, including representatives of school-linked community services).

4. ___ The size of a team or work group reflects current needs, interests, and factors associated with efficient and effective functioning. (The larger the group, the harder it is to find a meeting time and the longer each meeting tends to run. Frequency of meetings depends on the group's functions, time availability, and ambitions. Properly designed and trained groups can accomplish a great deal through informal communication and short meetings).

5. ___ There is a core of members who have or will acquire the ability to carry out identified functions and make the mechanism work. All are committed to the group's mission. (Building team commitment and competence should be a major focus of school management policies and programs. Because several groups will require the expertise of the same personnel, some individuals necessarily will be part of more than one group.)

6. ___ Each team and work group has a dedicated leader/facilitator who is able to keep the group task-focused and productive.

7. ___ Each team and work group has someone who records decisions and plans and reminds members of planned activity and products.

8. ___ Teams and work groups should use advanced technology (management systems, electronic bulletin boards and E-mail, resource clearinghouses) to facilitate communication, networking, program planning and implementation, linking activity, and a variety of
Exhibit

Examples of Initial and Ongoing Tasks for Team/Council

‡ Orientation for representatives to introduce each to the other and provide further clarity of group’s purposes and processes
‡ Review membership to determine if any major stakeholder is not represented; take steps to assure proper representation
‡ Share and map information regarding what exists (programs, services, systems for triage, referral, case management, etc. – at a site; at each site; in the district and community)
‡ Analyze information on resources to identify important needs at specific sites and for the complex/family of schools as a whole
‡ Establish priorities for efforts to enhance resources and systems
‡ Formulate plans for pursuing priorities
‡ Each site discusses need for coordinating crisis response across the complex and for sharing complex resources for site specific crises and then explores conclusions and plans at Council meeting
‡ Discussion of staff (and other stakeholder) development activity with a view to combining certain training across sites
‡ Discussion of quality improvement and longer-term planning (e.g., efficacy, pooling of resources)

General Meeting format

‡ Updating on and introduction of membership
‡ Reports from those who had between meeting assignments
‡ Current topic for discussion and planning
‡ Decision regarding between meeting assignments
‡ Ideas for next agenda

Aid F-30
Planning and Facilitating Effective Meetings

Forming a Working Group

C There should be a clear statement about the group's mission.
C Be certain that members agree to pursue the stated mission and, for the most part, share a vision.
C Pick someone who the group will respect and who either already has good facilitation skills or will commit to learning those that are needed.
C Provide training for members so they understand their role in keeping a meeting on track and turning talk into effective action.
C Designate processes (a) for sending members information before a meeting regarding what is to be accomplished, specific agenda items, and individual assignments and (b) for maintaining and circulating record of decisions and planned actions (what, who, when).

Meeting Format

C Be certain there is a written agenda and that it clearly states the purpose of the meeting, specific topics, and desired outcomes for the session.
C Begin the meeting by reviewing purpose, topics, desired outcomes, etc. Until the group is functioning well, it may be necessary to review meeting ground rules.
C Facilitate the involvement of all members, and do so in ways that encourage them to focus specifically on the task. The facilitator remains neutral in discussion of issues.
C Try to maintain a comfortable pace (neither too rushed, nor too slow; try to start on time and end on time but don't be a slave to the clock).
C Periodically review what has been accomplished and move on the next item.
C Leave time to sum up and celebrate accomplishment of outcomes and end by enumerating specific follow up activity (what, who, when). End with a plan for the next meeting (date, time, tentative agenda). For a series of meetings, set the dates well in advance so members can plan their calendars.

Some Group Dynamics to Anticipate

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

**Developing Resource-Oriented Mechanisms to Enhance Learning Supports** (July, 2003)

online at: http://smhp.psych.ucla.edu/pdfdocs/contedu/developing_resource_oriented-mechanisms.pdf

