Getting from Here to There

A Guidebook for

The Enabling Component

Instructional Component

Enabling Component

Student
School
Family
Community

Management Component

Enabling schools to teach and students to learn

*The single most characteristic thing
about human beings is that they learn.*
Jerome Bruner

Every child, every adolescent, every adult is a learner. And,
every teacher wants to help students learn; parents want their
children to flourish; health and social service professionals want to
promote healthy development and prevent and correct their clients'
problems; communities and the society want to foster productive
citizens. Too often such positive intentions are frustrated by
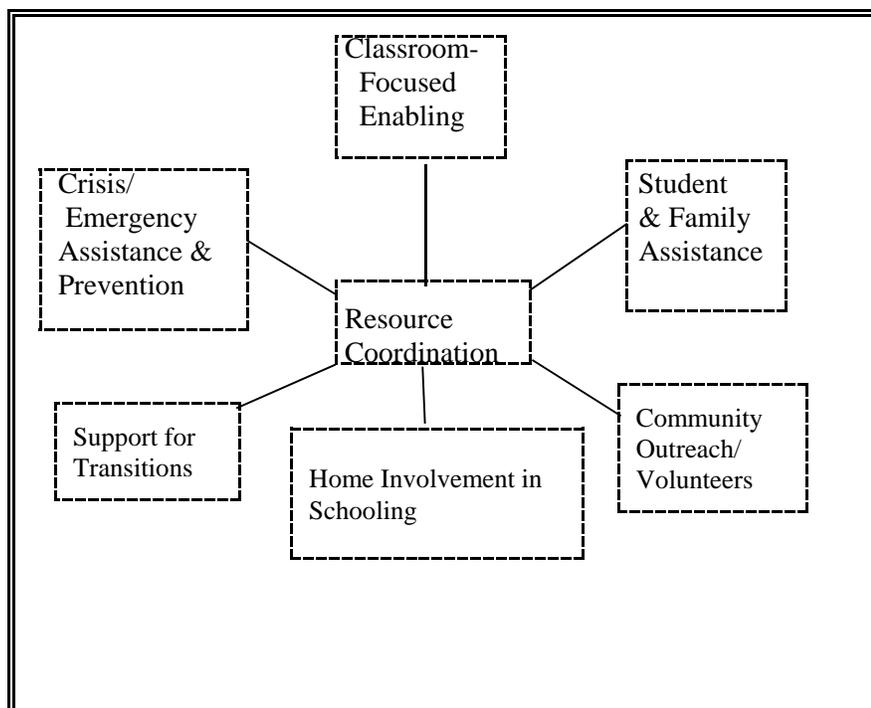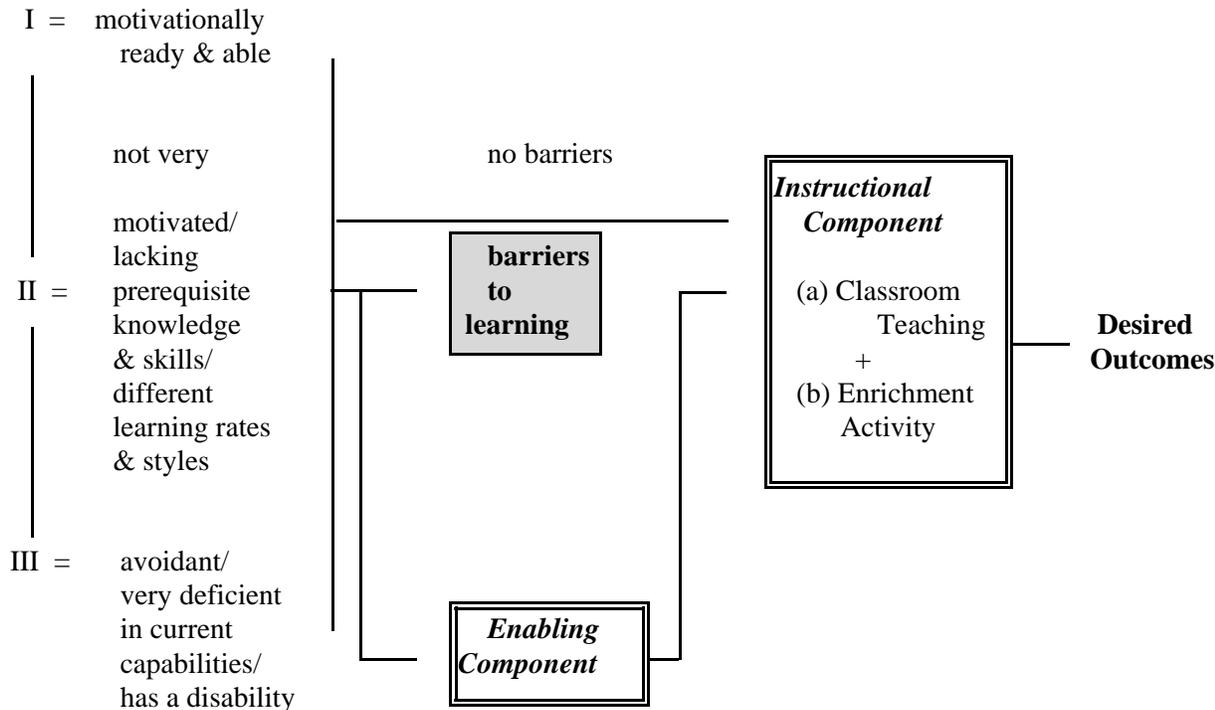systemic and personal barriers.

*Our vision for an Enabling Component is the development
of a cohesive set of interventions to address barriers so that
schools are able to teach and students are able to learn.* *

An Enabling Component is developed by restructuring school and community
resources to create a comprehensive, integrated, and cross disciplinary approach
to addressing factors that interfere with learning and schooling. Such an approach
can prevent and correct learning, behavior, emotional, and health problems and
can contribute to classroom efforts to foster academic, social, emotional, and
physical functioning.

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*   **"Enabling" means to provide with the means or opportunity; to make possible, practical, or easy; to
give power, capacity, or sanction.**

Before a large proportion of students can benefit significantly from instruction, we need to enable learning by attending to as many barriers that interfere with learning as is feasible. This means making fundamental changes in education support programs and finding ways to integrate these activities with community resources.

Types of Learners

I = motivationally ready & able

not very

motivated/ lacking

II = prerequisite knowledge & skills/ different learning rates & styles

III = avoidant/ very deficient in current capabilities/ has a disability

no barriers

barriers to learning

Enabling Component

Instructional Component

(a) Classroom Teaching
+
(b) Enrichment Activity

Desired Outcomes

Classroom- Focused Enabling

Crisis/ Emergency Assistance & Prevention

Student & Family Assistance

Resource Coordination

Support for Transitions

Home Involvement in Schooling

Community Outreach/ Volunteers

Getting from Here to There

A Guidebook for

The Enabling Component

CONTENTS

G. Crisis Assistance and Prevention

>Description and survey of the area, forms and an example related to mapping, and materials related to crisis teams and intervention

H. Home Involvement in Schooling

>Description and survey of the area, forms and an example related to mapping, and a figure outlining the scope of activity

I. Support for Transitions

>Description and survey of the area, forms and an example related to mapping, and description and examples of social support mechanisms with a special focus on welcoming strategies for new students and their families

J. Community Outreach/Volunteers

>Description and survey of the area, forms and an example related to mapping, and examples of outreach and volunteer materials

LIST OF EXHIBITS

The guidebook features a variety of material that can be extracted as summary reminders of key points and for use in presentations.

Prologue

Thoughts are but dreams till their efforts be tried.
Shakespeare

*The world is before you -- you need not take it or
leave it as it was when you came in.*
James Baldwin

*Changing the individual while leaving the world
alone is a dubious proposition.*
Ulric Neisser

Ideas for restructuring education and enabling activity abound.
And most people want to see things improve. But for substantive
change to occur, institutional inertia must be overcome.

Those who set out to develop "break the mold" reforms
are confronted with two enormous tasks.

The first is to develop a prototype for others to model; the second
involves replicating it.

Thus, those who want to break the mold not only must generate
impressive new prototypes for schooling, they must adopt potent
strategies for organizational change.

Introduction to the Guidebook

Question: Do you want to see schools improve?

Obvious answer: Yes, But . . . "There's too much to do and too little to do it with
. . . . There's never enough money . . . . There's never enough staff to do what
needs to be done, never enough space to house all we could do, and never enough
time for planning, learning, and doing."

It's all true. AND, we still must find ways to do more and better. It will take
vision, commitment, and it will take overcoming the great malaise that permeates
many schools, homes, and communities. It will take using what we have in better
ways -- coordinating, integrating, improving, redeploying, and continuing to seek
out every additional resource that can be added to create new and better ways. It
will take "breaking the mold."

Is it worth the effort? Well, clearly the alternative to working to make things
better is to see them stay the same or even become worse -- for students, for
families, for schools, for communities, for the society. Everyone's efforts are
needed and increasingly this means *collaborative* effort. It also means we must
find a way to reenlist all those for whom the bright hope of public schools has
been replaced by the despair that comes from trying to cope as an individual with
a neverending stream of daily and seemingly intractable problems. We believe
there is renewed hope to be found in the systemic ideas and new directions
described in this guidebook.

The guidebook is divided into seven parts. Part I provides an overview of the
Enabling Component and places the concept in the context of current
restructuring initiatives. Part II offers an overview of the process for introducing
and adapting the Component at a site using a formal diffusion model. A diffusion
model (see *Toward a Diffusion Model* available under separate cover) is a tool for
organizational change; it addresses the question "How do we get from here to
there?" It emphasizes phases, steps, processes, and problems related to major
institutional change and recommends specific activity change facilitators must
carry out. Parts III-V cover each stage and step of the process from orientation
and creating readiness through start-up, maintenance, and evolution. Part VI
explores several topics that warrant elaboration. Part VII (under separate cover)
contains a variety of resource aids developed to date.

> *A guidebook is not a blueprint.*
> *It is more like an architect's notes and sketches.*
> *Use it flexibly and in ways that respond to the*
> *unique characteristics of your settings and stakeholders*

PART I.

WHAT IS AN ENABLING COMPONENT?

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

*American schools are failing because they cannot
meet the complex needs of today's students.
Teachers cannot teach hungry children or cope with
young people who are too distraught to learn.*
Joy Dryfoos

Everyone understands the necessity of reducing behavior and emotional problems, school adjustment problems, absenteeism, drug abuse, dropouts, teen pregnancy, violence on campuses, and so many other problems that interfere with learning and performing well at school. If schools are to improve and if students are to learn and succeed, such problems must be addressed.

Many school districts have developed a wide array of activity aimed at preventing and correcting students' problems. Through the various initiatives aimed at integrating community services, schools seek to enhance what is available to students and their families through collaborations with social and medical and mental health services.

1

School personnel, students, and their families understand that these programs and services are an essential component of a school's endeavors. From a policy perspective, however, these efforts usually are treated as supplementary ("add-ons"). And in terms of daily practice, these resources are fragmented and scarce.

Policy makers, professionals, and concerned citizens across the country want schools and communities to restructure their activities to do a better job in reducing barriers that interfere with student learning and performance. Such restructuring is seen as essential to enabling the development of caring, capable, and contributing children and youth.[1] However, analysis of the recent reform initiatives suggests there is more to be done to produce the ambitious outcomes our society expects and needs.

What is the prevailing state of affairs?

What do the experts suggest should be done?

Some Background on Initiatives to Reform Enabling Activity[2]

The current state of affairs is widely viewed as deficient in two fundamental ways:

    (1)   There are insufficient economic and human resources -- and this has led to

                • noncomprehensive approaches

                • lack of access for many students (as well as other inequities
                  such as qualitative deficiencies).

    (2)   Current resources are not used as effectively and efficiently as they might be.

                Activities tend to be carried out in fragmented and piecemeal ways
                because of existing boundaries and barriers that interfere with
                flexible, coordinated, and integrated use.

What is the consensus with respect to what needs to be done?

    There is widespread agreement that there must be

    (1)   Major systemic change (reform, restructuring, transformation --
            innovation and invention)

            Examples of changes:
            • local control (decentralization)
            • partnerships for sharing responsibility and authority with stakeholders
            • building a cohesive infrastructure from the school-community outward
            • flexibility, facilitation, and technical support in place of monitoring for nonessential
              compliance
            • redeploying and blending existing resources
            • capturing a share of other appropriated resources
            • continuing education for all stakeholders
            • collegiality, collaboration, and a sense of community among all stakeholders
            • use of advanced technology
            • new sources of funding
            • processes for self-renewal

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[2]   For more background and specific references, see "The Enabling Component: A Missing Link in Education Restructuring" in Part VI.

(2)   A comprehensive and integrated continuum of accessible
       interventions that are systematically planned, implemented, and
       evaluated

       Examples of ideas prominently advocated:
       • seamless, wraparound services
       • one-stop shopping
       • case management
       • staff development and cross-training
       • outcome efficacy for young people and families

(3)   A renewed emphasis on ensuring that prevention (including
       promotion of wellness) is a significant part of the continuum

(4)   Home and community involvement in preventing and dealing with
       problems

        Seeing families as central;
        Formally linking community resources to each other and to schools
          (including basing some at schools)

(5)   A continuing emphasis on providing for diversity and ensuring equity

        Addressing differences related to economic status, cultural background, English
          language proficiency, race, disability, gender, religion, and other personal and
          community characteristics and special needs

(6)   High standards (expectations, aspirations)

        Providing the same high quality of education and services for all children and
          youth and ensuring they have equal opportunity to benefit from what is offered;
        Ensuring the continuing intellectual, physical, emotional and social
          development, and the general well being of children, youth, and society

(7)   Increased attention to minimizing violence and maximizing safety

(8)   Accountability (cost effectiveness and cost efficiency)

        Performance- rather than rule-based accountability;
        Flexible and supportive governance and management linked to accountability
          for results

These points are reflected in the various principles and guidelines that have emerged as critics
have focused in on reforming current enabling practices (see Exhibit A).

Exhibit A

Principles and Guidelines in Pursuing Activity to Enable Learning

In a recent synthesis of key principles for effective frontline practice, the authors caution that care must be taken not to let important principles simply become

> the rhetoric of reform, buzzwords that are subject to critique as too fuzzy
> to have real meaning or impact . . . a mantra . . . that risks being drowned
> in its own generality.[*]

With this caution in mind, the following phrases are offered simply to provide a sense of the philosophy guiding efforts to restructure education support programs and services.

• A focus on improving systems, as
  well as helping individuals

• Full continuum of interventions

• Activity clustered into coherent areas

• Comprehensiveness

• Integrated/cohesive programs

• Systematic planning, implementation,
  and evaluation

• Operational flexibility and
  responsiveness

• Cross disciplinary involvements

• Deemphasis of categorical programs

• School-community collaborations

• High standards-expectations-status

• Blend theory and practice

• Family-centered, holistic, and
  developmentally appropriate

• Consumer-oriented, user friendly

• Consumers should contribute

• Tailor to fit sites and individuals

• Embody social justice/equity

• Account for diversity

• Respect and appreciation for all parties

• Partnerships in decision making/shared
  governance

• Build on strengths

• Clarity of desired outcomes

• Accountability

• Self-renewing

• Nurture the caregivers

[*]J. Kinney, K. Strand, M. Hagerup, & C. Bruner (1994). *Beyond the Buzzwords: Key Principles in Effective Frontline Practice*. Falls Church, VA: NCSI Information Clearinghouse.

(cont.)

Exhibit A (cont.)

Principles and Guidelines in Pursuing Activity to Enable Learning

The following list reflects guidelines widely advocated by leaders for reform.

An infrastructure must be designed to ensure that enabling activity

- includes a focus on prevention (including promotion of wellness), early-age interventions, early-after-onset interventions, and treatment for chronic problems,

- is comprehensive (e.g., extensive and intensive enough to meet major needs),

- is coordinated-integrated (e.g., ensures collaboration, shared responsibility, and case management to minimize negative aspects of bureaucratic and professional boundaries),

- is made accessible to all students (including those at greatest risk and the hardest-to-reach),

- is of the same high quality for all,

- is user friendly, flexibly implemented, and responsive,

- is guided by a commitment to social justice (equity) and to creating a sense of community,

- uses the strengths and vital resources of all stakeholders to facilitate development of themselves, each other, the school, and the community,

- is designed to improve systems and to help individuals, groups, and families and other caretakers,

- deals with the child holistically and developmentally, as an individual and as part of a family, and with the family and other caretakers as part of a neighborhood and community (e.g., works with multigenerations and collaborates with family members, other caretakers, and the community),

- is tailored to fit distinctive needs and resources and to account for diversity,

- is tailored to use interventions that are no more intrusive than is necessary in meeting needs (e.g., the least restrictive environment)

- facilitates continuing intellectual, physical, emotional and social development, and the general well being of the young, their families, schools, communities, and society,

(cont.)

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Exhibit A (cont.)

Principles and Guidelines in Pursuing Activity to Enable Learning

- is staffed by stakeholders who have the time, training, skills and institutional and collegial support necessary to create an accepting environment and build relationships of mutual trust, respect, and equality,

- is staffed by stakeholders who believe in what they are doing,

- is planned, implemented, evaluated, and evolved by highly competent, energetic, committed and responsible stakeholders.

Furthermore, infrastructure procedures should be designed to

- ensure there are incentives (including safeguards) and resources for reform,

- link and weave together (1) enabling activity that is owned by the schools and (2) community public and private resources,

- interweave the Enabling Component with the Instructional and Management Components of school and community,

- encourage all stakeholders to advocate for, strengthen, and elevate the status of young people and their families, schools, and communities,

- provide continuing education and cross-training for all stakeholders,

- provide quality improvement and self-renewal,

- demonstrate accountability (cost-effectiveness and efficiency) through quality improvement evaluations designed to lead naturally to performance-based evaluations.

All this implies, broadening roles for all who work with and for young people: That is, we must act as advocates, catalysts, brokers, and providers to support home and community in the development of caring, capable, and contributing young people. Direct service and systemic change must be pursued with equal fervor and with potent results. Prevention must be as much a part of the agenda as is responding to pressing treatments needs.

A Sense of Mission: A Vision for Moving Forward

Major reforms have been directed at the instructional and management components of schooling. Activities in schools designed to address barriers to learning (often referred to as support services, pupil services, or health and social services) have not received the same level of attention. Even when efforts are made to connect community services to school sites (referred to as school-linked services), the initiatives have not integrated community and school-owned programs. And, none of the efforts have demonstrated that such services and programs are an essential set of resources and should be recognized as a primary component for enabling schools to teach and students to learn effectively.

To better convey the essential nature of enabling activity, the concept of an Enabling Component has been adopted. This concept is meant to unify and fill gaps found in (1) efforts to restructure school-owned enabling activity and (2) initiatives to establish collaborative linkages between school and community resources.

The vision arising from this perspective is that any comprehensive reform agenda for educating all children must encompass the restructuring of three primary and continuously transacting components: instruction, management, *and enabling*. The Enabling Component is primary and essential because a significant number of youngsters are bumping into barriers that interfere with their ability to benefit from instructional and management reforms.

In terms of restructuring, the intent is to move

   from:

            fragmented, categorical, and single discipline services

     toward:

            a comprehensive, integrated, cross-disciplinary approach

and

    from:

            activity that is viewed as supplementary ("added-on")

     toward:

            a full-fledged integrated component that is understood to be primary and essential in enabling learning.