<table>
<thead>
<tr>
<th>Introduction</th>
<th>Module V: Expanding Resource Mapping &amp; Analyses at the School Level</th>
</tr>
</thead>
<tbody>
<tr>
<td>Why New Directions?</td>
<td>Surveys to Aid in Mapping</td>
</tr>
<tr>
<td>Key Steps</td>
<td>Mapping Funding Sources</td>
</tr>
<tr>
<td>What Are We talking About?</td>
<td>Analyses</td>
</tr>
<tr>
<td></td>
<td>Recommendations for Redeploying &amp; Enhancing Resources</td>
</tr>
<tr>
<td></td>
<td>Establishing Priorities</td>
</tr>
<tr>
<td></td>
<td>Beyond Resource Mapping</td>
</tr>
<tr>
<td></td>
<td>Module VI: Establishing a Resource Council</td>
</tr>
<tr>
<td></td>
<td>A Resource-Oriented Mechanism for a Family of Schools</td>
</tr>
<tr>
<td></td>
<td>Council Functions</td>
</tr>
<tr>
<td></td>
<td>Council Membership</td>
</tr>
<tr>
<td></td>
<td>Mapping Resource Staff Across the Complex</td>
</tr>
<tr>
<td></td>
<td>Expanding Understanding of Community Resources</td>
</tr>
<tr>
<td></td>
<td>Module VII: Monitoring Progress</td>
</tr>
<tr>
<td></td>
<td>Topical Outline</td>
</tr>
<tr>
<td></td>
<td>Benchmark Checklist for Monitoring and Reviewing Progress</td>
</tr>
<tr>
<td></td>
<td>Module VIII: School-Community Collaboration</td>
</tr>
<tr>
<td></td>
<td>Working Collaboratively at and with Schools to Enhance Learning Supports</td>
</tr>
<tr>
<td></td>
<td>Defining Collaboration and its Purposes</td>
</tr>
<tr>
<td></td>
<td>Infrastructure Building from Localities Outward</td>
</tr>
<tr>
<td></td>
<td>Module IX: About Using Data for Planning, Implementation, Evaluation, and Social Marketing</td>
</tr>
<tr>
<td></td>
<td>A Few Words About Data for Planning, Implementation, &amp; Evaluation</td>
</tr>
<tr>
<td></td>
<td>Using Data for Social Marketing</td>
</tr>
</tbody>
</table>

| Module II: How to Start | | |
| Who will Facilitate the Process? | | |
| About Creating Readiness | | |
| Some Initial Steps in Establishing a Resource Team | | |
| Building Team Capacity | | |
| Module III: Initial Resource Mapping and Analyses | | |
| Mapping & Analyses of Learning Supports | | |
| Mapping in Stages | | |
| Improving Existing Interventions and Filling Gaps | | |
| School-Focused Mapping | | |
| Mapping of Key Resource Staff at a School | | |
| Module IV: Refining the School Infrastructure | | |
| School Steering Body for a Learning Support (Enabling) Component | | |
| Developing Ad Hoc and Standing Work Groups for a Resource Team | | |
| Integrating the Component into the School Infrastructure About Leadership and Infrastructure | | |
Resource Aid G  

Weaving School-Community Resources Together

While it is relatively simple to make informal linkages, establishing major long-term collaborations is complicated. Doing so requires vision, cohesive policy, and basic systemic reforms. The complications are readily seen in any effort to develop a comprehensive, multifaceted, and integrated approach to promoting healthy development and addressing barriers to development and learning. Such an approach involvesmuch more than linking a few services, recreation, and enrichment activities to schools (see Appendix A). Major systemic changes are required to develop and evolve formal and institutionalized sharing of a wide spectrum of responsibilities and resources.

Collaboratives can weave together a critical mass of resources and strategies to enhance caring communities that support all youth and their families and enable success at school and beyond. Strong family-school-community connections are critical in impoverished communities where schools often are the largest piece of public real estate and also may be the single largest employer.

Comprehensive collaboration represents a promising direction for efforts to generate essential interventions to address barriers to learning, enhance healthy development, and strengthen families and neighborhoods. Building such collaboration requires stake-holder readiness, an enlightened vision, creative leadership, and new and multi-faceted roles for professionals who work in schools and communities, as well as for family and other community members who are willing to assume leadership.

As noted, interest in connecting families, schools, and communities is growing at an exponential rate. For schools, such links are seen as a way to provide more support for schools, students, and families. For agencies, connection with schools is seen as providing better access to families and youth and thus as providing an opportunity to reach and have an impact on hard-to-reach clients. The interest in collaboration is bolstered by the renewed concern about widespread fragmentation of school and community interventions. The hope is that integrated resources will have a greater impact on “at risk” factors and on promoting healthy development.

In fostering collaboration, it is essential not to limit thinking to coordinating community services and collocating some on school sites. Such an approach downplays the need to also restructure the various education support programs and services that schools own and operate. And, it has led some policy makers to the mistaken impression that community resources can effectively meet the needs of schools in addressing barriers to learning. In turn, this has led some legislators to view the linking of community services to schools as a way to free-up the dollars underwriting school-owned services. The reality is that even when one adds together community and school assets, the total set of services in impoverished locales is woefully inadequate. In situation after situation, it has become evident that as soon as the first few sites demonstrating school-community collaboration are in place, local agencies find they have stretched their resources to the limit. Policy makers must realize that increasing access to services is only one facet of any effort to establish a comprehensive, cohesive approach for strengthening families and neighborhoods.

Collaboratives often are established because of the desire to address a local problem or in the wake of a crisis. In the long-run, however, family-community-school collaboratives must be driven by a comprehensive vision about strengthening youngsters, families, schools, and neighborhoods. This encompasses a focus on safe schools and neighborhoods, positive development and learning, personal, family, and economic well-being, and more.
It is commonly said that collaboratives are about building relationships. It is important to understand that the aim is to build potent, synergistic, working relationships, not simply to establish positive personal connections. Collaboratives built mainly on personal connections are vulnerable to the mobility that characterizes many such groups. The point is to establish stable and sustainable working relationships. This requires clear roles, responsibilities, and an institutionalized infrastructure, including well-designed mechanisms for performing tasks, solving problems, and mediating conflict.

A collaborative needs financial support. The core operational budget can be direct funding and in-kind contributions from the resources of stakeholder groups. A good example is the provision of space for the collaborative. A school or community entity or both should be asked to contribute the necessary space. As specific functions and initiatives are undertaken that reflect overlapping arenas of concern for schools and community agencies such as safe schools and neighborhoods, some portion of their respective funding streams can be braided together. Finally, there will be opportunities to supplement the budget with extra-mural grants. A caution here is to avoid pernicious funding. That is, it is important not to pursue funding for projects that will distract the collaborative from vigorously pursuing its vision in a cohesive (nonfragmented) manner.

The governance of the collaborative must be designed to equalize power so that decision making appropriately reflects all stakeholder groups and so that all are equally accountable. The leadership also must include representatives from all groups, and all participants must share in the workload — pursuing clear roles and functions. And, collaboratives must be open to all who are willing to contribute their talents.

Obviously, true collaboration involves more than meeting and talking. The point is to work together in ways that produce the type of actions that result in important results. For this to happen, steps must be taken to ensure that collaboratives are formed in ways that ensure they can be effective. This includes providing them with the training, time, support, and authority to carry out their roles and functions. It is when such matters are ignored that groups find themselves meeting and meeting, but going nowhere.

*It's not about a collaborative . . . it's about collaborating to be effective*

Collaboration involves more than simply working together. It is more than a process to enhance cooperation and coordination. Thus, professionals who work as a multidisciplinary team to coordinate treatment are not a collaborative; they are a treatment team. Interagency teams established to enhance coordination and communication across agencies are not collaboratives; they are a coordinating team.

The hallmark of collaboration is a formal agreement among participants to establish an autonomous structure to accomplish goals that would be difficult to achieve by any of the participants alone. Thus, while participants may have a primary affiliation elsewhere, they commit to working together under specified conditions to pursue a shared vision and common set of goals. A collaborative structure requires shared governance (power, authority, decision making, accountability) and weaving together of a set of resources for use in pursuit of the shared vision and goals. It also requires building well-defined working relationships to connect and mobilize resources, such as financial and social capital, and to use these resources in planful and mutually beneficial ways.
Growing appreciation of social capital has resulted in collaboratives expanding to include a wide range of stakeholders (people, groups, formal and informal organizations). The political realities of local control have further expanded collaborative bodies to encompass local policy makers, representatives of families, nonprofessionals, and volunteers.

Any effort to connect home, community, and school resources must embrace a wide spectrum of stakeholders. In this context, collaboration becomes both a desired process and an outcome. That is, the intent is to work together to establish strong working relationships that are enduring. However, family, community, and school collaboration is not an end in itself. It is a turning point meant to enable participants to pursue increasingly potent strategies for strengthening families, schools, and communities.

As defined above, true collaboratives are attempting to weave the responsibilities and resources of participating stakeholders together to create a new form of unified entity. For our purposes here, any group designed to connect a school, families, and other entities from the surrounding neighborhood is referred to as a "school-community" collaborative. Such groups can encompass a wide range of stakeholders. For example, collaboratives may include agencies and organizations focused on providing programs for education, literacy, youth development, and the arts; health and human services; juvenile justice; vocational education; and economic development. They also may include various sources of social and financial capital, including youth, families, religious groups, community based organizations, civic groups, and businesses.