Stated simply and directly:

> *The mission for the Enabling Component is to enable schools to teach and
> students to learn by addressing factors that interfere with learning and
> performance* (see Exhibit B).

In pursuing this mission, enabling activity not only encompasses efforts designed
to prevent and correct learning, behavior, emotional, and health problems, it
emphasizes the promotion of healthy development and positive academic, social,
emotional, and physical functioning as the best way to prevent many problems
and as a necessary adjunct to corrective interventions.

The mission is to be accomplished by developing a comprehensive, coordinated,
and increasingly integrated approach through restructuring existing support
resources and establishing collaborations with community resources. By meshing
together enabling activity in the school, community and home, limited resources
can be used more effectively and efficiently.

The core implication of all this is formulated as the proposition that *a
comprehensive, integrated continuum of enabling activity* is *essential* in
addressing the needs of the many who encounter barriers to their benefitting
satisfactorily from instruction. Such a continuum is represented in Exhibit C.

The concept of an Enabling Component encapsulates this proposition. However,
at a school site, the component must emerge from what is available at a site, then
expand what is available by working to integrate school and community
programs/services and enhance access to community programs by linking as
many as feasible to programs at the site. (In this last regard, a school-based
Family and Community Center is seen as an invaluable context for access to
services and programs.)

> Efforts to develop a comprehensive, integrated
> program of enabling activity are guided by the basic
> principles and guidelines outlined
> in Exhibit A.

Exhibit B

An Enabling Component to Address Barriers to Learning

*Types of
Learners*

I = motivationally
       ready & able

         not very   no barriers
         motivated/
         lacking   **barriers**   *Instructional*
II =   prerequisite   **to**   *Component*
         knowledge   **learning**
         & skills/   (a) Classroom   **Desired**
         different   Teaching   **Outcomes**
         learning rates   +
         & styles   (b) Enrichment
                                                                                Activity

III =   avoidant/
         very deficient
         in current   *Enabling*
         capabilities/   *Component*
         has a disability

_____
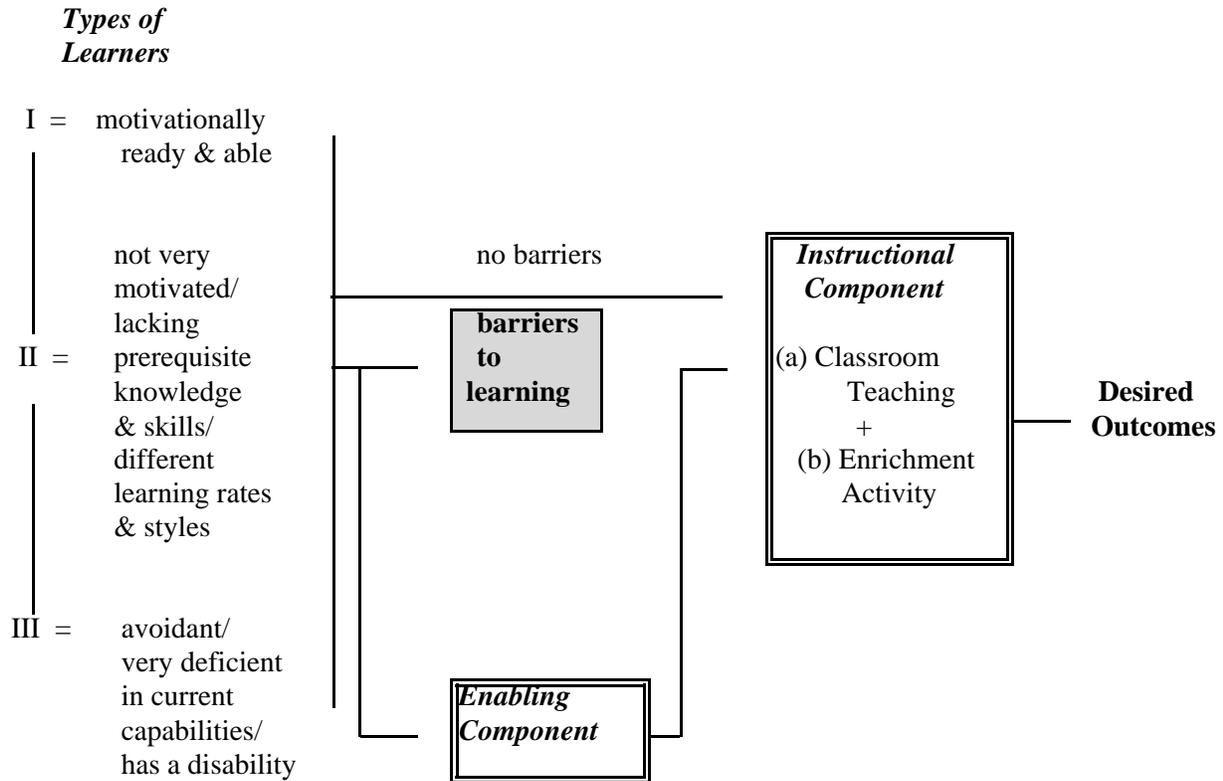
An Enabling Component involves a comprehensive and integrated array of activity to eliminate,
minimize, and get around barriers to learning.

[*]Examples of barriers to learning include

• system and program deficiencies   • peers who are negative influences
• negative attitudes toward schooling   • lack of recreational opportunities
• deficiencies in necessary prerequisite skills   • lack of community involvement
• disabilities   • inadequate school support services
• lack of home involvement   • inadequate social support services
• lack of peer support   • inadequate health support services
                                                           (and many more)

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Exhibit C. From Prevention to Treatment: A Continuum of Programs for Amelioration of Learning, Behavior, and Socioemotional Problems

Intervention Continuum	*Types of Activities* (directed at system changes and individual needs)

Primary prevention ("public health")

1. Programs designed to promote and maintain
   • safety (at home and at school)
   • physical and mental health (including healthy start initiatives, immunizations, substance abuse prevention, violence prevention, health/ mental health education, sex education and family planning, and so forth)

2. Preschool programs (encompassing a focus on health & psychosocial development)
   • parent education and support
   • day care
   • early education
   • identification and amelioration of physical and mental health and psychosocial problems

Early-age targeted intervention

3. Early school adjustment programs
   • welcoming and transition support into school life for students and their families (especially immigrants)
   • personalized instruction in the primary grades
   • additional support in-class for identified students
   • parent involvement in problem solving
   • comprehensive and accessible psychosocial and physical and mental health programs (primary grades)

Early-after-onset correction

4. Improvement and augmentation of ongoing regular support
   • preparation and support for school and life transitions
   • teaching "basics" of remediation to regular teachers(including use of available resource personnel, peer and volunteer support)
   • parent involvement in problem solving
   • providing support for parents-in-need
   • comprehensive and accessible psychosocial and physical and mental health programs (including interventions for students and families targeted as high risks -- all grades)
   • Emergency and crisis prevention and response mechanisms

5. Interventions prior to referral for intensive treatments
   • staff development (including consultation)
   • short-term specialized interventions (including resource teacher instruction and family mobilization; programs for pregnant minors, substance abusers, gang members, and other potential dropouts)

Treatment for severe/chronic problems

6. Intensive treatments -- referral to and coordination with
   • special education
   • dropout recovery and follow-up support
   • services for severe-chronic psychosocial/mental/physical health problems

From: H.S. Adelman and L. Taylor (1993). *Learning problems and learning disabilities: Moving forward.* Pacific Grove, CA: Brooks/Cole. Reprinted with permission.

Enabling Activity Clustered into Six Areas

In brief, the Enabling Component is a *comprehensive, integrated, and cross disciplinary* approach to promoting healthy development and addressing barriers to learning. As operationalized here, it encompasses six areas of integrated activity and represents a fundamental reconception of programs and services for enabling schools to teach, students to learn, families to function constructively, and communities to serve and protect in a cohesive manner (see Exhibits D and E). This grouping of enabling activity emerged from analyses of existing and desired services and programs that found they clustered rather naturally into the six designated areas.

The component encompasses activity designed to prevent and correct learning, behavior, emotional, and health problems. Through integration with the Instructional Component, there is a strong emphasis on promoting healthy development and facilitating positive functioning as the best way to prevent many problems and as an essential adjunct to corrective interventions. Optimally, in doing so, it can enhance a school's efforts to foster academic, social, emotional, and physical functioning.

Establishing an Enabling Component requires (a) restructuring and expanding resources by coordinating and clustering enabling activity and moving toward a school-based/linked emphasis, (b) integrating school and community resources to the degree feasible, (c) enhancing access to other community programs by developing cooperative linkages between community and school site programs, and (d) integrating the Enabling, Instructional, and Management Components.

Contemporary wisdom suggests that major changes in an institution's culture and practices require bottom-up and top-down effort. Thus, adoption of and ongoing commitment to any new vision of schools must be based on informed decision making by a broad range of interested parties (i.e., stakeholders such as parents and other community residents, students, school staff, administrators, policy makers). Moreover, bringing the vision of an Enabling Component to life requires development of an infrastructure and specific mechanisms that create a component that is a strong partner with instruction and management.

Exhibit D
A School-Based Enabling Component to Promote Healthy Development and
Address Barriers to Learning

Types of
Learners

I = motivationally
ready & able

not very
motivated/
lacking
II = prerequisite
knowledge
& skills/
different
learning rates
& styles

III = avoidant/
very deficient
in current
capabilities/
has a disability

no barriers

barriers
to
learning

Instructional
Component

(a) Classroom
Teaching
+
(b) Enrichment
Activity

Desired
Outcomes

Enabling
Component

Classroom-
Focused
Enabling

Crisis/
Emergency
Assistance &
Prevention

Student
& Family
Assistance

Resource
Coordination

Support for
Transitions

Home Involvement in
Schooling

Community
Outreach/
Volunteers

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Exhibit E

Six Interrelated Areas of Activity for Enabling Learning

1. *Classroom-Focused Enabling*

When a classroom teacher encounters difficulty in working with a youngster, the first step is to see whether there are ways to address the problem within the classroom and perhaps with added home involvement. Thus, the emphasis here is on enhancing classroom-based efforts to enable learning by increasing teacher effectiveness for preventing and handling problems in the classroom.[*] This is accomplished by providing personalized help to increase a teacher's array of strategies for working with a wider range of individual differences (e.g., through use of accommodative and compensatory strategies, peer tutoring and volunteers to enhance social and academic support, resource and itinerant teachers and counselors in the classroom). Two aims are to increase mainstreaming efficacy and reduce the need for special services.

> Work in this area requires (1) programs for personalized professional development (for teachers and aides), (2) systems to expand resources, (3) programs for temporary out of class help, and (4) programs to develop aides, volunteers, and any others who help in classrooms or who work with teachers to enable learning. Through classroom-focused enabling programs, teachers are better prepared to address similar problems when they arise in the future.

2. *Student and Family Assistance Through Direct Services and Referral*

Some problems, of course, cannot be handled without special interventions, thus the need for student and family assistance. The emphasis here is on providing special services in a personalized way to assist with a broad-range of needs. To begin with, available social, physical and mental health programs in the school and community are used. As community outreach brings in other resources, they are linked to existing activity in an integrated manner. Special attention is paid to enhancing systems for triage, case and resource management, direct services to meet immediate needs, and referral for special services and special education resources and placements as appropriate. Continuous efforts are made to expand and enhance resources. An invaluable context for this activity is a school-based **Family and Community Center Service Facility**. The work should be supported by multi-media advanced technology. As major outcomes, the intent is to ensure special assistance is provided when necessary and appropriate and that such assistance is effective.

> Work in this area requires (1) programs designed to support classroom focused enabling -- with specific emphasis on reducing the need for teachers to seek special programs and services, (2) a stakeholder information program to clarify available assistance and how to access help, (3) systems to facilitate requests for assistance and strategies to evaluate the requests (including use of strategies designed to reduce the need for special intervention), (4) a programmatic approach for handling referrals, (5) programs providing direct service, (6) programmatic approaches for effective case and resource management, (7) interface with community outreach to assimilate additional resources into current service delivery, and (8) relevant education for stakeholders.

[*]Besides Classroom-Focused Enabling, the regular classroom curriculum should focus on fostering socio-emotional and physical development. Such a focus is an essential element of efforts to prevent learning, behavior, emotional, and health problems. (cont.)

Exhibit E (cont.)

Six Interrelated Areas of Activity for Enabling Learning

3. Crisis Assistance and Prevention

The emphasis here is on responding to, minimizing the impact of, and preventing crises.
If there is a school-based **Family and Community Center Service Facility**, it provides a
staging area and context for some of the programmatic activity. Intended outcomes of
crisis assistance include ensuring immediate assistance is provided when emergencies
arise and follow-up care is provided when necessary and appropriate so that students are
able to resume learning without undue delays. Prevention activity outcomes are reflected
in the creation of a safe and productive environment and the development of student and
family attitudes about and capacities for dealing with violence and other threats to safety.

> Work in this area requires (1) systems and programs for emergency/ crisis
> response at a site, at several schools in the same locale, and community-
> wide (including a program to ensure follow-up care),
> (2) prevention programs for school and community to address school
> safety/violence reduction, suicide prevention, child abuse prevention and so
> forth, and (3) relevant education for stakeholders.

4. Support for Transitions

The emphasis here is on planning, developing, and maintaining a comprehensive focus on
the variety of transition concerns confronting students and their families. The work in
this area can be greatly aided by advanced technology. Anticipated outcomes are reduced
levels of alienation and increased levels of positive attitudes toward and involvement at
school and in a range of learning activity.

> Work in this area requires (1) programs to establish a welcoming and
> socially supportive community (especially for new arrivals), (2) programs
> for articulation (for each new step in formal education, vocational and
> college counseling, support in moving from programs for students with
> limited English proficiency, support in moving to and from special
> education, support in moving to post school living and work), (3) before and
> after-school programs (including intersession) to enrich learning and
> provide recreation in a safe environment, and (4) relevant education for
> stakeholders.

(cont.)

Exhibit E (cont.)

Six Interrelated Areas of Activity for Enabling Learning

5. *Home Involvement in Schooling*

The emphasis here is on enhancing home involvement through programs to address specific parent learning and support needs (e.g., ESL classes, mutual support groups), mobilize parents as problem solvers when their child has problems (e.g., parent education, instruction in helping with schoolwork), elicit help from families in addressing the needs of the community, and so forth. The context for some of this activity may be a **parent center** (which may be part of the **Family and Community Service Center Facility** if one has been established at the site). Outcomes include specific measures of parent learning and indices of student progress and community enhancement related to home involvement.

> Work in this area requires (1) programs to address specific learning and support needs of adults in the home, (2) programs to help those in the home meet their basic obligations to the student, (3) systems to improve communication about matters essential to the student and family, (4) programs to enhance the home-school connection and sense of community, (5) interventions to enhance participation in making decision that are essential to the student, (6) programs to enhance home support related to the student's basic learning and development, (7) interventions to mobilize those at home to problem solve related to student needs, (8) intervention to elicit help (support, collaborations, and partnerships) from those at home with respect to meeting classroom, school, and community needs, and (9) relevant education for stakeholders.

6. *Community Outreach for Involvement and Support (including Volunteers)*

The emphasis here is on outreaching to the community to build linkages and collaborations, develop greater involvement in schooling, and enhance support for efforts to enable learning. Outreach is made to (a) public and private community agencies, universities, colleges, organizations, and facilities, (b) businesses and professional organizations and groups, and (c) volunteer service programs, organizations, and clubs. The **Family and Community Service Center Facility** would be a context for some of this activity (if one has been established at the site). Outcomes include specific measures of community participation and indices of student progress and community enhancement related to use of volunteers and use of additional community resources.

> Work in this area requires (1) programs to recruit community involvement and support (e.g., linkages and integration with community health and social services; cadres of volunteers, mentors, and individuals with special expertise and resources; local businesses to adopt-a-school and provide resources, awards, incentives, and jobs; formal partnership arrangements), (2) systems and programs specifically designed to train, screen, and maintain volunteers (e.g., parents, college students, senior citizens, peer and cross-age tutors and counselors, and professionals-in-training to provide direct help for staff and students -- especially targeted students), (3) outreach programs to hard to involve students and families (those who don't come to school regularly -- including truants and dropouts), (4) programs to enhance community-school connections and sense of community (e.g., orientations, open houses, performances and cultural and sports events, festivals and celebrations, workshops and fairs), and (5) relevant education for stakeholders.

Note: Not addressed here are the general tasks of governance and coordination related to all this activity.

Infrastructure

The organizational and operational infrastructure at a school site must be restructured if an effective Enabling Component is to be established. Specific mechanisms at the site (and for multiple sites and at the system-wide level) are required to provide oversight, leadership, resource development, and ongoing support. Well-designed mechanisms provide the means for (a) arriving at decisions about resource allocation, (b) maximizing systematic and integrated planning, implementation, maintenance, and evaluation of enabling activity, (c) outreaching to community resources in ways that create formal working relationships that bring some of the resources to campuses and establish special linkages with others, and (d) upgrading and modernizing the component in ways that reflect the best intervention thinking and use of technology. The focus is first on school level mechanisms related to the six areas of activity. Then, based on a determination of what is needed to facilitate and enhance school level efforts, mechanisms are conceived for groups of schools and system-wide.

An integrated approach to barriers to learning must coalesce at the local level. The school and its surrounding community are a reasonable focal point around which to build a multi-level organizational plan. For schools, the first challenge in moving from piecemeal approaches to an integrated Enabling Component involves weaving existing enabling activity together; this should encompass curricula designed to foster positive social, emotional, and physical development. The second challenge is to (a) evolve existing programs so they are more effective and (b) reach out to other resources in ways that expand the Enabling Component (e.g., by attracting more volunteers, professionals-in-training, and community resources to work at school sites; by groups of schools entering into collaborations; by establishing formal linkages with community resources). Meeting such challenges requires well-conceived and appropriately supported mechanisms. Here, of course, matters of governance and finance are key concerns. For example, establishment and maintenance of any school-based mechanism requires sanctioning and resource support from school governance bodies and staff and often from the community as well.

It is essential to identify a school-site leader for the Enabling Component. This is a person who sits at the decision making table when plans regarding space, time, budget, and personnel are made and whose job description specifies responsibilities for ensuring the proper operation of mechanisms for coordination, resource development, and accountability. Other ongoing staffing considerations for a site are outlined in Exhibit F.[3] (Part II discusses temporary staffing related to initially organizing the component.)

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[3] Obviously, a leader and a coordinating mechanism at the system-wide level are essential to ensuring there is a cohesive vision, appropriate advocacy, integrated practices, collaboration with public and private agencies, and so forth throughout a district.

Exhibit F

Enabling Component Staffing

With respect to staffing:

- The Component should be led by one of the site's administrators who also convenes the Enabling Component Coordinating Team (this key team is described below)

- Each of the six areas of enabling activity requires a team and a team point person (leader); teams should be made up of site staff, parents, agency representatives, older students, and other interested stakeholders and interested contributors (such teams are described below)

- The Family and Community Center requires a coordinator

- An assessment and consultation team (e.g., a Student Study Team) and other health and human services staff work within the context of the Family and Community Center

- Additional supervisors are recruited to guide and support volunteers and professionals-in-training

- Family, health, and educational advocates and mentors are recruited and trained

- Peer mentors, counselors, and mediators (students/parents) are recruited and trained.