Operationally, a collaborative is defined by its functions. Family, community, and school connections may be made to pursue a variety of functions. These include enhancing how existing resources are used, generating new resources, improving communication, coordination, planning, networking and mutual support, building a sense of community, and much more.

Such functions encompass a host of specific tasks such as mapping and analyzing resources, exploring ways to share facilities, equipment, and other resources; expanding opportunities for community service, internships, jobs, recreation, and enrichment; developing pools of nonprofessional volunteers and professional pro bono assistance; making recommendations about priorities for use of resources; raising funds and pursuing grants; advocating for appropriate decision making, and much more.

Remember the organizational principle:

*Form (structure) follows function.*

Organizationally, a collaborative must develop a differentiated infrastructure (e.g., steering and work groups) that enables accomplishment of its functions and related tasks. Furthermore, since the functions pursued by a collaborative almost always overlap with work being carried out by others, a collaborative needs to establish connections with other bodies.
Effective collaboration requires vision, cohesive policy, potent leadership, infrastructure, & capacity building

Effective family-community-school collaboration requires a cohesive set of policies. Cohesive policy will only emerge if current policies are revisited to reduce redundancy and redeploy school and community resources that are used ineffectively. Policy must

C move existing governance toward shared decision making and appropriate degrees of local control and private sector involvement – a key facet of this is guaranteeing roles and providing incentives, supports, and training for effective involvement of line staff, families, students, and other community members

C create change teams and change agents to carry out the daily activities of systemic change related to building essential support and redesigning processes to initiate, establish, and maintain changes over time

C delineate high level leadership assignments and underwrite essential leadership/management training re. vision for change, how to effect such changes, how to institutionalize the changes, and generate ongoing renewal

C establish institutionalized mechanisms to manage and enhance resources for family-school-community connections and related systems (focusing on analyzing, planning, coordinating, integrating, monitoring, evaluating, and strengthening ongoing efforts)

C provide adequate funds for capacity building related to both accomplishing desired system changes and enhancing intervention quality over time – a key facet of this is a major investment in staff recruitment and development using well-designed, and technologically sophisticated strategies for dealing with the problems of frequent turnover and diffusing information updates; another facet is an investment in technical assistance at all levels and for all aspects and stages of the work

C use a sophisticated approach to accountability that initially emphasizes data that can help develop effective approaches for collaboration in providing interventions and a results-oriented focus on short-term benchmarks and that evolves into evaluation of long-range indicators of impact. (As soon as feasible, move to technologically sophisticated and integrated management information systems.)

Such a strengthened policy focus allows stakeholders to build the continuum of interventions needed to make a significant impact in addressing the safety, health, learning, and general well being of all youngsters through strengthening youngsters, families, schools, and neighborhoods.
Clearly, major systemic changes are not easily accomplished. Because of the myriad political and bureaucratic difficulties involved in making major institutional changes, especially with sparse financial resources, we recognize that the type of approach described here is not a straightforward sequential process. Rather, the work of establishing effective collaboratives emerges in overlapping and spiraling ways.

The success of collaborations in enhancing school, family, and community connections is first and foremost in the hands of policy makers. If increased connections are to be more than another desired but underachieved aim of reformers, policymakers must understand the nature and scope of what is involved. They must deal with the problems of marginalization and fragmentation of policy and practice. They must support development of appropriately comprehensive and multifaceted school-community collaborations. They must revise policy related to school-linked services because such initiatives are a grossly inadequate response to the many complex factors that interfere with development, learning, and teaching.

By focusing primarily on linking community services to schools and downplaying the role of existing school and other community and family resources, these initiatives help perpetuate an orientation that overemphasizes individually prescribed services, results in fragmented interventions, and undervalues the human and social capital indigenous to every neighborhood. This is incompatible with developing the type of comprehensive approaches that are needed to make statements such as *We want all children to succeed* and *No Child Left Behind* more than rhetoric.
Resource Aid H

Executive Summary:

Restructuring Boards of Education to Enhance Schools Effectiveness in Addressing Barriers to Student Learning.