Resource Coordinating Team

Creation of a Resource Coordinating Team is a good starting place for weaving together existing resources and developing school-based program teams. Such a team exemplifies the type of on-site organizational mechanism needed to initiate and work toward cohesion and coordination of the many facets of the Enabling Component. Even before the Component takes form, such a team can reduce fragmentation and enhance cost-efficacy of enabling activity by encouraging existing services and programs to function in a coordinated and increasingly integrated way. For example, the team can analyze and coordinate activity and resources, and it can ensure that systems are in place (e.g., to enhance effective communication among school staff and with the home regarding available assistance and referral processes; to enhance case management).

Over time, the Resource Coordinating Team should facilitate formation of teams for the Enabling Component's six areas. As the component takes form, the team becomes the Enabling Component Resource Coordinating Team. Its membership consists of representatives of all six teams, as well as representatives from any other major programmatic activity supporting a school's instructional efforts. At least one member of the team should be on the school's governing body. And, as community agencies become involved at the school, they should send representatives to become part of the team. Initially, the entire group needs to meet once a week. However, as the group gets bigger, it can identify a core working group to meet weekly. The rest of the team can be kept informed through established communication procedures, and the full team can meet once a month. Properly constituted, this group provides on-site leadership for the Enabling Component and ensures enabling activity is maintained and improved.   (cont.)

Program Teams

A specific school-based mechanism must exist for each of the six areas so that each is pursued optimally in daily practice and maintained over time. (Many schools, of course, are unable to simultaneously establish mechanisms to cover all six areas outlined above and will need to phase them in.) One way to conceive the necessary mechanisms is in terms of site-based program teams. The functions of each team are to ensure programmatic activity is well-planned, implemented, enhanced, evaluated, maintained, and appropriately evolved. A basic problem in forming teams is that of identifying and deploying committed and able personnel. To begin with, one or two stakeholders can take the lead. These should be individuals who by role and/or interest have concern for a specific area of activity (e.g., are closely aligned with program and service delivery in the designated area. Others can be recruited over time as necessary and/or interested. In some cases, one team can address more than one area, and for some areas, one team might serve more than one school. Inevitably, a major thrust in an area requires a critical mass of stakeholders.)

Based on experiences related to forming teams, a few general considerations should be noted.

- A team may consist of current resource staff, special project staff, teachers, site administrators, and parents and others from the community; in this last regard, those who   link their services to the school clearly should be included.

- To maximize resource use and enhance efficacy, there must be specific encouragement for stakeholders to participate on Enabling Component teams and to do so in ways that ensure activity is developed, maintained, and implemented in a coordinated and increasingly integrated way. For staff, job descriptions must be written in ways that call on personnel to work on several teams or committees. This is particularly important for those who represent specific disciplines and fields (e.g., school psychologists, counselors, social workers, nurses) since the expertise of all is needed in each area of enabling activity.

- The value of all teams and committees must be recognized through provision of time and resources that enable them to work effectively together.

- Each team may vary in size. The core of a team is staff who have or will acquire the ability to carry out identified functions and make the mechanism work; others can be auxiliary members. All must be committed to the team's program-focused agenda. Building *team* commitment and competence should be one major focus of site management policies and programs. Because several areas of activity require the expertise of the same staff (e.g., nurse, psychologist, counselor, resource teacher, social worker), these individuals will necessarily be involved in activities across several areas.

- Each team needs (a) a dedicated leader/facilitator who has the ability to keep the group task-focused and productive and (b) someone who records decisions and plans and reminds members of planned activity and products.

- Team functioning is enhanced through use of computer technology (e.g., management systems, interactive video for staff development, electronic bulletin boards and mail, resource clearinghouses). Technology facilitates planning, implementing, linking activity, networking, communicating, and various other management concerns such as budgeting, and scheduling.

Conceptualization of the infrastructure at the school level helps clarify the Enabling Component mechanisms needed for groups of schools (e.g., feeder schools, "families" of collaborating schools, schools in the same geographic area), and system-wide levels. Groups of schools in the same locale often have common concerns and may have programmatic activity that can use the same resources.

Awareness of the myriad of political and bureaucratic difficulties involved in making major institutional changes, especially with limited financial resources, leads to the conclusion that large-scale restructuring must be done in phases and with redeployment of existing resources. With respect to the concept of an Enabling Component, a district must first develop a *policy* commitment that ensures movement toward a comprehensive, integrated approach to enabling learning. Such a commitment means adopting Enabling as a primary and essential component on a par with the Instructional and Management components. It also means new roles and functions for some staff and greater involvement of parents, students, and representatives from the community.

Concluding Comment

One of the eight national education goals recently codified into law seeks schools that are free of drugs, alcohol, and violence; another aspires to ensure all children are ready to learn; a third calls for promoting partnerships that will increase parent involvement and participation in promoting the social, emotional and academic growth of children.

Recognition of these needs is welcome.

However, in the absence of a comprehensive model for restructuring education support activity, efforts to meet such goals are likely to produce additional piecemeal approaches thereby exacerbating what already is an overly fragmented enterprise.

It is likely the eight National Educational Goals will not be achieved unless education reformers place a high priority specifically on restructuring activity meant to address barriers to learning.

Reformers must pay the same degree of attention to restructuring enabling activity as they currently devote to restructuring instruction and school management.

This can happen only if policy makers realize that, in a fundamental sense, there is really only one National Educational Goal: that is

to ensure that all children have the kind of tomorrow that each of us wants for those we love.

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To provide a fuller picture of the Enabling Component:

Exhibit G outlines the component's key themes, elements, and processes.

Exhibit H outlines activity within each of the six areas of enabling activity.

Exhibit G

Enabling Component Themes, Elements, and Processes

Five Basic Themes Permeating Enabling Activity

- Enabling through enhancing social supports --
    A welcoming and supportive community

- Enabling through enhancing academic supports --
    Everyone as a learner; everyone as a teacher!

- Addressing enabling through the curriculum --
    I'm learning to care for myself and to care about you!

- Enabling through physical and mental health interventions --
    Preventing preventable problems and correcting the rest

- Enabling through social services --
    A caring society.

Key Elements and Processes in Organizing the Component

- *Continuum of programs* -- from primary prevention to treatment of chronic problems

- *Continuum of interveners, advocates, and sources of support* (e.g., peers, parents, volunteers, nonprofessional staff, professionals-in-training, professionals; Moving Diamond participants)

- *Programmatic, integrated use of school support services* rather than an emphasis on disciplinary-oriented services

- *Linkages and integration with community resources* (e.g., health, social services, recreation)

- *Family center as a context for program/service integration and linkage* -- Such a center provides critical space and a focal point for organizing programs and services.

- *Integration with the Instructional and Management Components* -- Through integration with the Instructional Component, a strong emphasis is given to promoting healthy development and facilitating positive functioning as the best way to prevent many problems and as an essential adjunct to corrective interventions.

- *Personalized individual and group interventions for student and family assistance* (e.g., health care, counseling, remediation)

- *Collaboration, coordination, and integration* (e.g., use of an Enabling Component Coordinating Team; FASTNet; case management)

- *Enhancing advocacy, providing social and emotional support, and facilitating daily learning and performance of staff, students and parents* (e.g., encouraging continuous learning by staff by providing time and facilitation for planning, personalized development, and sharing with colleagues; using a "Moving Diamond," mentors, peer assistance, and coaching)

- *Integrated use of technology* (e.g., using a computerized system to organize information, aid case management, and link students and families to referrals; using interactive audio-visual resources as program aids; using video and computer networks for stakeholder development)

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Exhibit H

Outline of Six Areas of Enabling Activity

1. Classroom-Focused Enabling

Work in this area requires

I. Programs for Personalized Professional Development (for teachers and aides)

   A. Program Content
1. personalized/enriched instruction
2. fostering good health and positive social and emotional development
3. remediation
4. managing interpersonal and behavior problems
    (including attendance problems and potential dropouts)
5. helping with learning and/or emotional problems
6. addressing diversity (including language and culture)
7. welcoming and ensuring social and academic support
8. specific strategies prior to referral (including the role of parents, the use of
    volunteers)
9. asking for assistance (including teachers helping teachers, specific specialist
    and service requests)

   B. Forms of activity (always available on request; provided to all when appropriate;
      provided to meet the special needs of targeted groups such a new teachers
      and aides)
1. workshops and readings
2. consultations
3. models providing demonstrations
4. mentoring
5. staff social support programs (including conflict mediation and resolution)

   C. Offered by
1. peer teachers
2. specialist teachers
3. mentor cadres (e.g., a pool developed from individuals at the school, in the
    community, at local universities and colleges)

II. Systems to Expand Resources

   A. Use of additional personnel *in class* (or before/after school)
1. aides
2. older students
3. other students in the class
4. volunteers
5. parents of students in need of special attention
    (possibly working with own child at times)
6. resource teacher
7. specialists

   B. Upgrading materials and activities
1. ensuring there are enough basic supplies
2. increasing the range of high-motivation activities (keyed to the interests of
    students in need of special attention)
3. advanced technology   (cont.)

Outline of Six Areas of Enabling Activity

III. Programs for Temporary Out of Class Help

    A. Family and community center classroom support program
    B. Designated problem remediation specialists

IV. Requests for Special Intervention

    A. Family problem solving conferences
    B. Student exchange as an opportunity for improving the match and for a fresh start
    C. Referral for specific services

V. Ongoing Training for Members of the Classroom Enabling Programs' Team

VI. Programs to Develop Aides, Volunteers, and Any Others Who Help in Classrooms or

    Who Work with Teachers to Enable Learning (content consists of adaptations of themes
    covered in professional development -- see IA above)

2. Student and Family Assistance Through Direct Services and Referral

    Work in this area requires

I. Programs Designed to Support Classroom Focused Enabling -- with Specific Emphasis
    on Reducing the Need for Teachers to Seek Special Programs and Services

    A. Stakeholder development should be offered related to addressing learning,
        behavior, and emotional problems in the regular classroom and at home
    B. Based on triage assessment, personalized professional development should be
        offered to teach preventive and prereferral interventions

II. Stakeholder Information Program to Clarify Available Assistance and
        How to Access Help

  Communication networks and stakeholder development activity are used regularly to
   provide and update information on the appropriate use of the referral system

III. Systems to Facilitate Requests for Assistance and Strategies to Evaluate the Requests
        (including use of strategies designed to reduce the need for special intervention)

    A. Establishment, maintenance, and refinement of the referral system
        1. Communications about assistance that is available at and formally linked to
            the site
        2. Communications clarifying how to make a referral
        3. Mapping (listing) other services and programs that might be of assistance
        4. Updating the system at least once a year and circulating updated
            information

    B. Triaging all referrals to assess the nature and scope of need
    C. Facilitating use of prereferral interventions in appropriate instances
    D. Ensuring that stakeholder development addresses ways to prevent unnecessary
       referrals   (cont.)

Exhibit H (cont.)

Outline of Six Areas of Enabling Activity

IV. Programmatic Approach for Handling Referrals

   A. Assessment to determine general service needs
   B. Establishment, maintenance, and refinement of systems that provide detailed
        information about services (e.g., community resource systems)
   C. Interventions to facilitate effective decision making
   D. Interventions to facilitate access to service (e.g., interactive networks such as
        FASTNet)

V. Programs Providing Direct Service

   A. Medical first aid, health mandates, counseling, and treatment (including a focus
        on prevention)
   B. Psychological first aid, counseling, and treatment (including a focus on a wide
        range of psychosocial, diversity, and mental health concerns)
   C. Services to meet basic survival needs and other social and legal problems
        (including employment assistance)
   D. Dental Services
   E. Special education (including addressing mandates) and independent study
   F. Adult education
   G. Enhancing health and safety education and related prevention programs (e.g.,
        classes, health fairs)
   H. Enhancing child care, child development, and school readiness (including speech
        and language concerns)
   I. Outreach into the home related to assistance needs (including absence follow-up
        and dropout counseling)
   J. Follow-up assistance after emergencies and crises
   K. Discipline proceedings

VI. Programmatic Approaches for Effective Case and Resource Management

   A. Systems to trail students and families and keep records in ways that appropriately
        protect privacy
   B. Systems to facilitate communication among all who need to know
   C. Interventions to follow-up on referrals to determine efficacy
   D. Interventions to follow-up on additional needs
   E. Systems to gather consumer feedback to inform future referrals and
        decision making

VII. Interface with Community Outreach to Assimilate Additional Resources into Current
        Service Delivery

   A. Coordination --> integration of newly developed resources
   B. Coordination --> integration of newly linked resources
   C. Redesigning systems, programs, and resource utilization to reflect
        new collaborations

Exhibit H (cont.)

Outline of Six Areas of Enabling Activity

VIII. Education Program Related to Student and Family Assistance Programs

    A. Ongoing training for members of Student and Family Assistance Programs' Team
    B. Ongoing training for targeted groups implementing programs (e.g., the
        Assessment and Consultation Team, direct service providers)
    C. Examples of topics relevant to all stakeholders:
        1. Broadening understanding of causes of learning, behavior, and emotional
            problems
        2. Broadening understanding of ways to ameliorate (prevent, correct)
            learning, behavior, and emotional problems
        3. Developing systematic academic supports for students in need
        4. What classroom teachers and the home can do to minimize the need for
            special interventions
        5. Enhancing resource quality, availability, and scope
        6. Enhancing the referral system and ensuring effective follow-through
        7. Enhancing the case management system in ways that increase service
            efficacy

3. Crisis assistance and prevention

    Work in this area requires

  I. A Program for Emergency/Crisis Response -- Site, Multisites, Community

    A. A team must be trained to respond to crises at each site (such a team should
        include health and mental health staff; teachers; administrative and security staff)
    B. A system must be developed that integrates management and enabling component
        plans (for the site, with respect to other schools in the same locale, and
        addressing interface with community agencies and use of volunteers)
        1. Updating of crisis management flow chart and check list
        2. Updating of plan for communicating with homes/community
        3. Updating of plan for media relations
    C. Stakeholder information program (designed to provide basic information about
        emergency response plans)
    D. Interventions for medical and psychological first aid
    E. Interventions for follow-up assistance -- short-term and longer-term

  II. Major Areas for Developing Prevention Programs

    A. School and community safety/violence reduction
    B. Suicide prevention
    C. Abuse prevention (child, sexual, substance)

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Exhibit H (cont.)

Outline of Six Areas of Enabling Activity

III. Education Programs Related to Crisis Assistance and Prevention Programs

  A. Ongoing training for Crisis Assistance and Prevention Programs' Team
  B. Ongoing training for targeted groups who implement programs (e.g., Crisis Team
      core and auxiliary members, prevention program's staff)
  C. Examples of topics relevant to all stakeholders:
     1. How to respond when an emergency arises
     2. How to access assistance after an emergency (including watching for
        post traumatic psychological reactions)
     3. Indicators of abuse and potential suicide and what to do
     4. How to respond to concerns related to death, dying, and grief
     5. How to mediate conflicts and minimize violent reactions

4. Support for Transitions

  Work in this area requires

I. Programs to Establish a Welcoming and Supportive Community

  A. Designing a welcoming decor and welcoming materials
  B. Orientation programs and personal welcoming (e.g., tours accommodating
     different languages; presentations using advanced technology; introductions to
     special people such as the principal, the new teacher, a peer buddy; welcoming
     receptions)
  C. Special assistance with registration
  D. Social support strategies and mechanisms (e.g., special invitations, peer buddies,
     peer parents, advocates)

II. Articulation Programs

  A. Interventions to facilitate changing classes, changing grades, changing schools
     (e.g., orientations, counseling, warm-up visits, survival skill training, priming
     the new setting to accommodate the individual's needs)
  B. Transition programs related to moving into or out of special programs
     (e.g., from programs for students with limited English proficiency; special education)
  C. Programs to facilitate transition to post school living

III. Before and After School Programs (including intersession)

  A. Breakfast and lunch programs
  B. Recreation, sports, and child care
  C. Youth groups (interest and service clubs, organizations)
  D. Academic support (e.g., tutors, homework club, study hall, homework phoneline)
  E. Enrichment opportunities (including classes)
  F. Work opportunities

Exhibit H (cont.)

Outline of Six Areas of Enabling Activity

IV. Education Program Related to Support for Transition Programs

    A. Ongoing training for members of Support for Transitions Programs' Team
    B. Ongoing training for targeted groups implementing programs (e.g., teachers, peer buddies, office staff, administrators)
    C. Examples of topics relevant to all stakeholders:
        1. Understanding how to create a psychological sense of community
        2. Developing systematic social supports for students, families, and staff
        3. Developing motivation, knowledge, and skills for successful transitions
        4. The value of and strategies for creating before and after school programs

*5. **Home Involvement** in Schooling*

Work in this area requires

I. Programs to Address Specific Learning and Support Needs of Adults in the Home

    A. Adult education classes (e.g., for literacy; for GED, job, citizenship preparation)
    B. Mutual support and discussion groups
    C. Help in accessing personal needs for assistance

II. Programs to Help Those in the Home Meet their Basic Obligations to the Student

    A. Help in accessing student and family assistance (e.g., access to food, clothing, shelter; ways to enhance health and safety; access to school supplies)
    B. Education for childrearing and for creating a supportive home environment
    C. Specific ideas for reducing factors that interfere with student learning and performance
    D. Guidelines for dealing with homework

III. Systems to Improve Communication About Matters Essential to the Student and Family

    A. A basic information system to inform the home regularly about school matters related to the student and home involvement opportunities (e.g., schedules, events, policies)
    B. Interactive communication systems to enhance home involvement in the student's program and progress (e.g., notes home, computerized phoneline, in person conferences -- clarifying assignments, performance updates, concerns)

IV. Programs to Enhance the Home-School Connection and Sense of Community

    A. Orientations and Open houses
        1. planned by and for all stakeholders
        2. planned for targeted, hard-too-reach families
    B. New family receptions
    C. Student performances and award ceremonies
        1. for the community
        2. for targeted, hard-to-reach families
    D. Cultural and sports events for the community
    E. Community festivals and celebrations
    F. Workshops and discussion groups on topics of interest to the community
    G. Health, family preservation, and work fairs for the community
    H. Newsletters and community bulletin boards

Exhibit H (cont.)

Outline of Six Areas of Enabling Activity

V. Interventions to Enhance Participation in Decision Making Essential to the Student

  A. Strategies to clarify the need for home involvement in specific decisions and personal
       invitations to participate (e.g., letters, phone calls)
  B. Strategies to educate families about schooling choices

  C. Strategies to facilitate and teach a shared problem solving approach for addressing
       barriers to student learning and performance
  D. Interventions to facilitate decision making and enhance decision making skills

VI. Programs to Enhance Home Support Related to the Student's Basic
     Learning and Development

  A. Instruction on providing opportunities for students to apply what they are learning
  B. Instruction on using enrichment opportunities to enhance youngsters' social and
       personal and academic skills and higher order functioning

VII. Interventions to Mobilize Those at Home to Problem Solve Related to Student Needs

  A. Instruction to enhance problem solving skills (including increasing awareness of
       available resources for assistance)
  B. Using problem solving conferences with the family to model the process

VIII. Interventions to Elicit Help (support, collaborations, and partnerships) from Those at
     Home with Respect to Meeting Classroom/School/Community Needs

  A. Recruitment and training of family members as individuals or to form groups
       1. to help with students (e.g., assisting administrators, teachers, and staff --
           assisting with lessons or tutoring; helping on class trips, in the
           cafeteria, in the library, in computer labs, with homework helplines;
           working in the front office to welcome visitors and new enrollees and
           their families, phoning home regarding absences; outreach to the home)
       2. to assist with up-keep and beautification efforts related to the school plant
           and the community
       3. to assist with community relations and efforts to increase political
           awareness about the contributions and needs of the school with a view
           to enhancing public support
       4. to participate in school governance, advocacy, advisory councils, program
           planning groups, with fund raising, as a PTA member
  B. Establishing home-community networks to work together for the community's benefit

IX. Education Programs Related to Home Involvement Programs

  A. Ongoing training for members of Home Involvement Programs' Team
  B. Ongoing training for targeted groups implementing programs
  C. Examples of topics relevant to all stakeholders
       1. Designing an inclusionary "Parent Center"
       2. Overcoming Barriers to Home Involvement
       3. Developing group-led mutual support groups
       4. Available curriculum for parent education
       5. Teaching parents to be mentors and leaders at the school

Exhibit H (cont.)

Outline of Six Areas of Enabling Activity

6. Community Outreach for Involvement and Support (including Volunteers)

Work in this area requires

I. Programs to Recruit Community Involvement and Support

   A. Sources from which participants can be recruited
        1. Public and private community agencies, organizations, and facilities
        2. Businesses and professional organizations and groups
        3. Volunteer service programs, organizations, and clubs
        4. Universities and colleges
   B. Types of Involvement to be developed
        1. Mentoring for students and families
        2. Volunteer pools for a variety of roles and functions (see II below)
        3. Cadres to provide added resources and expertise on a call-in basis related to
             the instructional, enabling, and management components (e.g., community
             artists and musicians, librarians, community health and safety
             programs)
        4. Formal linkages that enhance assistance for those at the school site
             (e.g., recruitment of local services and programs to work at the site, such
              as health and social services and after school programs offered on
              campus; strategies that improve acceptance of referrals from the school)
        5. Formal partnership arrangements (e.g., in school governance; for advocacy,
             advisory, program planning, fund raising; adopt-a-school partners;
             partners to create awards, incentives, jobs)

II. Systems and Programs Specifically Designed to Recruit, Train, Screen, and
         Maintain Volunteers

   A. Types of volunteers
        1. nonprofessionals (including parents, college students, senior citizens,
             business people, and developing peer and cross age tutors and
             counselors)
        2. paraprofessionals
        3. professionals-in-training
        4. professionals (pro bono)

   B. Roles and functions for volunteers
        1. providing direct help for students and staff (e.g., assisting administrators,
             teachers, and staff -- assisting any student or targeted students in the class
             or after school; assisting with regular lessons, special tutoring, helping
             students with attention problems; helping address bilingual and other
             diversity matters; helping in the cafeteria, in the library, in computer labs,
             on class trips, with homework helplines; working in the front office to
             welcome visitors and new enrollees and their families, phoning home about
             absences; outreach to the home)
        2. acting as mentors or advocates for students, families, staff
        3. assisting with school up-keep and beautification efforts
        4. assisting with community relations and enhancing public support by increasing
             political awareness about the school's contributions and needs   (cont.)

Exhibit H (cont.)

Outline of Six Areas of Enabling Activity

III. Outreach Programs for Hard to Involve Students and Families (those who don't come to
        school regularly -- including truants and dropouts)

   A. A program of home visits to assess and plan ways to overcome barriers
   B. A program to establish a support network designed to facilitate and enhance
         school involvement by connecting hard to involve students with peers and mentors
   C. Strategies designed to increase incentives for involvement with the school

IV. Programs to Enhance Community-School Connections and Sense of Community

   A. Orientations and Open houses planned by and for all stakeholders
   B. Student performances for the community
   C. Cultural and sports events for the community
   D. Community festivals and celebrations
   E. Workshops and discussion groups on topics of interest to the community
   F. Health, family preservation, and work fairs for the community

V. Education Programs Related to Community Outreach/Volunteer Programs
   A. Ongoing training for members of Community Outreach/Volunteer Programs' Team
   B. Ongoing training for targeted groups implementing programs
   C. Examples of topics relevant to all stakeholders
            1. Understanding the local community -- culture, needs, resources
            2. How to recruit, train, and retain volunteers in general and for special roles
            3. How to begin a conversation that leads to collaborations with
                   community resources
            4. How to outreach to hard-to-involve students and families

PART II.

HOW TO ORGANIZE AN ENABLING COMPONENT

If we want to bring . . . quality, equity, and new life to our system -- we must trust in a vision and a process of change.
Dwight Allen

Planners must understand the environment in which they work and acknowledge the chaos that is present.
W. Sybouts

A Plan of Action for Phasing in the Component

We have organized this section of the guidebook around three developmental stages for *phasing-in* the Enabling Component:

> • **Orientation** -- creating readiness for change both officially and psychologically

> • **Start-up and Phase-in** -- establishing an infrastructure to facilitate the processes of initiating and systematically phasing-in the component

> • **Maintenance and Evolution** -- ensuring there are processes and mechanisms for ongoing advocacy, effective communication, stakeholder development, technical support, quality improvement, and renewal.

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Efforts to establish an Enabling Component constitute a full-fledged, formal intervention and thus must attend to sound intervention fundamentals. This means paying special attention to the "problem of the match" since the essence of all intervention is an effort to structure an appropriate relationship between a current system (e.g., individuals, organization, society) and the processes intended to produce desired changes.

At the same time, it is wise to keep in mind that complex interventions seldom are implemented in a completely planned and linear manner. The many practicalities and unforeseen and uncontrollable events that arise require a flexible and somewhat opportunistic approach.

Exhibit I outlines the key steps related to each stage.

Articulation of the change process can guide planning but there is no presumption that the process can be implemented in the rather straightforward manner described.

Exhibit I

Overview of Key Steps in Establishing the Enabling Component

Orientation: Creating Readiness

1) Disseminate and build interest and consensus for developing the component

2) Decide on sites where the component will be developed and introduce basic ideas to relevant groups of stakeholders

3) Negotiate a policy framework and conditions for engagement -- ask the leadership group at a site to make a policy commitment that establishes a comprehensive approach to enabling learning as a primary and essential component of their work

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

5) Establish a Steering Group and other temporary infrastructure mechanisms and provide members with leadership training

6) Formulate site-specific start-up and phase-in plans

7) Establish and train a Site-based Resource Coordinating Team and Map and Analyze Existing Resources

8) Organize areas of enabling activity and establish a cross disciplinary infrastructure (and, if feasible, a Multisite Resource Coordinating Council)

9) Enhance component visibility, communication, sharing, and problem solving

10) Attempt to fill program/service gaps through outreach to establish formal collaborative linkages with district and community resources

11) Establish a system for quality improvement

Maintenance and Evolution: Toward a Refined Infrastructure, Increased Outcome Efficacy, and Creative Renewal

12) Planning for maintenance

13) Strategies for maintaining momentum and progress

14) Generating renewal

Stakeholder Development: A Central Process

Every site has many individuals and groups who have a stake in what is happening (see Exhibit J). These stakeholders are involved in every facet of restructuring. It is one thing to establish "partnerships" with stakeholders such as parents, students, classified staff, and representatives of community agencies; creating conditions for effective participation is quite another. One such condition involves translating staff development activity into comprehensive programs for *stakeholder development*. Just as the staff at a site must be provided activities designed to develop new attitudes, knowledge, and skills, so must the other stakeholders. All stakeholders can benefit from efforts designed to increase levels of competence and enhance motivation for working together. Indeed, stakeholder development is a central process in getting from here to there.

Stakeholder development can be conceived as spanning four stages (see Exhibit J):

> *Initial orientation* is accomplished through the many in-depth interactive presentations used to build stakeholder consensus. The focus is on clarifying how the Enabling Component restructures the system and how resources are used in new ways to enhance the site's efforts to address barriers to teaching and learning.

> *Foundation-building* begins with start-up. The objectives at this stage are to enhance the assimilation of the prototype by all stakeholders, as well as increasing their understanding of and ability to cope with the problems of organizational change. Foundation-building is indispensable in strengthening and maintaining a broad base of informed commitment, active sponsorship, and collaboration.

> *Foundation- and capacity-building* opportunities also must be designed to enhance the current and anticipated involvement of parents, students, classified staff, representatives of community leadership and agencies, and volunteers (i.e., to enhance their effectiveness as participants in decision making, planning, implementation, mentoring, and evaluation).

> *Continuing education* provides a critical vehicle for enhancing productive changes and generating renewal (and countering burn out). In addition to further capacity-building, continuing education can foster networking and other forms of task-related, social, and personal support, as well as a wide range of enrichment opportunities.

Exhibit J

Stakeholders in Educational Reform:
Needed Lines of Communication and Collaboration

Interest groups and lobbyists

Community leaders and agencies

(e.g., agencies concerned with health, adult literacy, job training and placement, safety, recreation)

State Officials
Gov. & legis. | Dept. of Educ., Superin-tendent, board of educ.

Schools
profs., boards, local superin-tendents, labor & manage-ment | Students & their families

Business sector

Universities and Colleges

Foundations
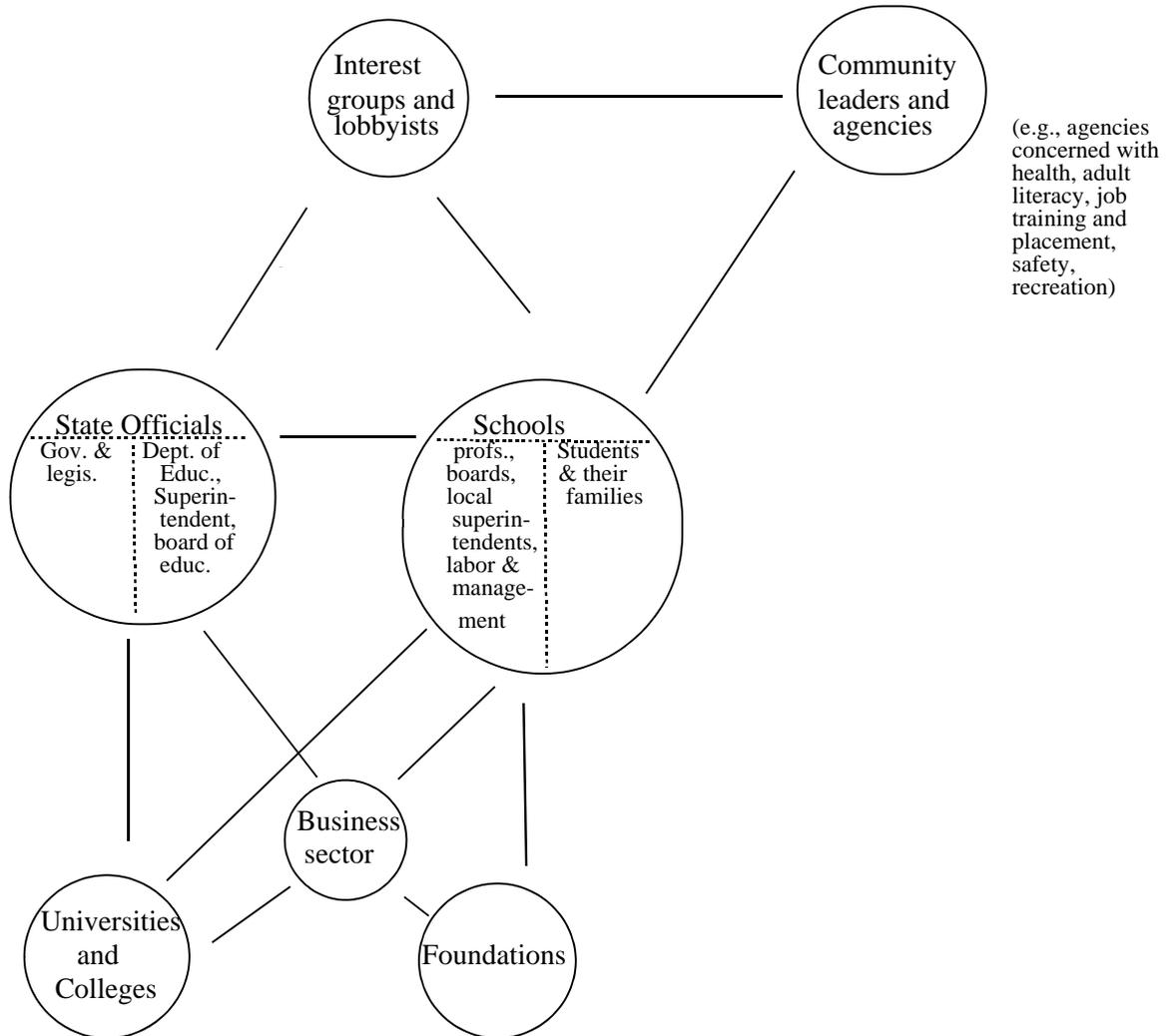
Examples of mechanisms for enhancing communication and collaboration include use of
       (1) commissions, (2) task forces, (3) roundtables, (4) planning councils,
       (5) coordinating councils, (6) consortiums, (7) organization analysts and facilitators

Activities for such groups encompass
       (1) Broad-based, time specific studies, analyses, and recommendations
       (2) Information dissemination, advocacy, and consensus building
       (3) Policy shaping

Exhibit K

Stages and Goals of Stakeholder Development

Stage	Provided for:	Goal
Orientation	All stakeholders[*]	• Develop understanding of prototype and diffusion process with a view to building consensus and informed commitment
Foundation-building	All stakeholders	• Enhance assimilation of the prototype increase understanding of and ability to cope with the problems of organizational change
	• Governance body • Planning groups • Coordination team • Others with daily leadership responsibilities • Steering body • Change agent and change team • Mentors	• Strengthen knowledge and skills for carrying out roles and functions related to specific infrastructure mechanisms
Capacity-building	All stakeholders	• Evolve the organizational culture and develop attitudes/competence to support the evolving prototype and to work together
	Designated groups, teams, and individuals	• Enhance their competence to plan, implement, and evaluate the prototype
Continuing education	All stakeholders Designated groups and individuals	• Maintain and enhance productive changes and generate renewal through facilitating additional capacity-building, networking, social support, and personal enrichment

[*]Examples of stakeholder groups are administrators, teachers, education support program professionals, classified staff, aides, students, parents, various community entities. Even the activities designed for all stakeholders often must be provided separately to various segments in order to personalize content and experiences. Also, plans must be made to provide for those who subsequently become stakeholders (i.e., those who arrive after a major stakeholder development activity has been implemented).

There must be substantial blocks of time for stakeholder development. At each stage, some aspects are for all stakeholders; other aspects are planned for designated groups, teams, and individuals. Of course, even the activities designed for all stakeholders often must be provided separately to various segments in order to personalize content and experiences.

> A critical concern in all this is enhancing the ways stakeholders collaborate and function as teams within and across groups. Building commitment and competence for *collaboration* should be a major focus of stakeholder development activity.

Throughout all four stages, technology is seen as an important process tool as well as being a major focus of what is learned. Technology can be an especially invaluable resource in addressing the extra demands for development arising from new arrivals. (Because of the frequency of "turnover" among stakeholders, new arrivals are a group that requires special attention. Strategies must be in place for providing such persons with appropriate orientation and foundation-building experiences.)

Early attention must be paid to strengthening the skills of those who staff ongoing and temporary infrastructure mechanisms (such as a leadership council, an administrative team, planning and implementation teams, designated lead personnel). Of particular importance is leadership training.

During the start-up stage, the need for mentors is acute. Instructors are required to carry out scheduled stakeholder development activities. Special demonstrations of certain program elements call for individuals with appropriate experience. And there must be a cadre of mentors who are regularly accessible to respond to stakeholders requests for help. Fortunately, every stakeholder is a potential mentor for somebody.

During the capacity-building and continuing education stages, mentorship and technical assistance must take on the form of personalized stakeholder development. That is, there should be a cadre who are able to respond rapidly to specific identified needs.

In facilitating stakeholder development, motivation is a central concern -- both with respect to enhancing interest in what must be learned and facilitating practice related to what is newly learned.

> *Motivated participation is likely to be maximized if individuals feel a sense of involvement in deciding about the learning opportunities that will be offered. Thus, it is important to have representative groups involved in planning all facets of stakeholder development.*

Moreover, the processes used to facilitate learning must lead to individual perceptions that activities or outcomes (preferably both) are worthwhile -- especially as sources of personal satisfaction. Within limits, the stronger the sense of potential outcome satisfaction, the more likely it is that what is learned will be applied and assimilated.

A central and ongoing problem is generating time for stakeholder development. Besides after school meetings, it will be necessary to use a variety of options such as

- breakfast and lunch meetings
- pupil free and shortened days
- Saturdays and evenings for parents and others in the community
- released time (e.g., using substitutes)
- banking time by extending a number of school days

An Organization Facilitator: Agent for Change

If feasible, a site should employ an Organization Facilitator to help phase-in the Enabling Component.[*] The functions of this change agent role require an individual whose background and training have prepared her/him to understand

- *systems approaches to addressing barriers to student learning* (In this respect, the individual should understand systems and practices related to enabling activity, such as school-owned support activity and services available through community agencies; referral and case management processes; prereferral intervention strategies; crisis intervention; approaches to providing support structures for newcomers.)

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

The position requires a person who

- has several years experience working with programs and services designed to be supportive of the educational process

- is highly motivated to learn and then work at a school site to facilitate introduction of a major restructuring of education support programs and services

- is a high energy worker with good follow-through

- has strong verbal, writing, and leadership skills

- can work collaboratively with a team and with supervisors

- can pursue previously developed plans and can use initiative for planning and implementation when the situation calls for it

After initial information and clear agreements in principle are made, the main work (as outlined in Exhibit L, revolves around planning and facilitating:

- infrastructure development, maintenance, and action

- stakeholder development (coaching -- with an emphasis on creating readiness both in terms of motivation and skills)

- communication (visibility), coordination, and integration

- rapid problem solving

- ongoing support

_____

[*]   Drawing a rotating group from the ranks of pupil service personnel, district's might train a small cadre of professionals for this temporary role.

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Exhibit L

General Domains of Task Activity for an Organization Facilitator

1. Infrastructure tasks.

    (a) Works with governing agents to further clarify and negotiate agreements about

- policy changes
- participating personnel (including administrator authorized to take the lead around enabling activity)
- time, space, and budget commitments

    (b) Identifies 1-2 staff (administrator and a line staff person) who agree to take the lead in evolving enabling activity

    (c) Helps enabling activity leaders to identify members for the Resource Coordinating Team and prepare the members to carry out functions

2. Stakeholder development.

    (a) Provides general orientations for governing agents

    (b) Provides leadership coaching for site leaders responsible for enabling activity

    (c) Coaches 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 any immediate coaching and specific task assistance that team facilitators or members may need. During the next few meetings, coaches might help with mapping and analyzing resources. They might also help teams establish processes for daily interaction and periodic meetings.