The document is meant to encourage school boards to take another critical step in improving schools, specifically by focusing on how the district and each school addresses barriers to learning and teaching. The discussion explores

- why school boards need to increase their focus on addressing barriers to learning and teaching
- the benefits accrued from doing so
- ways to build an enhanced focus on addressing barriers into a school board's committee structure
- lessons learned from a major district where the board created a committee dedicated to improving how current resources are expended to address barriers to learning and teaching.

Barriers to Learning

Besides internal factors that can lead to learning and behavior problems, a host of external barriers interfere with learning and teaching. Besides language and cultural considerations and frequent school changes, teachers are confronted with violence, drug use, and students who have disengaged from classroom learning.

School boards, superintendents, principals, and teachers everywhere are eager for ideas on how to address these concerns more effectively. Unfortunately, most districts handle barriers to student learning in a piecemeal and fragmented manner. Even at schools pursuing major reforms, the predominant focus is on improving instruction and school management, with little attention paid to improving the ways barriers are addressed. As a result, too many students are unable to truly take advantage of instructional improvements. This is a central paradox of school improvement. Resolving the paradox is one of the most critical tasks confronting school boards.

How Many Are Affected?

Some estimates indicate that 40% of young people are in bad educational shape and at risk for failing to fulfill their promise. Obviously, the percentage is smaller in some schools; but, in many urban schools, the reality is that over 50% manifest significant learning, behavior, or emotional problems. Until the barriers hindering the progress of these students are addressed effectively, average achievement test scores for many schools and districts will change little over time, initial gains will level off, and efforts to improve instruction will be judged a failure.

What’s Needed?

While emphasis on standards, high expectations, assessment, waivers, accountability, and no excuses is important, such demands are not enough to turn around schools where large numbers of students are performing poorly. In many districts, a school-by-school analysis shows most sites effectively address only a small proportion of students who manifest learning, behavior, and emotional problems. And, most efforts are directed at severe problems and responding to crises. Prevention and early-onset interventions are rare. Moreover, efforts generally are fragmented and are marginalized in policy and daily practice. What’s needed is a comprehensive, multifaceted approach for addressing barriers to learning and teaching.
Trends to counter fragmentation and reduce redundancy, waste, and lack of effectiveness have stressed (a) developing “integrated” services and (b) linking community services to schools in order to increase student/family access. Ironically, many of these efforts have increased fragmentation by co-locating community services on campuses without integrating them with existing school programs and services. Moreover, the dearth of services available in poor communities generally turns increased referrals into long waiting lists.

Because efforts to address barriers is so marginalized, schools devote relatively little serious attention to improving student support systems and integrating the activity with instruction. This neglect is seen in the lack of attention given this matter in consolidated plans and program quality reviews and in the token way these concerns are dealt with in the inservice education agenda for administrative and line staff. As a result, schools continue to operate with virtually no comprehensive frameworks to guide thinking about potent programs for addressing barriers to learning.

Comprehensive frameworks are needed to shape development of a continuum of learning support systems focused on individual, family, and environmental barriers. Such a continuum must be multifaceted and integrated, encompassing systems of prevention, systems to address problems as soon after onset as feasible, and systems to assist those with chronic and severe problems. A policy emphasis on developing these systems is the key not only to unifying fragmented activity, but to using all available resources in the most productive manner.

Documented failures of so many reforms over the last thirty years suggest it is time for a basic policy shift. As highlighted in Figure 1, such a shift should move away from the inadequate two component model that dominates school improvement efforts. There is no way to avoid the fact that better achievement requires more than good instruction and well-managed schools. Also essential is an enabling or learning supports component that comprehensively addresses barriers. Such a component must be treated as a fundamental facet of school improvement. When policy and practice are viewed through the lens of this third component, it becomes evident how much is missing in current efforts to ensure all young people truly have an equal opportunity to learn at school.

Figure 1. Moving from a two to a three component framework for school improvement.
The three component framework calls for elevating efforts to address barriers to learning and teaching to a high level of policy. The usefulness of the concept of an enabling component in formulating policy is evidenced in its adoption by states and localities as a framework for school improvement. As it spreads, the concept is referred to using a variety of terms. For example, the California and Iowa Departments of Education and districts such as the Los Angeles Unified School District call their enabling component a “Learning Supports” component. This is also the terminology used by the New American Schools’ Urban Learning Center comprehensive school reform model. Some states use the term “Supportive Learning Environment.” The Hawai`i Department of Education calls it a “Comprehensive Student Support System” (CSSS). Following Hawai`i’s lead, the Speaker Pro Tem of the California Assembly has introduced legislation for a “Comprehensive Pupil Learning Support System.”