    (d) Works with leaders to ensure that presentations and written information regarding infrastructure and activity changes are provided to the entire staff and other stakeholders

3. Communication (visibility), coordination, and integration.

    (a) Determines if information on new directions (including leadership and team functions and membership) has been written-up and circulated. If not, the Facilitator determines why and helps address systemic breakdowns; if necessary, effective processes are modeled.

    (b) Determines if enabling activity 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.

Exhibit L (cont.)

General Domains of Task Activity for an Organization Facilitator

(c) Determines if teams have done the following (and if not, takes steps
to facilitate team efforts to accomplish the tasks)

- listed (mapped out) current activity at the site (e.g., related to
designated clusters of enabling activity

- analyzed the activity to determine
  > how well the activity is coordinated/integrated (with 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 perhaps more important than those in operation.

- written-up and circulated information about all resources (programs,
services, personnel) at the site

- written-up and circulated information about the triage, referral, and
case management systems

(d) Determines what efforts are being made to enhance communication,
coordination, and integration with a view to assessing what might of help in
this regard

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

(f) Checks on visibility and if work is not visible, determines why and helps
rectify

4. Rapid problem solving.

(a) Works with leaders responsible for enabling activity and team members to
develop processes that ensure rapid problem solving

(b) Checks regularly to be certain there is rapid problem solving. If not,
determines why and helps address systemic breakdowns; if necessary,
models processes.

5. Ongoing Support.

(a) Offers ongoing coaching on an "on-call" basis

For example: informs team members about ideas developed by others or
provides expertise related to a specific topic they plan to discuss.

(b) At appropriate points in time, asks for part of a staff meeting at a site 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 and education
for themselves and for other staff and stakeholder groups involved in
enabling activity

PART III.

ORIENTATION STAGE:
CREATING READINESS

*The importance of culture is an old fashioned idea that
great business leaders have known for years. Many
school principals also spend considerable time building
cohesive school cultures. They might not label it as
such, but it's precisely what they're doing. . . .
Sarason demonstrated how school cultures can undermine
innovation. When culture works against you, it's
nearly impossible to get anything done.*

Deal & Kennedy (1982)

Creating readiness for restructuring involves tasks designed to produce
fundamental changes in the culture that characterizes public schools. One
somewhat naive approach to accomplishing comprehensive change is simply to
mandate program restructuring and impose accountability. Unfortunately,
mandates usually lead to change in form rather than substance.

In organizations, comprehensive cultural shifts tend to evolve slowly in transaction with the establishment of specific organizational and programmatic changes. Early in efforts to alter an organization's culture the emphasis is on creating an official and psychological climate for change, including overcoming any institutionalized resistance. Negative attitudes and barriers to change must be overcome. New attitudes must be engendered. New working relationships must be established. New skills must be learned and practiced. Negative reactions and dynamics related to change must be anticipated and addressed. And, as the excitement of newness wears off and the demands of change sap energy, the problems of maintaining vigor and direction arise and must be countered. All this underscores the importance of systematic planning and implementation of motivationally-oriented processes.

> Substantive change usually is achieved only when fairly high levels of positive energy among stakeholders can be mobilized and appropriately directed over extended periods of time. Therefore, one of the first concerns of those responsible for replicating a program is how to mobilize and direct the energy of stakeholders (i.e., how to ensure there is readiness and commitment). This calls for proceeding in ways that establish and maintain an effective match with the motivation and capabilities of the involved parties.

Key steps in orientation and creating readiness (review Exhibit I) are

- disseminate and build interest and consensus for developing the Component

- decide on sites where the component will be developed and introduce basic ideas to relevant groups of stakeholders

- negotiate a policy framework and conditions for engagement -- ask the leadership group at a site to make a policy commitment that establishes a comprehensive approach to enabling learning as a primary and essential component of their work

- identify a site leader (equivalent to the leader for the instructional component) to ensure policy commitments are carried out

> *Orientation activity must be carried out by individuals who value the establishment of an Enabling Component. Their role is to create understanding and motivational readiness and a climate that builds consensus and facilitates change.*

Processes used in accomplishing these steps should

- reflect understanding of the nature of the organization and its stakeholders

- involve stakeholders in making substantive decisions and in redesigning those mechanisms that constitute the organizational and programmatic infrastructure

- clarify personal relevance when identifying the potential benefits of change

- elicit public statements of commitment.

Step 1. Disseminate and build interest and consensus for developing the Component.

Talking about new ideas has rarely been a problem for educational leaders. Problems arise when they try to introduce new ideas 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 have a triple burden as they attempt to restructure education.

They must ensure that substantive restructuring ideas are on the agenda for consideration.

They must build a consensus for change.

They must pursue effective implementation (e.g., specific strategies for financing, establishing, maintaining, and enhancing productive changes).

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 (see Exhibit M).

Exhibit M
Mobilizing and Maintaining Motivation

Mobilizing Stakeholders

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 individual's 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. When respect to negative attitudes, this means identifying and minimizing experiences that maintain or may increase avoidance motivation.

(cont.)

Exhibit M (cont.)

Mobilizing and Maintaining Motivation

Maintaining Motivation

For motivated persons, the focus is on ways to maintain and possibly enhance intrinsic motivation (while ensuring their pursuit of outcomes is effective, efficient, and produces a minimum of negative side effects). At times, all that may be necessary is to help clear the way of external hurdles and to structure the situation so that they can proceed on their own. 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 analysts note that enhancing interest in the adoption of new ideas involves an appreciation of promotional and marketing strategies (e.g., public relations, dissemination, sales, distribution). From this perspective, diffusion efforts can be viewed as beginning with "market research." The point, of course, is to learn enough about the existing motivation and capabilities of potential adopters (including those who may be skeptical) in order to design introductory presentations and strategies that are an effective "match."

Examples of key objectives (and dilemmas) at this stage include

- clarifying potential gains and doing so without creating unrealistic expectations

- delineating costs -- without seriously dampening expectations about benefits

- offering incentives that mesh with intrinsic motives

- conveying the degree to which the prototype can be adapted while emphasizing that certain facets are essential and nonnegotiable.

The complexity of these tasks underscores the need for a series of dissemination strategies (e.g., distributing written and audio-visual materials through use of the mails, media, and communications' networks).

As potential subscribers express significant interest, overview presentations are made and are followed-up over a period of weeks with more indepth focus groups and interactive question and answer forums.

(Part VII, which is available under separate cover, provides examples of materials that can be used.)

Step 2. Decide on sites where the component will be developed and introduce basic ideas to relevant groups of stakeholders.

Given that sufficient interest is created, the next step involves decisions about who to engage in preliminary discussions. From the perspective of motivational readiness, one would like to start with the most highly motivated candidates. This criterion, of course, often is not feasible nor advisable from a socio-political-economic perspective.

Selection criteria must give due consideration to a variety of factors that can effect the immediate and long-term efficacy of the Enabling Component. Of particular concern are factors that can maximize desired antecedent conditions and minimize potential barriers to success.

Thus, in making initial judgements about the appropriateness of a potential subscriber, one might ask: How likely is it that a critical mass of decision makers will commit to allocating sufficient resources (e.g., finances, personnel, time, space)? How likely is it that a critical mass of stakeholders will develop sufficient motivational readiness and appropriate levels of competence? With respect to the most influential stakeholders, will most be supportive (or at least sufficiently committed not to undermine the process)?

As these questions illustrate, some criteria for selection reflect general needs related to any education restructuring prototype and associated diffusion process. Additional specific criteria emerge during the process of negotiating a policy framework and conditions for engagement with each subscriber.

Ultimately, a decision must be made as to whether to enter into a negotiation. If the decision is positive, indepth presentations are made to groups of stakeholders; then initial agreements are negotiated and ratified with authorized stakeholder representatives.

Step 3. Negotiate a policy framework and conditions for engagement.

*Ask the leadership group at a site to make a policy commitment
that establishes a comprehensive approach to enabling learning
as a primary and essential component of their work.*

Such a commitment means establishing a clear policy direction that treats the Enabling Component on a par with the instructional and management components when it comes to allocating appropriate resources -- finances, staff development, space, and so forth. It also means establishing incentives and safeguards for change.

Because the Enabling Component is a new concept and represents a major shift in thinking about activity designed to enable learning, it is essential that policy makers make an explicit commitment to establish such a component. The site should endorse the following type of statement:

> *We recognize that for some of our students, improvements in instruction and site management are necessary but not sufficient. We are committed to enhancing activity that addresses barriers to the school's ability to teach and to student learning and performance. Thus, we view the Enabling Component on a par with the Instructional and Management Components -- all three are primary and essential if all students are to succeed.*

During the orientation phase, specific policy agreements must be negotiated and ratified by governance bodies to spell out the commitment. This requires specification of resource allocations (e.g., space, budget, time), personnel roles and functions, staff development and, in general, all major facets that make the component a reality.

Questions to be answered include:

> How will the component be represented on governance, planning, budget, staff development bodies?

> Who will be the administrative lead for the component? (specify job functions and ensure adequate time for carrying them out)

> How much budget will be provided?

> How much space will be provided? (see Exhibit N)

> Will there be a family/parent center? If so, how much space is allotted for adult education and parent classes? child care? confidential services?

> Is there be space for an Enabling Component hub?

> How will daily enabling activity be staffed? (Will there be a family center lead? clerical staff?)

> How much time and resources will be allotted for initial strategic and ongoing planning, staff development, and technical support?

In addition, it is important to specify resources and incentives (including safeguards) necessary to facilitate the *change process* (e.g., start-up time for strategic planning and technical support; time and resources for staff orientation and foundation building).

> ***Among essential safeguards are job protection and deferral of performance evaluations until the prototype is well established.***

Exhibit N

Space for an Enabling Component

Space is always at a premium. In negotiating for space, the discussion should be guided by the proposition that a comprehensive approach is to be developed. Space for such an approach should include:

1) an Enabling Component Operations "Hub"

   (a site for program planning, system and case management activity, and housing materials; a communal work space for personnel who come to the site on a less than full time basis)

2) a service center, such as a Family Service Center

   (a focal point for *all* services and a context for *some* of the activity)

3) a room at the site in which parents and others from the community can congregate informally and can use for enrichment activities

4) satellite spaces at the site and nearby in the community for

   • adult and parent education classes

   • child care

   • programmatic activity

   • nonconfidential services

   • confidential services

   • office space for full time personnel

Satellite spaces

| Enabling Component Operations Hub | Program/Services Center |

Satellite spaces
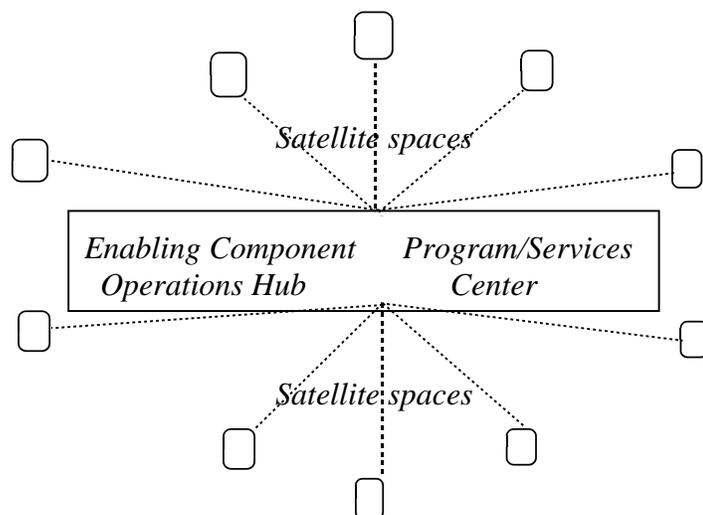
Step 4. Identify a site leader (equivalent to the leader for the instructional component) to ensure policy commitments are carried out.

Stated simply:

> *If an Enabling Component is to be established, there must be leadership at the site that understands the vision and is committed to bringing it into existence.*

As quickly as feasible, a site administrator and 1-2 other leaders need to be identified to take the lead in orienting all stakeholders at the site. A change agent (e.g., an Organization Facilitator) and members of a steering group provide coaching as needed.

Orientation involves a process of spiral learning and gradual valuing. Thus, over several months this leadership group must create and take advantage of opportunities to highlight, explain, explore, and generally inundate the site with the importance of establishing the component and the benefits that will be forthcoming. Because of the complexity of all this, the work must be carried out gradually using a variety of strategies (including written and audio-visual presentations followed up with more indepth focus groups and interactive question and answer forums).

These leaders must

- ensure stakeholder readiness and commitment

- overcome barriers to change

- anticipate and address negative reactions and dynamics related to change

- establish and maintain the necessary infrastructure (i.e., organizational and operational mechanisms)

- develop effective working relationships

- enhance intrinsic motivation for maintaining and evolving newly acquired ideas and processes.

The key to a successful transition from orientation to start-up is the identification of a leader at the site (equivalent to the leader for the instructional component) who has the responsibility for ensuring policy commitments are carried out. As with all who agree to function in leadership roles, it is essential to provide this individual with leadership training and ensure time for strategic planning with staff and community stakeholders. Exhibit O outlines the job description for such an individual.

Exhibit O

Site Administrative Lead for Enabling Component

The person assuming this role must be able to devote at least 50% time to the Enabling Component. For a site administrator who already has a job description that requires 100% time involvement in other duties, the first task is to transfer enough of these other duties to free up the needed time.

In essence, the job involves providing on a daily basis leadership and facilitation related to

1.	Component administration and governance concerns (e.g., policy, budget, organizational and operational planning, interface with instruction)

> Represents the Enabling Component as a member of the site's administrative team and interfaces with the governance body, budget committee, etc. as necessary and appropriate.

2.	Development, operation, maintenance, and evolution of the infrastructure and programmatic activity

> A day-in and day-out focus on enhancing program availability, access, and efficacy by maintaining a high level of interest, involvement, and collaboration among staff and other stakeholders (including community resources).

3.	Staff and other stakeholder development

> Ensures that Enabling Component personnel receive appropriate development and that an appropriate share of the development time is devoted to Enabling concerns.

4.	Communication (including public relations) and information management

> Ensures there is an effective communication system (e.g., memos, bulletins, newsletter, suggestion box, meetings) and an information system that contributes to case management and program evaluation.

5.	Coordination and integration of all enabling activity and personnel (on and off-site)

6.	Rapid problem solving

7.	Ongoing support (including a focus on morale)

> Ensuring that those involved in planning and implementing enabling activity have appropriate support and appreciation.

8.	Evaluation

> Ensuring there is data about accomplishments and for quality improvement.

9.	Some direct involvement in program activity and in providing specific services

> This can help enhance understanding and maintain skills and allows for a sense of immediate contribution.

Job Descriptions for:

Learning Supports (Enabling) Component Leadership at a School

Given that a Learning Supports (Enabling) 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 a Learning Supports (Enabling) Component

> • **Administrative Lead**

> • **Staff Daily Operations Lead** – 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 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)

Staff Daily Operations Lead **for Learning Supports (Enabling) Component**

The staff lead works under the direct supervision of the Learning Support Administrative Lead at the school. 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 and programs related to all 6 curricular areas of a Learning Support (Enabling) component: (1) enhance the ability of the classroom to enable learning, (2) provide support for the many transitions experiences by students and families, (3) increase home involvement, (4) respond to and prevent crises, (5) offer special assistance to students and their families, and (6) expand community involvement (with a special focus on the use of volunteers). Properly developed over time, the activity will establish a continuum of interventions ranging from primary prevention through early intervention to treatment of serious problems.

Examples of Specific job duties:

- 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.

- Organizes and coaches the Resource Coordinating Team and the Work Groups for the six areas of the Learning Supports (Enabling) Component (i.e., classroom focused enabling, crisis response and prevention, transitions, home involvement in schooling, community outreach/volunteers, and student and family assistance).

- Monitors progress related to plans and priorities formulated by the Resource Coordinating Team.

- Monitors current Learning Supports (Enabling) 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).

- Supports the stakeholder (faculty and parent) Learning Support Committee that recommends policy and priorities to the site based council related to this component.

- Participates in the Learning Supports 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 governance components.

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

- 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.)

- Ensures effective communication, coordination, and integration among those involved with the component and between the Learning Supports (Enabling) Component and the Instructional and Management/Governance Components

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

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

- Ensures that the activities of other entities (e.g., community resources) who work with the site related to enabling activity operate under the umbrella of the Component and are well-coordinated and integrated with daily enabling activities.

- Meets with the Administrative Lead for the Learning Supports (Enabling) Component on a regular basis to discuss and advocate for ways to enhance progress.

Examples of Generic Criteria for Staff 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)

Administrative Lead **for Learning Supports (Enabling) Component**

For the Learning Supports (Enabling) Component to be , in fact, one of three primary and essential components of a comprehensive school reform model, 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 have an appropriate appreciation of the Learning Supports (Enabling) Component and that the component is accounted for in all planning and decision making.

Examples of Specific Job Duties

- Represents the Learning Supports (Enabling) 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).

- Provides support, guidance, visibility, public relations, and advocacy for the Learning Supports (Enabling) Components at the school and in the community (e.g., maintaining a high level of interest, support, and involvement with respect to the component)

- Ensures effective communication, coordination, and integration among those involved with the component and between the Learning Supports (Enabling) Component and the Instructional and Management/Governance Components.

- Leads the Learning Supports (Enabling) 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 governance components.

- Participates in the Resource Coordinating Committee to monitor progress related to plans and priorities for the Learning Supports (Enabling) Component.

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

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

- Identifies capacity building impact and future needs related to the Learning Supports 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.

- Meets with the Learning Supports Operations Staff Lead on a regular basis to review progress related to the Learning Supports Components and to discuss and advocate for ways to enhance progress.

PART IV.

START-UP AND PHASE-IN:
BUILDING AN INFRASTRUCTURE

> **Restructuring** is *the formal rearrangement of the use of time in schools to allow them to create and sustain the kind of interactive culture and supporting infrastructure they need to improve student learning -- to bring about the creation of truly new American schools.*
> Donahoe (1993)

> *The secret of good management is being able to develop and support cultures that reinforce excellence.*
> Cunningham & Gresso (1993)

If anything is certain about efforts to replicate a prototype, it is that the process is stressful. Some stress arises from the nature of the prototype; some is inherent in the process of organizational change. Coalitions must be developed, new working relationships established, disruptive rumors countered, and interpersonal conflicts resolved. Two key facets of dealing with all this involve *phasing-in* changes and adding *temporary infrastructure mechanisms*.

A major goal, of course, is to establish *local ownership*. Local ownership is built on a foundation of

- solid *policy* commitments

- well-designed *infrastructure mechanisms* (see Exhibit P)

- allocation of adequate *resources* (e.g., finances, personnel, space, equipment) to operationalize the policy

- a restructuring of the school day and year to ensure sufficient *time* for staff involvement in fitting the prototype to the setting.

Local ownership must be manifested in the daily practice of administrators and lead personnel.

For example, the Enabling Component should be a regular agenda item at weekly meetings of the site's administrative team. Enabling activity and the effective operation of the component's infrastructure should be a concern of the component's administrator and a broad-based contingent of personnel such as a Family Center lead, Resource Coordinating Team members, and personnel concerned with the six clusters of enabling activity.

Exhibit P

Fundamental Facets of the Ongoing Infrastructure

Governance

In education, unilateral decision making by administrators is giving way to such shared governance mechanisms as elected leadership councils (e.g., consisting of representatives of administration, classified staff, community leadership and agencies, parents, professional staff, students, the unions). Furthermore, it seems evident that new models for governance at various jurisdictional levels will have to be evolved to deal with the complexities of blending resources that will arise as restructuring efforts move toward formal integration of entities throughout a community (e.g., schools, health, social service, safety, and recreational agencies).

The functions of governance, of course, have to do with policy, politics, and economic concerns. With specific respect to prototype replication, the governing body ensures there are appropriate incentives (including safeguards) for change and mechanisms and resources for carrying out plans. For instance, decisions must be made about who to include in decision making about proposed changes and related budget considerations; what types of personnel, training, and other resources will be required; whether to experiment with demonstrations before attempting wide-spread change.

Planning and Implementation

Mechanisms for planning and implementation are developed to accomplish specific organizational and program objectives. For purposes of diffusion, they can be conceived in terms of broad-based teams. Such teams can be formed around the primary components of the prototype (e.g., separate teams for instructional, enabling, and management components).

The size of such teams is determined by factors such as workload, stakeholder representation, and interest.

The tasks include adapting programs, planning ways to pace change, designing optional procedures that those expected to implement activity can see are workable, identifying appropriate resources, and so forth.

As needed, additional planning and implementation mechanisms can be established with respect to specific elements of the various components. Because the tasks involved here often are less demanding, these mechanisms might be staffed by an individual or a small workgroup of 2-3 persons.

(cont.)

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Fundamental Facets of the Ongoing Infrastructure

Coordination and Integration

> A coordination/integration team is designed to ensure cohesive functioning by countering the type of piecemeal thinking and fragmented operations that are constant organizational concerns. The first emphasis is on coordinating existing activity and then ensuring continued coordination as additional elements are introduced. Along with ensuring coordination, there is a focus on *integration* (e.g., to reduce redundancy).

Daily Leadership

> A key facet of the infrastructure is a cadre of individuals who provide *daily leadership* related to the instructional, enabling, and management components of schooling. While such persons usually are members of governance, planning and implementation, and coordination/integration groups, some lead by taking on the role of a group leader, and some are designated as *lead personnel* based on special expertise related to a particular program facet.

> Group leaders facilitate productive, collegial group functioning and cross group cohesion by representing their groups as members of a coordination team. Lead personnel spend their days facilitating the implementation of planned activity by providing others with high level resource and technical support, including mentorship, modeling, and creative problem solving.

Communication and Information Management

> Effective communication and ready access to information are essential to organizational success. Clarity, immediacy, and responsiveness are critical for planning and implementation and for combatting rumors and other counterproductive phenomena.

> Streamlined communication processes are especially important during a diffusion process because periods of organizational change require frequent sharing of information and tend to exacerbate miscommunication. Well-designed processes for communicating and for updating and accessing information are key to minimizing significant coordination, follow-through, and evaluation problems are to be minimized.

> The range of activity encompassed by communication and information management makes it essential that all infrastructure mechanisms are proactive in carrying out the tasks. That is, each should have designated responsibilities for communication and information management. The whole endeavor can be woven together by a designated work group or under the auspices of the coordination mechanism. In designing good communication mechanisms, great care of course must be taken to protect privacy and confidentiality.

Key steps at start-up and phase-in (review Exhibit I) are

- establish a Steering Group and other temporary infrastructure mechanisms and provide members with leadership training

- formulate site-specific start-up and phase-in plans

- establish and train a Site-based Resource Coordinating Team and map and analyze existing resources

- organize areas of enabling activity and establish a cross disciplinary infrastructure (and, if feasible, a Multisite Resource Coordinating Council)

- enhance Component visibility, communication, sharing, and problem solving

- attempt to fill program/service gaps through outreach to establish formal collaborative linkages with district and community resources

- establish a system for quality improvement

These steps are facilitated when *context and processes* offer support and guidance designed to

- enhance productivity

- minimize problems

- accommodate individual differences.

Specific practices are built on the infrastructure created for generic stakeholder development activity and personalized coaching aimed at foundation and capacity-building.

Each of the above steps is discussed on the following pages.

Step 5. Establish a Steering Group and other temporary infrastructure mechanisms and provide members with leadership training.

Once there is consensus to proceed, an initial core of personnel can be identified at the site to constitute an Enabling Component Steering Group. This daily working group plans, guides, and supports component development and ongoing daily functioning. It includes the site's lead administrator for the component and other leaders such as a lead staff member for the site's Family and Community Center, professionals who provide health and social services, resource and special education staff, and interested parents. Thus, the place to begin is with designation of this leadership core and an initial series of leadership training sessions for them.

Initial leadership training covers the substance of the component and the process by which it can be developed at the site; this needs to be followed over a period of months with a series of foundation- and capacity-building sessions (e.g., ongoing instruction, guidance, and support by change facilitators, mentors, and persons who can provide technical assistance).

> *In establishing a leadership core, there is potential for those designated as initial leaders to experience a sense of elitism and for those not included to react negatively. To counter this, extensive invitations should be extended to all stakeholders who are interested and willing to commit the time and effort involved in playing a leadership role.*

Besides a site-based *steering* mechanism to oversee (guide and support) establishment of the Enabling Component, several other temporary mechanisms can be added to the institution's infrastructure to facilitate development of the prototype. These are outlined in Exhibit Q.

They include *mentors* to model and teach elements of the prototype, a *change agent* working with a designated *change team* to facilitate coalition building, problem solving, and conflict resolution. (Although the mechanisms are temporary, many of their functions are not. Thus, by the end of the start-up phase, these functions are to be assimilated into the ongoing infrastructure.)

Exhibit Q

Temporary Infrastructure

Steering

At each jurisdictional level, a mechanism is needed to guide and support the replication process. Such a mechanism might take the form of an individual but it usually involves a committee or team of 2-4 persons (including representatives of the prototype developers). To create a direct interface between this group and a given organizational infrastructure, a representative of the steering group can be elected to the organization's governance body during the developmental period.

Change Agent and Change Team

During replication, there must be a primary and constant focus on addressing daily concerns. In terms of mechanisms, a full time agent for change (e.g., an Organization Facilitator) who operates within the context of a change team can play a critical role in minimizing problems and increasing stakeholder intrinsic motivation and competence for handling extra demands and problems. Such a change agent goes on-site to help form a change team which then operates until the prototype is institutionalized.

A change team blends an outside agent with internal agents for change. The team members are to function as catalysts, problem solvers, and overall managers of the change process.

> They work with those at the site to develop linkages among resources, facilitate redesign of the established infrastructure, develop the temporary infrastructure, and enhance readiness and commitment for change.

> As problem solvers they not only respond as problems arise but take a proactive stance in designing strategies to counter anticipated factors that can interfere with replication of the prototype (e.g., negative reactions and dynamics related to change, common barriers to effective working relationships, system deficiencies).

> After the initial implementation stage, they focus on ensuring that the institutionalized mechanisms take on functions that are essential for prototype maintenance and renewal.

Temporary Infrastructure

One way to ensure that the change team interfaces effectively with the organizational infrastructure is to link it with the coordination and integration team.

A change team logically consists of persons whose role and ability enable them to address daily concerns (e.g., personnel representing specific programs, administrators, union leaders, professionals skilled in facilitating problem solving and mediating conflicts).

The role team members play requires that each fully understands the prototype and the change process and is committed to working each day to ensure effective replication. That is, they must comprehend the "big picture" and have the time and ability to attend to details. They also must understand the local culture.

Recent work has outlined a staff position designated as an ***Organization Facilitator***. An Organization Facilitator is a professional specially trained to facilitate replication of new approaches to schooling. (If the individual is chosen from within the ranks of the organization, s/he is more an internal agent for change than an outsider.) Minimally, the individual is trained to understand the processes and problems related to organizational change, how to establish collaborative working relationships for accomplishing desired changes, and the specific activities and mechanisms required for establishing and maintaining a comprehensive prototype.

Mentors

During the initial implementation phase, the need for mentors is acute. Instructors are required to carry out scheduled stakeholder development activities. Special demonstrations of certain program elements call for individuals with appropriate experience. And there must be a cadre of mentors who are regularly accessible as stakeholders ask for help.

Every stakeholder is a potential mentor for somebody. In the initial implementation phase, mentorship is a particularly important function for those who come to a site to share their expertise regarding the prototype. Those who bring technical support are another source. Indigenous mentors also need to be identified early, starting with those who provide *daily leadership* for the instructional, enabling, and management components of schooling. Other stakeholders are recruited as volunteers to offer peer assistance.

Step 6. Formulate site-specific start-up and phase-in plans.

In phasing-in a prototype, it must be adapted to fit specific contexts and personal proclivities at adoption sites. Desired adaptations can be articulated by stakeholders through governance bodies and operationalized by planning groups. In designing adaptations, interchanges with steering groups to arrive at mutual agreements help avoid violating policies and initial negotiated agreements.

Over time, further adaptations are made to keep up with changing times and conditions.

The Steering Group working in conjunction with a other planning groups at the site can formulate start-up and phase-in plans for the Enabling Component.

Planning for start-up and phase-in includes:

- delineating a sequence for introducing the various elements of the Enabling Component and for meshing with plans for phasing-in reforms related to instruction and management

- outlining strategies to facilitate implementation (emphasizing guidance and support structures and resources)

- clarifying changes to be made in the site's infrastructure in order to facilitate initiation and systematic development of the component.

**Step 7. Establish a Site-based Enabling Component Resource
Coordinating Team and Map and Analyze
Existing Resources.**

Creation of a Resource Coordinating Team provides a good starting place for weaving together existing school and community resources and developing school-based program teams. A Resource Coordinating Team exemplifies the type of on-site organizational mechanism needed to initiate and work toward cohesion of the many facets of the Enabling Component. As the component takes form, such a team helps reduce fragmentation and enhances cost-efficacy of enabling activity by encouraging existing services and programs to function in a coordinated and increasingly integrated way.

> For example, the team analyzes and coordinates activity
> and resources; it ensures that systems are in place to
> enhance effective communication among school staff and
> with the home regarding available assistance and referral
> processes and to enhance case management.

Over time, the Resource Coordinating Team should facilitate formation of teams for the component's six clusters of enabling activity.

A Resource Coordinating Team can be established by the Steering Group.

Initially, the team will include Steering Group members (especially the administrative lead for the Enabling Component and the Family Center lead if one has been hired), as well as representatives from any other major enabling activity that supports a school's instructional efforts (e.g., school psychologist, counselor, nurse, social worker, dropout prevention coordinator, Title I coordinator, on-site representatives of community agencies). As teams for the clusters of enabling activity are developed, representatives from each team should join the Coordinating Team.

At least one member of the Coordinating Team should be on the school's governing body. And, as community agencies become involved at the school, they should send representatives to become part of the team.

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At times, the entire membership of the Coordinating Team needs to meet. However, as the team grows, it can identify a core working group to meet regularly (e.g., weekly). The rest of the team can be kept informed through established communication procedures, and the full group can meet once a month.

Properly constituted, trained, and supported, the Resource Coordinating Team complements the work of the Steering Group in providing on-site overview, leadership, and advocacy for the Enabling Component and ensures enabling activity is maintained and improved.

> *A Resource Coordinating Team differs from teams designed to review individual students. The focus of the Resource Coordinating Team is not on specific cases. Rather, it is oriented to clarifying resources and how they are best used.*

That is, it provides a necessary mechanism for enhancing *systems* for coordination and integration of services and programs and for communication. Such a team not only can begin the process of transforming what already is available, it can help reach out to school district and community resources to enhance enabling activity.

> For more on the functions of a
> Site-based Resource Coordinating Team,
> see Exhibits R and S.

Exhibit R

School-Site Resource Coordinating Team

A Resource Coordinating Team can help

- improve 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

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

- evolve a site's enabling activity infrastructure and assist in creation of teams for clusters of enabling activity.

Among its first functions, the team clarifies

(a) the resources available to the school (who? what? when?)

    For example, the team can map out and then circulate a handout describing "Special Services, Programs, and Other Resources Available" to staff, students, and parents.[*]

(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 existing resources, make analyses, and coordinate activity.

(d) what other resources are needed by the school and what steps should be taken to acquire them

    The team can identify additional resources that might be acquired from the school district or by establishing community linkages.

[*]See Part VII for Resource Aids related to mapping resources, referral, case management, etc.

Exhibit S

Examples of Resource Coordination Team's Initial and Ongoing Tasks

• Orientation for representatives to introduce each to the other and provide further clarity of Team's purposes and processes

• Review membership to determine if any group or major program is not represented; take steps to assure proper representation

• Share information regarding what exists at the site (programs, services, systems for triage, referral, case management)

• Share information about other resources at feeder schools (or "families" of schools) and in the immediate community and district-wide

• Analyze information on resources to identify important needs at the site

• Establish priorities for efforts to enhance resources and systems

• Formulate plans for pursuing priorities

• Discussion of the need to coordinate crisis response among schools in the neighborhood and to share multisite resources for site specific crises (with recommendations to be shared at Multisite Resource Coordinating Council)

• Discussion of staff (and other stakeholder) development activity

• Discussion of quality improvement and longer-term planning (e.g., efficacy, pooling of resources)

General meeting format

- Updating on and introduction of team membership
- Reports from those who had assignments between meetings
- Current topic(s) for discussion and planning
- Decisions regarding next between meeting assignments
- Ideas for next agenda

**Step 8. Organize areas of enabling activity and establish a
      cross disciplinary infrastructure.**

Enabling activity can be organized rather naturally into six areas (review Exhibits
D and E). Grouping the activity into a relatively small number of areas helps
minimize fragmentation and can enhance systems and programs. The Resource
Coordinating Team can begin the process.

Usually, team members will have done some mapping and analysis of enabling
activity and resources at the site using the six areas of the Enabling Component as
a template. As soon as feasible, they should facilitate the development and
training of core program teams to cover the six areas.

A specific school-based mechanism must exist for each area so it is pursued
optimally in daily practice and maintained over time. We think in terms of site-
based program teams (not committees). These are analogous to a team of
teachers. And as with teaching teams, these enabling area team members must
interact regularly on an ad hoc basis (a short discussion here and there) rather
than waiting for formal meeting times that can only be arranged on a weekly or
even less frequent basis.

As such teams take form, a representative from each becomes part of the
Resource Coordinating Team. (Many schools, of course, are unable to
simultaneously establish teams to cover all six areas outlined above and will need
to phase them in as feasible.)

The functions of each team are to ensure programmatic activity is well-planned,
implemented, enhanced, evaluated, maintained, and appropriately evolved. A
basic problem in forming teams is that of identifying and deploying committed
and able personnel.

> ***To begin with, one or two stakeholders can take the lead.***

These should be individuals who by role and/or interest have concern for a
specific area of activity (e.g., are closely aligned with program and service
delivery in the designated area. Others can be recruited over time as necessary
and/or interested. In some cases, one team can address more than one area, and
for some areas, one team might serve more than one school. Inevitably, a major
thrust in an area requires a critical mass of stakeholders.

With respect to program teams, the following considerations should be noted.

- A team may consist of current resource staff, special project staff, teachers, site administrators, and parents and others from the community; in this last regard, those who have linked their services to the school clearly should be included.

- To maximize resource use and enhance efficacy, there must be specific encouragement for stakeholders to participate on Enabling Component teams and to do so in ways that ensure activity is developed, maintained, and implemented in a coordinated and increasingly integrated way. For staff, job descriptions must be written in ways that call on personnel to work on several teams or committees. This is particularly important for those who represent specific disciplines and fields (e.g., school psychologists, counselors, social workers, nurses) since the expertise of all is needed in each area of enabling activity. In addition to working on teams, all stakeholders should be encouraged to assume roles as advocates and providers of social support (see Exhibit T).

- The value of all teams and committees must be recognized through provision of time and resources that allow them to work effectively together.

- Each team may vary in size. The core of a team is staff who have or will acquire the ability to carry out identified functions and make the mechanism work; others can be auxiliary members. All must be committed to the team's program-focused agenda. Building *team* commitment and competence should be one major focus of site management policies and programs. Because several areas of activity require the expertise of the same staff (e.g., nurse, psychologist, counselor, resource teacher, social worker), these individuals will necessarily be involved in several areas of enabling activity.

- Each team needs (a) a dedicated leader/facilitator who has the ability to keep the group task-focused and productive and (b) someone who records decisions and plans and reminds members of planned activity and products.

- Team functioning is enhanced through use of computer technology (e.g., management systems, interactive video for staff development, electronic bulletin boards and mail, resource clearinghouses). Technology facilitates planning, implementing, linking activity, networking, communicating, and various other management concerns such as budgeting, and scheduling (see Exhibit U).

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Exhibit T

**Multiple Advocates and Social Supports:
The Example of the Moving Diamond**

The importance of providing students and their families with
multiple advocates and social supports is well documented. Thus,
it is not surprising that a great deal of enabling activity is built
around strategies for ensuring there are advocates and social
supports.

A dramatic and novel example, called the *Moving Diamond*, has
been developed by the Los Angeles Learning Centers. The idea is
to provide each student with several persons (i.e., an older student,
an adult in the school, an adult community resident) who will play
an active role in the student's welfare and development through
interaction as part of a variety of formal and informal activities.
The school adult may be a teacher, administrator, aide, or any
other staff person; the community adult may be the student's
parent, another student's parent, a senior citizen, a business person,
or a youth service agency volunteer. This support structure is
meant to remain intact ("moving") with the student over several
school years. It should be stressed that these are additional
supports -- over and above the natural advocacy students may have
from school staff, family, friends, and so forth. (For more on the
Moving Diamond, see the Guidebook Unit developed for the Los
Angeles Learning Centers.)

Exhibit U

Computer-based Information and Management System:
The Example of FASTNet

Advances in technology need to be incorporated into all facets of the Enabling Component. For instance, computerized systems can help organize and interconnect information on students, families, and other stakeholders and on programs and services. The information can be used to facilitate referrals, triage, and case management; the system can be used to facilitate program coordination and enhancement; and it can be used for billing, accounting, and budgeting. Moreover, the system can be evolved so that it is interactive (within the site and with external resources) and thus can markedly improve processes (such as referral and case management).

For example, as an aid for referral, there are systems such the Family and School Tie Network system (FASTNet) under ongoing development by the Los Angeles Educational Partnership. This is a multi-component system to link students with needed services. FASTNet is a system that fosters the integration of services through the efficient and effective maintenance of relationships among service providers. The core of FASTNet is a "smart" database. The term "smart" is used because innovative programming provides the user much more power and flexibility than is typical provided by databases that rely on key word searches and strict topologies for matching client needs with available services. Each site running the database is linked by a bulletin board system (BBS) which provides updates to the database, along with electronic mail services.

FASTNet specifically provides the user with:

- a customized, detailed, and current database of district and community health and social services

- a method of querying the database that will often improve the speed, accuracy and quality of not only locating services for students, but successfully connecting them to those services

- remote updating of the database through electronic communication

- an electronic bulletin board that will post the latest relevant information, including for example information related to drop-out prevention, upcoming events and staff development opportunities

- the facility to exchange electronic mail with other FASTNet users.

It should be borne in mind that FASTNet, or any other referral system, is simply a tool. Intervention efficacy depends on interveners working together to establish the relationships necessary for well-conceived assistance -- including case management and service integration. In doing so, participating agencies will have to address cross-agency concerns related to such matters as collection and sharing of data and resources and cooperative delivery of services.