**What Are the Benefits?**

The most fundamental benefits to be accrued from school boards increasing their focus on these concerns are enhanced student academic performance and achievement. The reality is that the best instructional reforms cannot produce the desired results for a large number of students as long as schools do not have a comprehensive approach for addressing external and internal barriers to learning and teaching.

In reviewing the benefits of their board’s enhanced focus on addressing barriers to learning, one district stressed that the work contributed to:

- Formulating a policy framework and specific recommendations for ways to improve efforts to address barriers to student learning and enhance healthy development
- Continuous school improvement in addressing barriers (e.g., more early intervention in dealing with the problems of social promotion, expulsion, dropout, and too many inappropriate referrals for special education)
- Morale-boosting open forums where line staff and community stakeholders had opportunities to propose changes, offer ideas, and raise concerns
- More integrated and mutually sensitive connections with community agency resources
- Regular access by board members and district staff, *without fees*, to an array of invaluable expertise from the community in exploring how the district should handle complex problems arising from health and welfare reforms and the ways schools should provide learning supports
- Expanding the informed cadre of influential advocates and stakeholders in support of district reforms
Analyses indicate that schools can build an Enabling or Learning Supports Component by developing programs in six basic areas (see below).

**Figure 2. An enabling component for a school site.**

**Range of Learners**
(categorized in terms of their response to academic instruction)

- Motivationally ready & able
  - No Barriers
- Not very motivated; lacking prerequisite knowledge & skills; different learning rates & styles; minor vulnerabilities
- Avoidant; very deficient in current capabilities; has a disability; major health problems

**Instructional Component**
(a) Classroom Teaching
(b) Enrichment Activity

**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.

**Emergent impact = Enhanced school climate/culture/sense of community.**
Most school boards do not have a standing committee giving 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 the various programs and services used to address barriers. The piecemeal structure reflects the marginalized status of such functions and both creates and maintains fragmented policies and practices.

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, the committee 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 indepth 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.*

The primary assignment for a standing 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 student learning. 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.

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.
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.

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 and accompanying standards and quality indicators are essential tools for evaluating all proposals in ways that minimize fragmented and piecemeal approaches. These tools also provide guidance in outreaching to connect with community resources in ways that fill gaps and complement school programs and services. That is, they help clarify cohesive ways to weave school and community resources together, thereby avoiding the creation of a new form of fragmentation.

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.

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 included as 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 substantive changes that are needed.

Establishing and building the capacity of a board committee to address barriers to learning 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 document underscores some key concerns and suggests strategies for countering them.
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.”

> 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. Consideration also 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 had key professionals from post secondary institutions, county departments for health, and social services, public and private organizations for youth development and recreation, and the United Way. The organizations all saw the committee’s work as highly related to their mission and readily donated the staff time.
Concluding Comments

As school boards strive to improve schools, the primary emphasis is on high standards, high expectations, assessment, accountability, and no excuses. These are all laudable guidelines for reform. They are simply not sufficient.

It is time for school boards to deal more effectively with the reality that, by themselves, the best instructional reforms cannot produce desired results when large numbers of students are not performing well. It is essential to enhance the way every school site addresses barriers to learning and teaching. Each school needs policy support to help evolve a comprehensive, multifaceted, and well-integrated approach for addressing barriers and for doing so in ways that weave the work seamlessly with the school's efforts to enhance instruction and school management.

Progress along these lines is hampered by the marginalized status of programs and personnel whose primary focus is on enabling learning through learning supports that effectively address barriers. Most school boards do not have a standing committee that focuses exclusively on this arena of policy and practice. The absence of such a structural mechanism makes it difficult to focus powerfully and cohesively on improving the way current resources are used and hinders exploring the best ways to evolve the type of comprehensive and multifaceted approaches that are needed to produce over time major gains in student achievement.

A Few References


*The Center is co-directed by Howard Adelman and Linda Taylor and operates under the auspices of the School Mental Health Project, Dept. of Psychology, UCLA (contact: smhp@ucla.edu). Support comes in part from the Office of Adolescent Health, Maternal and Child Health Bureau (Title V, Social Security Act), Health Resources and Services Administration (Project #U93 MC 00175), with co-funding from the Center for Mental Health Services, Substance Abuse and Mental Health Services Administration. Both are agencies of the U.S. Department of Health and Human Services.