Clearly, advanced technology can be a valuable tool. It is not, however, essential. And, as with other elements of the Enabling Component, it can be added after the basics are in place and functioning appropriately.

With respect to regular tasks, each enabling activity program team (with support as needed) carries on ongoing analyses of programs and services 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.

Then, based on their analysis, the team

- updates profiles and circulates and publicizes program/service information

- sets priorities to improve activity in a programmatic area

- sets steps into motion to accomplish their current priorities for improvement.

Multisite Resource Coordinating Council

Where feasible, a Multisite Resource Coordinating Council should 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. (See Exhibit V.)

Exhibit V

Multisite Resource Coordinating Council

Purposes

Schools in the same geographic (catchment) area have a number of shared concerns, and feeder schools often are interacting with the same family. Furthermore, some programs and personnel are (or can be) shared by several neighboring schools, thus minimizing redundancy and reducing costs.

In general, a group of sites can benefit from having a Resource Coordinating *Council* as an ongoing mechanism that provides leadership, facilitates communication, and focuses on coordination, integration, and quality improvement of whatever range of activity the sites has for enabling learning.

Some specific functions are:

- To share information about resource availability (at participating schools and in the immediate community and in geographically related schools and district-wide) with a view to enhancing coordination and integration

- To identify specific needs and problems and explore ways to address them (e.g., Can some needs be met by pooling certain resources? Can improved linkages and collaborations be created with community agencies? Can additional resources be acquired? Can some staff and other stakeholder development activity be combined?)

- To discuss and formulate longer-term plans and advocate for appropriate resource allocation related to enabling activities.

Membership

Each school can be represented on the *Council* by two members of its Resource Coordinating *Team*. To assure a broad perspective, one of the two can be the site administrator responsible for enabling activity; the other can represent line staff.

Facilitation

Council facilitation involves responsibility for convening regular monthly (and other ad hoc) meetings, building the agenda, assuring that meetings stay task focused and that between meeting assignments will be carried out, and ensuring meeting summaries are circulated.

With a view to shared leadership and effective advocacy, an administrative leader and a council member elected by the group can co-facilitate meetings. Meetings can be rotated among schools to enhance understanding of each site in the council.

(cont.)

Exhibit V (cont.)

Multisite Resource Coordinating Council

Steps in Establishing a Multisite Coordinating Council

    a. Inform potential members about the Council's purpose and organization
        (e.g., functions, representation, time commitment).

          Accomplished through presentations and handouts.

    b. Select representatives.

          Chosen by a school's Resource Coordinating Team. (If there is not yet an
          operational Team, the school's governance chooses acting representatives.)

    c. Ensure a task focus at initial meetings

- After representatives introduce themselves, someone should further clarify the Council's purposes and processes

- Membership should be reviewed to determine if any group or major program is not represented; steps should be taken to assure proper representation

- Information should be shared regarding what exists at each site

- Information should be shared about other resources at participating schools and in the immediate community and district-wide

- Information on resources should be analyzed to identify important needs at specific sites and for the group of sites as a whole

- Priorities should be established for efforts to enhance resources

- Plans should be formulated for pursuing priorities

- Discussion of plans for coordinated crisis response across sites and for sharing resources to deal with site specific crises

- Discussion of combined staff (and other stakeholder) development activity

- Discussion of (and possibly visits to) school-based centers (Family Service/ Parent Centers) with a view to clarifying the best approaches for the group of collaborating schools

- There should be discussion of quality improvement and longer-term planning (e.g., efficacy, pooling of resources)

    d. General meeting format

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

Step 9. Enhance Component visibility, communication, sharing, and problem solving.

Effective communication and ready access to information are essential to organizational success. Clarity, immediacy, and responsiveness are critical for planning and implementation and for combatting rumors and other counterproductive phenomena. Streamlined communication processes are especially important during a diffusion process because periods of organizational change require frequent sharing of information and tend to exacerbate miscommunication. Without well-designed processes for communicating and for updating and accessing information, major coordination, follow-through, and evaluation problems arise. In designing effective and efficient communication mechanisms, great care of course must be taken to protect privacy and confidentiality.

As with all new concepts, the Enabling Component requires extensive explanation and frequent clarification. This demands high visibility sharing through use of a variety of internal and external communication and public relations mechanisms such as

- regular involvement in stakeholder development activity

- public display of posters and charts

- publication of newsletters and bulletins sharing procedures and accomplishments of personnel involved in the Component's activity

- a bulletin board devoted to announcements and displays related specifically to the Component and its activities

- circulation of flowcharts and information handouts

- product development and distribution of enabling activity materials

and so forth. See the Resource Aids (Part VII) which are available under separate cover.

A nice by-product of productive communication and visibility is that they can engender ongoing support.

Another by-product of effective communication mechanisms is that they help minimize problems that arise from an information void. Of course, access to valid information is a necessary but insufficient facet of addressing problems.

Preventive and reactive problem solving mechanisms must be developed to deal with anticipated and unanticipated problems.

In thinking about problem-solving in preventive terms, there are two central points to keep in mind:

- avoid overwhelming the system

- spend sufficient time fostering productive working relationships

In reacting to problems, it is necessary to establish a process by which problems are rapidly identified and worked on. (Obviously the point is to respond rapidly to problems before they escalate into major disruptions.)

During start-up, the change team provides a key problem solving mechanism (review Exhibit Q).

Some specific problem solving aids include:

- a Concerns Box where stakeholders can (anonymously) put a description of a problem they want addressed

- one or more ombudspersons who can be contacted without great delay; the individual(s) must have mediation and problem solving skills, the respect of stakeholders, and the authority to take appropriate action

- one or more designated leadership personnel who hold weekly office hours to hear and work on solving problems

- periodic town hall problem-solving meetings.

One facet of stakeholder development should focus on (a) clarifying the importance of working against the natural dynamic of simply identifying problems ("problem naming," complaining, griping) and (b) developing attitudes and skills for problem solving.

Some negative reactions and dynamics that should be anticipated and addressed are:

>reactance -- emotions & behaviors
(this includes emotions such as anger, fear, suspicion, and anxiety, and behaviors ranging from passivity to direct hostile reactions and efforts to undermine proposed changes; much of the negative reaction is motivated by threats to competence, self-determination, and interpersonal relationships)

>apathy and low valuing

>apprehension

>information/communication breakdowns
(this includes problems of understanding, information overload, miscommunications, rumor-mills)

>unrealistic expectations

In general, think in terms of

- ***Developing Effective Working Relationships***

    > Overcoming barriers to working together
    (e.g., negative attitudes stemming from differences and from threats to competence, self-determination, and interpersonal relations)

    > Building rapport and connection

    > Developing knowledge and skills

    > Resolving conflict and providing ongoing relationship support

    See Exhibit W.

- ***Enhancing Intrinsic Motivation for Maintaining & Evolving New Ideas/Processes***

    > Ownership (empowerment)

    > Ongoing support for maintaining infrastructure and expanding knowledge and skills

Exhibit W

Understanding Barriers to Effective Working Relationships

Barriers to Motivational Readiness

Efforts to create readiness for change can build consensus but can't mobilize everyone. Some unmobilized individuals simply will not understand proposed changes. More often, those who do not support change are motivated by other considerations.

Individuals who value the current state of affairs and others who don't see the value of proposed changes can be expected to be apathetic and reluctant and perhaps actively resistant from the outset. The same is true for persons who expect that change will undermine their status or make unwanted demands on them. (And as the diffusion process proceeds, the positive motivation of others may subside or may even become negative if their hopes and positive expectations are frustrated or because they find they are unable to perform as other expect them to. This is especially apt to occur when unrealistic expectations have been engendered and not corrected.)

It is a given that individuals who are not highly motivated to work productively with others do not perform as well as they might. This is even more true of individuals with negative attitudes. The latter, of course, are prime candidates for creating and exacerbating problems. It is self-defeating when barriers arise that hinder stakeholders from working together effectively. And conflicts contribute to collaborative failure and burn out.

In encounters with others in an organization, a variety of human, community, and institutional *differences* usually can be expected. Moreover, organizational settings foster an extensive range of interpersonal *dynamics*. Certain dynamics and differences motivate patterns of poor communication, avoidance, and conflict.

Differences that may become sources of unproductive working relationships include variations in sociocultural and economic background, current lifestyle, primary language spoken, skin color, gender, power, status, intervention orientation, and on and on. Many individuals (students, parents, staff) who have been treated unfairly, discriminated against, or deprived of opportunity and status at school, on the job, and in society use whatever means they can to seek redress and sometimes to strike back. Such individuals may promote conflict in hopes of correcting long-standing power imbalances or to call attention to other problems. And even when this is not so and even when there are no other serious barriers initially, common dynamics arise as people work together. Examples of interfering dynamics include excessive dependency and approval seeking, competition, stereotypical thinking and judgmental bias, transference and counter-transference, rescue-persecution cycles, resistance, reluctance, and psychological withdrawal.

Differences and dynamics become barriers to effective working relationships with colleagues and clients when they generate negative attitudes that are allowed to prevail. Fortunately, many barriers are preventable and others can be dealt with quickly if appropriate problem solving mechanisms are in place. Thus, a central focus in designing strategies to counter problems involves identifying how to address the motivational barriers to establishing and maintaining productive working relationships.

Reactions to Shifts in Power

In discussing power, theoreticians distinguish "power over" from "power to" and "power from." *Power over* involves explicit or implicit dominance over others and events; *power to* is seen as increased opportunities to act; *power from* implies ability to resist the power of others.[*]

(cont.)

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Exhibit W (cont.)
Understanding Barriers to Effective Working Relationships

Efforts to restructure schools often are designed to extend the idea of "power to" by "empowering" all stakeholders.

Unfortunately, the complexities of *empowerment* have not been well addressed (e.g., distinctions related to its personal and political facets). As practiced, empowerment of some seems to disempower others. That is, empowering one group of stakeholders usually reduces the political power of another. On a personal level, empowering some persons seems to result in others *feeling* disempowered (and thus feeling threatened and pushed or left out). For example, individuals whose position or personal status in an organization has endowed them with power are likely to feel disempowered if their control or influence over activities and information is reduced; others feel disempowered simply by no longer being an "insider" with direct connections to key decision makers. And often, individuals who express honest concerns or doubts about how power is being redistributed may be written off as resistant.[**]

Another concern arises from the fact that the acquisition of power may precede the ability to use it effectively and wisely. To counter this, stakeholder development is an essential component of empowerment during the diffusion process.

Problems stemming from power shifts may be minimized. The time to begin is during the readiness phase of the diffusion process. Those who are to share power must be engaged in negotiations designed to ease the transition; at the same time, those who will be assuming power must be engaged in specific developmental activity. Ultimately, however, success in countering negative reactions to shifts in power may depend on whether the changes help or interfere with building a sense of community (a sense of relatedness and interdependence).

Faulty Infrastructure Mechanisms

Most models for restructuring education call for revamping existing organizational and programmatic infrastructures (e.g., mechanisms for governance, planning and implementation, coordination). Temporary mechanisms also are established to facilitate diffusion (e.g., steering and change teams). A well functioning infrastructure prevents many problems and responds effectively to those that do arise. An early focus of diffusion is on ensuring that the institutionalized and temporary infrastructure mechanisms are appropriately designed and functioning. The work of the change team and those who implement stakeholder development is essential in this regard. Each infrastructure mechanism has a role in building positive working relationships and in anticipating, identifying, and responding to problems quickly. Persons staffing the infrastructure must learn to perform specific functions related to these concerns. Members of the change team must monitor how well the infrastructure is functioning with regard to these concerns and take steps to address deficiencies.

[*]In What's wrong with empowerment (*American Journal of Community Psychology, 21*), S. Riger (1993) notes: "the concept of empowerment is sometimes used in a way that confounds a sense of efficacy or esteem (part of "power to") with that of actual decision-making control over resources ("power over"). Many intervention efforts aimed at empowerment increase people's power to act, for example, by enhancing their self-esteem, but do little to affect their power over resources and policies."

[**]Riger also cautions: "If empowerment of the disenfranchised is the primary value, then what is to hold together societies made up of different groups? Competition among groups for dominance and control without the simultaneous acknowledgement of common interests can lead to a conflict like we see today in the former Yugoslavia. . . . Does empowerment of disenfranchised people and groups simultaneously bring about a greater sense of community and strengthen the ties that hold our society together,or does it promote certain individuals or groups at the expense of others, increasing competitiveness and lack of cohesion?"

Step 10. Attempt to fill program/service gaps through outreach to establish formal collaborative linkages with district and community resources.

After upgrading what already is in place, the process of reaching out to fill programmatic gaps begins.

In particular, if there is not a program for **classroom-focused enabling**, a team should be pulled together as soon as feasible to plan and help initiate ways to assist teachers in developing strategies to prevent and handle problems encountered in the classroom. Key aspects of classroom-focused enabling are academic and social support strategies for students and their families. This includes the strategies for involving multiple advocates (e.g., the **moving diamond** concept developed by the Los Angeles Learning Centers) and the development of peer student and peer parent programs (e.g., peer tutors, peer counselors, peer mediators, peer mentors, peer coaches). A good range of strategies are important elements not only for specific support but for creating a psychological sense of community.

Another cross disciplinary team that should be established as soon as feasible is one to focus on **crisis/emergency assistance and prevention.** Such a team is essential if the school is to respond effectively to school-wide crises and minimize their detrimental impact. In addition to emergency response, they can begin to identify related prevention activity for reducing the number of school-wide and personal crises (e.g., school safety/violence reduction, suicide prevention and child abuse prevention).

To expand resources, it is important to reach out regularly to others at the site, in the school district, and in the community.

At the site and in the local community, there may be others (staff, parents, professionals, businesses) with skills and resources that can serve enabling concerns; minimally parents represent a significant pool from which to recruit volunteers. Throughout a school district, there are a variety of special programs, projects, materials, and personnel; some of these can be of use. And, of course, there is the possibility of linking up with community-based health and social services, and recreational programs.

Initial efforts to link community-based health and social services and recreational opportunities directly to the school site require a person with special training and considerable time. If a Family Center has been established, the Family Center lead is a logical person to outreach to the community to enhance resources and community involvement (e.g., outreach to district, community agencies, professionals and nonprofessional volunteers, businesses, families, etc.). Such outreach includes recruiting and brokering with local services regarding either coming to the school site or at least developing formal linkages with the site (see Exhibit X). Such outreach also includes involving local businesses in a variety of ways (e.g., adopt-a-school, providing resources, mentors, awards, jobs), as well as developing strategies for making contact with hard-to-involve home/families.

> Because community resources are limited, outreach often is best done in the name of a group of neighborhood schools. Therefore, the outreach planning might be done by a Multisite Resource Coordinating Council and the process of making specific contacts might be shared by personnel from all sites.

Exhibit X

**Steps in Establishing Linkages Between School Programs
and Community Health and Social Resources**

1. Establish a mechanism to initiate the outreach planning process (e.g., the Steering Group, a Site-based Resource Coordinating Team, a Multisite Resource Coordinating Council). If someone with community outreach skills is not part of the group, such a person should be added (e.g., a Family Center lead, a community outreach specialist). Such a person could be one of the site's regular staff or someone the district temporarily assigns to carry out the various steps outlined below.

2. Conduct a needs assessment to survey site personnel and a *representative* sample of families to determine the 3-4 most pressing needs. The following list of potential program/service needs can be used as a stimulus for responders.

    > (basic goods such as clothing, food, and housing; medical; dental; vision; family and personal counseling; interventions for individual psychosocial problems such as substance abuse; after school programs; job training; literacy; ESL; legal aid; special needs of children aged birth-to-4; other)

3. At the same time, identify and survey existing and potential resources. That is:

    > (a) existing school district resources already on-site,
    > (b) other resources possibly available from the district,
    > (c) local community resources,
    > (d) city/county resources.

    In identifying resources not already linked to the site, be certain to clarify those that are immediately "capturable."

4. Based on available information, identify a first *set* of resources to be pursued and prioritize the rest. This set should consist of a combination of the highest rated and those that are immediately capturable. (Of course, a program might be capturable but not worth the effort at the moment or may take too much time away from pursuing a more important resource.)

5. Before pursuing off-site resources, the process of organizing the on-site Enabling Component should be underway. In particular, the Resource Coordinating Committee should be functioning on a regular basis (probably weekly at first) and ready to help coordinate new resources as they are linked with the center.

Exhibit X (cont.)

**Steps in Establishing Linkages Between School Programs
and Community Health and Social Resources**

6. Begin to engage the first *set* of identified resources.

    (a) The process begins with discussions that clarify:

- `"What are our mutual interests?"
- "Who are our shared clientele."
- "How can we work together to better meet our mutual interests/shared clientele?"

    (b) The process moves on to develop a specific plan for formal linkages
                (e.g., coordinated activity). The plan will need to deal with such matters
                as budget (available funds, possible additional sources for funding),
                space, supplies, equipment such as phones, etc.

7. Develop formal memoranda of understandings and operational agreements. (It is important to recognize that these formal documents can take a year or more to develop; thus, the hope and expectation is that actual operation will begin well before contractual arrangements are in place.)

8. Work with existing mechanisms to adapt them to deal with ongoing governance and program operation in ways that enhance the new relationships.

9. Develop and implement training and communication mechanisms. This includes: preparing referrers and those who use resources; cross-training for service providers and between service providers and school staff, students, and families; development of record-keeping systems with appropriate attention to facilitating communication, case management, and follow-up without violating confidentiality, etc.

10. Develop a *formative* evaluation system that can generate summative evaluation data. This requires specifying desired and realistic outcomes that are consist with existing conditions (e.g., consistent with the degrees of problem severity and pervasiveness and with the nature and scope of program resources). That is, in order to make appropriate judgments of program accomplishments and guide efforts to improve programs, information must be gathered not only on outcomes, but on the initial status of problems addressed and the state of development of program processes. Moreover, because achievement scores are *indirect* outcomes of enabling activity, initial attention needs to be on evaluating direct outcomes (e.g., enhanced access to clothes, improved health, better attendance, fewer behavior problems). Some outcomes can be judged in terms of achieving specified criteria; others will require some preintervention (baseline) information.

11. Over time, continue to evolve the system toward a comprehensive, integrated programmatic approach. If the Community Outreach Specialist was someone temporarily assigned to the site, a Resource Coordinating Team can be used as the mechanism for accomplishing this.

Step 11. Establish a system for quality improvement.

> ***When the cook tastes the soup it is formative evaluation***
> ***and when the guests taste the soup it is summative.***
> Robert Stake

Most of what is written about educational and psychosocial intervention stresses strategies for changing individuals. This state of affairs contributes to the limited focus of intervention activity and related evaluation. The Enabling Component targets changes related to individual students *and* the systems that affect them (e.g., families, school-site programs, off-site services, the community at large). From a holistic perspective, of course, the focus is on the totality. Such a perspective fosters appreciation of relationships among individuals, specific aspects of systems, and the system as a whole.

Evaluation related to the Enabling Component involves more than determining the client efficacy of current activity and more than finding better ways to evaluate such efficacy. Broadly stated, the process encompasses concerns about how to expand the focus of evaluation not only to contribute to improving practice, but also to aid in evolving a comprehensive, integrated approach.

While a program is under development, outcomes should be used only as a way to provide feedback on efficacy so that processes can be revised and fine-tuned. That is, the intent should be to aid program development (and not to penalize the program).