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http://smhp.psych.ucla.edu
Resource Aid I

Levels of Competence and Professional Development

The framework on the following page stresses the need to articulate different levels of competence and clarify the level of professional development at which such competence is attained. It also highlights types of certification that might be attached to the different levels of competence and professional development.

Key outcome criteria for designing preservice programs (including internship) are conceived as developing at least the minimal level of competence necessary to qualify for initial employment. The appropriate certification at this level is described as a preliminary credential.

Criteria for professional development at Level II is defined as the level of competence necessary to qualify as a proficient school practitioner. This competence can be developed through on-the-job inservice programs designed to "Induct" new professionals into their roles and functions. Such an induction involves providing support in the form of formal orientation to settings and daily work activity, personalized mentoring for the first year on-the-job, and an inservice curriculum designed specifically to enhance proficient practice. At the end of one school year's employment, based on supervisor verification of proficient practice, a "clear credential" could be issued.

Both with respect to ongoing professional development and career ladder opportunities, availability of appropriate on-the-job inservice and academic programs offered by institutions for higher education is essential. These should be designed to allow professionals to qualify as master practitioners and, if they desire, as supervisors/administrators. At the same time, it is important to appreciate that few school districts are ready to accept formal certification at these levels as a requisite for hiring and developing salary scales. Thus, such certification is seen as something to be recommended -- not required.

Because of the many controversies associated with renewal of certification, the best solution may be to tie renewal to participation in formal on-the-job inservice programs. This presupposes that such inservice will be designed to enhance relevant competencies for pupil service personnel.
### Framework.

**Levels of Competence and Professional Development and Possible Types of Certification**

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<tr>
<th>LEVELS OF COMPETENCE</th>
<th>LEVELS OF PROFESSIONAL DEVELOPMENT</th>
<th>POSSIBLE TYPES OF CERTIFICATION</th>
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<td>Competencies to qualify as a <em>master practitioner</em></td>
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<td>Minimal Competencies necessary to qualify for <em>initial employment</em></td>
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**Note:**

Cross-cutting all levels of competence are foundational knowledge, skills, and attitudes related to such topics as (a) human growth, development, and learning, (b) interpersonal/group relationships, dynamics, and problem solving, (c) cultural competence, (d) group and individual differences, (e) intervention theory, (f) legal, ethical, and professional concerns, and (g) applications of advanced technology.
Generating Generic and Specialized Competencies.

To guide professional program design and evaluation and for purposes of evaluating candidates for certification, lists of competencies need to be generated. As already stressed, such competencies can be grouped with respect to cross-cutting foundational knowledge, skills, and attitudes and four general areas of function. Thus, the foundational step in listing competencies involves delineating what is to be learned related to each cross-cutting area.

As noted with respect to the four general areas of professional functions, the necessary competencies in each of these areas can be divided into those common to all pupil services personnel ("generics"), those common to more than one specialty but not shared by all (specialty overlaps), and specialized competencies unique to one specialty.

Logically the nature and scope of competencies listed for each level of professional development varies. The process in generating competencies at each level should be done in steps. At Level 1, this involves delineating cross-cutting foundational knowledge, skills, and attitudes and then generating those generics and specialized competencies that provide at least the minimal level of competence necessary to qualify for initial employment. At subsequent levels of professional development and with respect to each area of function, the first step involves delineating generics and the second step encompasses delineating specialized competencies for each specialization. In generating specialized competencies for school psychologists, and social workers, specialty overlaps and perhaps previously unidentified generics are likely to emerge.

Note: The essential competencies for carrying out child welfare and attendance functions are seen as readily embedded in both the school counselor and school social work specialization and perhaps eventually in the school psychology specialization.
Steps for Generating Generic and Specialized Competencies

**Foundational Step:** Delineate cross-cutting foundational knowledge, skills, and attitudes (e.g., related to topics such as (a) human growth, development, and learning, (b) interpersonal/group relationships, dynamics, and problem solving, (c) cultural competence, (d) group and individual differences, (e) intervention theory, (f) legal, ethical, and professional concerns, and (g) applications of advanced technology)

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<td>First Step: Delineate generic competencies</td>
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2. Interventions to Enhance Systems within Schools
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3. Interventions to Enhance School-Community Linkages & Partnerships
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4. Supervision/Administration
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**Second Step:** Delineate **specialized competencies**
(greater breadth & depth, *as well as* added new facets of knowledge, skills, & attitudes)

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