> ***Giving the staff the opportunity to develop and***
> ***institutionalize a sound Enabling Component is***
> ***essential in efforts to "reinvent" schools.***

Thus, in the early stages of program development, *formative* evaluation is the primary focus in gathering data. Such evaluation should include information on the development of the new approaches (e.g., planning processes, participants, governance structures, resources, implementation strategies, program organization, staffing, operational policies and practices); it also should include data on the characteristics of those served (e.g., who they are, what they want and need, how they differ from those not served) both as a prerequisite for effective planning and as another basis for interpreting the appropriateness of processes.

In general, data gathering and analyses for formative evaluation of the Enabling Component should include a focus on

- the evolving underlying rationale for the Enabling Component and each facet of the component's development

- the amount of consensus and decisions about priorities with respect to needs/assets, goals and desired outcomes, resources, and activities as related to the component

- challenges and barriers to establishing this component and integrating it with the instructional and management components

- planning, governance structures, resources, implementation strategies, staffing, organizational and operational policies and practices

- progress related to each of the replication steps and each enabling activity

- initial outcomes -- with data on the characteristics of the families and children at the site used to disaggregate findings for targeted groups.

Formative evaluation uses methods such as review of documents and records, semi-structured interviews and surveys, focus group discussions, observations, and direct assessment of clientele. Data are gathered on and from school staff, students and their families, other stakeholders, community agencies, and so forth. For example, lead staff can be used to form a quality improvement team that creates systems to monitor and report on the quality of activity and to recommend strategies to enhance the component.

The following examples illustrate quality improvement review assessment activity:

- checking on the functioning of program teams

- holding individual meetings with school site leadership responsible for restructuring in this area and with team leaders to identify adequacy of resources 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

Over time, the emphasis increasingly is on intended outcomes (see Part VI).

> Quality improvement is an ongoing process. Activity in this area blends naturally into maintaining and evolving the Enabling Component.

PART V.

MAINTENANCE AND EVOLUTION:
TOWARD A REFINED INFRASTRUCTURE, INCREASED OUTCOME EFFICACY, AND CREATIVE RENEWAL

> *To institutionalize is to infuse with values beyond the technical requirements of the task at hand. The institutional leader, then, is primarily an expert in the promotion and protection of values.*
> Phillip Selznick

Whose responsibility is it to maintain and evolve the Enabling Component? Who values and advocates its continuation? When problems arise in relation to the approach, who takes the lead in resolving them?

Maintaining and enhancing changes can be at least as difficult as making them in the first place. Even when prototypes are implemented, they often aren't maintained over the long-run. All those with leadership responsibility for the Enabling Component have a role to play in maintaining and evolving a cohesive set of programs and services. And although the aim of having a comprehensive continuum of integrated activity that is easily accessible to the community can only be approximated, it is important not to lose sight of such an ideal.

A critical aspect of institutionalizing the Enabling Component involves ensuring that the organization comes to own it. And this ownership must be reflected in the leadership and resources provided. This means that those responsible for planning the next fiscal year must appropriately attend to enabling activity. That is, institutionalization requires a plan that is appropriately endorsed and empowered through appropriation of adequate resources. Of particular importance here is how well the organization maintains the functional integrity of mechanisms for planning, implementation, and coordination and for continuing the education of stakeholders. The focus, of course, is not on maintaining the status quo; the point is to maintain and enhance productive changes and generate renewal.

Institutionalization is further supported by evaluation of processes and outcomes related to new infrastructure mechanisms and fundamental enabling activities. With a view to improving quality and efficacy, the findings from such evaluations are used to revise activities and mechanisms as necessary.

No approach will survive without official and natural leadership. The former are needed to maintain a legitimate power base with respect to the various interests competing for the organization's limited resources. Both *official* and *natural* leaders are needed to ensure a broad enough base for ongoing advocacy, problem solving, and impetus for maintenance, enhancement, and renewal. (Obviously, the two types of leadership are not mutually exclusive.)

During the implementation phase, official leader roles are established and natural leaders emerge. During the institutionalization phase, official leaders are acknowledged because they are a formal part of the organizational and programmatic infrastructure. Care must be taken to recognize and reward the contributions of natural leaders who do not have such formal positions.

> *No approach will survive without the ongoing commitment and effort of a critical mass of stakeholders. Constant attention must be paid to ensuring their continuing involved motivation.*

To these ends, key steps in maintaining and evolving the component (review Exhibit I) are

- planning for maintenance

- strategies for maintaining momentum and progress

- generating renewal

Step 12. Planning for maintenance.

For the Enabling Component to be maintained, it must continue to have a reasonable share of the site's budget, staff, space, and of the time and resources allocated for ongoing system development. That is why it is so important that persons ready, willing, and able to advocate for this component are on planning and decision making bodies (e.g., governance, program planning and budgeting, facilities, staff development).

The governance body and the site's administrators must ensure that each planning group is structured in ways that guarantee appreciation of the Enabling Component's contribution to the mission of the site and commitment to planning for its maintenance and evolution. With respect to daily advocacy and effective operations, for example, plans must be made to maintain and nurture a sufficiently broad-based leadership core who continue to work as a close-knit group. To illustrate in terms of roles and functions,

- the site administrator responsible for the Component must continue to have 50% time to devote to enhancing the quality of daily operations, problems solving, and efforts to move forward

- if there is a Family Center, the lead staff must continue to work closely with the site administrator with respect to daily operations, problems solving, and moving forward

- the Enabling Component Resource Coordinating Team must continue to play a leadership role in fostering integration and cohesion with respect to the six areas of enabling activity at the site and with district and community resources

- teams associated with each of the six areas of enabling activity must continue to play a leadership role in updating the mapping and analyses of current activity and setting priorities for enhancing what exists and creating new activity.

Besides maintaining and nurturing personnel to carry out critical roles and functions, plans must be made for continuing to address the everpresent demands for work space, equipment, and materials and to upgrade the quality of mechanisms for effective communication, problem solving, stakeholder development, technical support, and so forth.

Step 13. Strategies for maintaining momentum and progress.

Ownership is no guarantee of institutionalization. Various forces that can erode replicated prototypes are always at work. For instance, planning and coordination teams experience turnover in membership; problems related to communication and sharing of resources tend to be chronic; competing interests and the attractiveness of moving on to something new can pull attention and resources to other activity.

To minimize problems, steps must be taken to detect them and provide technical assistance for ongoing problem solving. This requires someone who has the time, energy, and expertise to meet periodically with stakeholders in order to anticipate problems and then marshall appropriate resources to maintain and evolve the prototype's integrity. Various organization leaders can carry out these functions.

In general, maintaining momentum and progress involve evaluating how well the infrastructure and related changes are working, including whether the changes are highly visible and understood. At this stage, 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.

The established quality improvement system (Step 11) plays a central role here. Thus, we reiterate the previously cited review strategies exemplifying some things to do in assessing momentum and progress:

- check on maintenance of program teams

- hold individual meetings with school site leadership responsible for restructuring in this area and with team leaders to identify adequacy of resources and staff development

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

- check on efficacy of referral, triage, and case management systems

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

- evaluate progress in refining and enhancing program activity

The functional integrity of mechanisms for planning, implementation, and coordination is maintained by ensuring the activity is an official part of the infrastructure, has appropriate leadership, and is effectively supported. This includes guaranteeing that personnel have adequate time for reflection and revision.

There must be a constant focus on identifying, recruiting, and training a critical mass of team members to keep the work load manageable and to ensure a broad base of involvement and a strong working core. This includes ensuring that there are immediate replacements when someone leaves.

Also essential are adequate resources (including time to learn the role and time to perform the functions), reasonably interesting tasks, rapid responding when stakeholders indicate there is a problem (including technical support for problem solving), recognition and rewards for contributions, continuing education to enhance team functioning, and so forth.

Ultimately, efforts to maintain momentum and progress must succeed in stimulating adequate levels of continuing motivation on the part of a critical mass of stakeholders. Thus, at its core, successful institutionalization of the Enabling Component involves a constant focus on maintaining motivation and enhancing working relationships (as discussed in preceding sections).

> *Those monitoring the system need to watch for signs of waning motivation, and steps must be taken to counter motivational problems before there is significant decay of the Enabling Component.*

When signs of waning motivation appear, it is time to think about renewal.

Accountability

Once a program is established, care must be taken not to
develop outcome evaluation as an adversarial process done
by some outside evaluator. Rather, it should be conceived
as a way for everyone at the site to self-evaluate as a basis
for quality improvement and as a way of getting credit for
all they are doing.

Some intended outcomes are listed in the descriptions of
each area of enabling activity (review Exhibit E). In
general, the combined impact of the Enabling Component
over time should be reflected in positive outcomes for all
stakeholders and the community (especially improved
student attitudes and performance). These outcomes
should be reflected on standardized tests and eventually
should be seen with respect to measures of improved
community functioning (e.g., "score cards"). And, of
course, there should be measurable improvements in the
degree to which programs are coordinated and integrated --
with concomitant benefits in cost-effectiveness and
efficiency.

As an aid in designing an evaluation plan for the Enabling
Component, see discussion of "Intended Outcomes ..." in
Part VI.

Step 14. Generating renewal.

Building and maintaining morale and motivation. Introducing productive novelty and excitement. Institutionalizing the Hawthorne Effect. Countering burn-out.

For all the talk about renewal, this step remains somewhat of a mystery. And while it is listed last, the need to focus on and generate renewal begins as soon as the first flush of newness wears off and the constant demands of the job take their toll.

Obviously, renewal is a need for individuals, groups, and the system as a whole and thus is a concern for everyone.

While generating renewal is everyone's concern, it is imperative that the lead personnel for the Enabling Component develop motivationally-oriented strategies to maximize the likelihood that stakeholders

- feel appropriately valued (are nurtured, praised, reimbursed, and have a positive sense of status and expectation for personal improvement and advancement)

- experience a sense of community (interpersonal connection and collegiality through positive working relationships and conditions)

- have enough time and resources -- to accomplish, to reflect, to review, to improve

- stay in touch with the big picture and their original sense of mission and vision

- expect their efforts will lead to positive outcomes for themselves and the students and are able to document their successes

From a system perspective, the need for renewal is tied to productivity (cost effectiveness and efficiency). Beyond the strategies designed to build and maintain motivation, the emphasis is on continuing to enhance competence.

By this point it should be clear that renewal is a major focus of stakeholder development (continuing education) and technical assistance. Properly designed, such activity can maintain and enhance productivity in ways that generates renewal. As has been noted, this requires activity designed to facilitate additional capacity-building, networking, social support, and personal enrichment (review relevant sections of the guidebook).

A Checklist for Reviewing Progress in Implementing an Enabling Component

The checklist on the following pages is designed as another tool to aid those involved in the process of developing an Enabling Component. The focus is on

- organizing at a site

- establishing coordination among multiple sites in the same locale.

Checklist: Implementing an Enabling Component

Site Name:	Date started	Date Completed if applies	Current Status
I. ORIENTATION: CREATING READINESS			
Initial contact made			
Indication of interest in establishing an Enabling Component.			
Initial meeting with site leaders.			
Negotiation of policy commitment and conditions for engagement. (e.g., Enabling Component adopted as a primary and essential component -- on a par with the instructional and management components)			
Identification of a site leader (equivalent to the leader for the Instructional Component). Name: Position:			
Identification of other leaders for the Enabling Component. Name: Position:			
Distribution of *teacher* survey regarding attitudes about restructuring.			
Distribution of *administrator* survey regarding attitudes about restructuring.			

Site Name:	Date started	Date Completed if applies	Current Status
II. START-UP AND PHASE-IN			
Establishment of Temporary Mechanisms to facilitate development of the Enabling Component Steering Group members identified Name: Position:			
Change Team members identified Name: Position:			
Leadership training for all who will be taking a lead in developing the component.			
Development of phase-in plan.			
RESOURCE COORDINATING TEAM			
Identification of team members.			
Recruitment of team members. Name: Position:			
Initial team meeting.			
Training for team.			

	Date started	Date Completed if applies	Current Status
Site Name:			
MAPPING AND ANALYSIS OF EXISTING RESOURCES			
Mapping.			
Analysis (of needs, efficacy, coordination).			
Setting of priorities for enhancing enabling activity.			
Poster chart listing existing programs.			
Resource list development, circulation (to all staff), and posting (e.g., on a bulletin board) -- list all existing programs, services, and resources.			
INITIAL ENHANCEMENT OF SYSTEMS AND ACTIVITY RELATED TO ENABLING			
Analyze, improve, document, and circulate information on how to use current systems for 　　　Referral for Emergency Help-Major Services 　　　Triage 　　　Case Management 　　　Crisis Response (e.g., Crisis Team) (e.g., clarify steps, develop Flow charts, written descriptions, train personnel, etc.).			
Training for existing teams. 　Crisis Team 　Student and Family Assistance Team 　(e.g., Student Study or Guidance Team) 　Other (specify)			
DEVELOPMENT OF TEAMS FOR AREAS OF ENABLING ACTIVITY			
Establishment of Area Teams. 　Specify Areas:			

Site Name:	Date started	Date Completed if applies	Current Status
Training of Area Teams. Specify Areas:			
Area teams updating of mapping and analysis of resources. Specify Areas:			
Each program team formulates priority for enhancing activity in own area. Specify Areas:			
Priorities evaluated and ranked by Resource Coordinating Team and plans formulated for pursuing top priorities.			
If relevant, plans formulated to establish a Family and/or Parent Center.			
COMPONENT VISIBILITY, COMMUNICATION, AND PROBLEM SOLVING			
Steps taken to enhance visibility. (specify)			
Effective *communication mechanisms* in operation.			
Effective *problem solving mechanisms* in operation.			

Site Name:	Date started	Date Completed if applies	Current Status
OUTREACH			
To community programs and agencies. (specify)			
To other schools in locale. (specify)			
To other resources in the district. (specify)			
SYSTEM FOR QUALITY IMPROVEMENT			
Decisions about indicators to be used.			
Members recruited for Quality Improvement Team. Name: Position:			
Training of Quality Improvement Team			
Initial Quality Improvement recommendations made. Acted upon.			
III. MAINTENANCE AND EVOLUTION			
Indications of planning for maintenance. (specify)			
Strategies in use for maintaining momentum and progress. (List most prominent examples)			
Strategies in use for generating renewal. (List most prominent examples)			

Multisite Coordination

Name of "Family" of Schools:	Date started	Date Completed if applies	Current Status
Identification of pupil service and resource personnel at each site. (Use chart developed for this purpose).			
Meetings with groups of pupil service and resource personnel to explain reforms that are underway. (Briefly indicate groups and numbers who attended -- psychologists, nurses, counselors, social workers, coordinators, special educ.)			
Recruit members for an at-large Steering Group to guide development of Enabling Component throughout the family of schools and to help organize a Multisite Resource Coordinating Council.			
Identification of (2) members from each site to represent their site on the Multisite Council. Name: Position:			
Arrange initial meeting to inform potential members about the Council's purposes.			
Provide facilitation and training for the Multisite Council.			
Council meets to begin sharing information from each site's mapping and analysis of resources.			
Council develops a plan to enhance enabling activity by collaborating, sharing, coordinating, integrating, resources throughout the family of schools.			

PART VI.

NOTES ON SOME SPECIFIC TOPICS

1. The Enabling Component: A Missing Link in Education Restructuring

2. Intended Outcomes for Students, Programs, Families, and Communities

3. School-based Centers

4. Addressing Concerns about Special Education

5. Some Ideas for Development of Staff and Designated Others

Instructional Component

?

Management Component
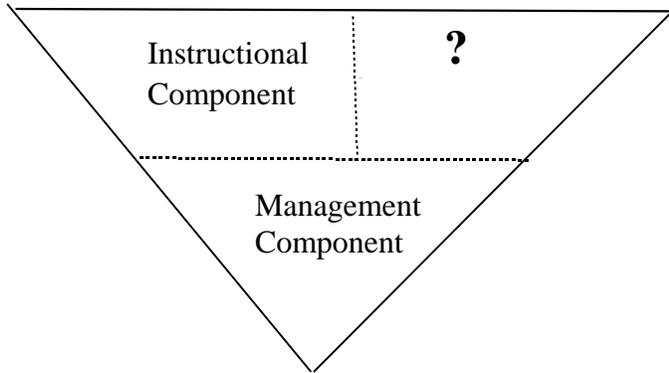
The Restructuring Movement in Education . . .

What's Missing?

1. THE ENABLING COMPONENT:
A MISSING LINK IN EDUCATION RESTRUCTURING

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

Few would deny that schools must address factors that interfere
with students' learning and performance. Indeed, it is
commonplace for school restructuring proposals to allude to the
need for support programs and services. Compared to discussions
of instructional and school management reform, however, the
focus on such activity has been superficial. With a view to starting
a process to rectify this oversight, we want to explore some central
concerns about prevailing policies and practices related to
addressing barriers to learning and factors that interfere with
effective schooling.

Let's begin by looking at two major movements sweeping the
country that affect all us for better or worse. Each has the potential
to make things better for students, their families, schools, and
society. But each has critical deficiencies that weaken their
promise.

The Movements to Restructure Education and
Community Health and Social Services

It is commonplace for school restructuring proposals to allude to the need for support programs and services to address factors that interfere with students' learning and performance. Compared to discussions of instructional and school management reform, however, specific recommendations for policy and practice have not been forthcoming. Review of the relevant literature primarily finds general statements affirming that such enabling activity is essential to the educational mission.[1] A few analysts have gone on to express concern that existing resources are insufficient, hard to access, and are pursued in a fragmented manner. Criticism of fragmentation encompasses school-operated support services and community-based health and social service delivery. There have been calls for (1) connecting programs dealing with psychosocial and health problems as closely to each school as feasible and (2) evolving such programs into a comprehensive, coordinated, and increasingly integrated package of assistance for students and their families.

While such calls have not guided reform of school-operated programs, they have influenced the restructuring of community health and social services. State-wide initiatives are burgeoning (e.g., in New Jersey, Kentucky, California) aimed at integrating community-based services and linking them to school sites.[2] Here, one finds highly specific policy and practice recommendations. It should be noted that the primary emphasis of these initiatives is on restructuring *community* programs to improve their cohesiveness. Increasing accessibility by linking them to *school sites* is a secondary emphasis and, unfortunately, a deficient one in that it does not attend to how school-linked community programs are to mesh with existing school-operated support programs.

The major deficiencies in both movements represent fundamental flaws in prevailing policy thinking. And because of these deficiencies, the combined impact of the two movements seems to have produced an inappropriate narrowing of focus among policy makers. That is, talk among policy makers is primarily about *school linked services*. In doing so, they tend to ignore the invaluable school-operated resources currently devoted to providing a wide range of education support activity.

Prevailing policies and practices must be reformulated if we are to effectively address barriers to student learning. In particular, attention must be given to correcting the deficiencies we have highlighted with respect to the movement to restructure education and the initiatives designed to encourage school-linked services. This includes weaving together those facets of the two movements that are meant to address barriers to learning -- using as a guiding principle the intent of creating a comprehensive and integrated programmatic approach. It also includes blending such a comprehensive and integrated programmatic approach with the instructional component of education reform.

The concept of the Enabling Component highlights the need for systematic work on the fundamental restructuring of education support programs and services, with specific emphasis on enhancing their nature and scope through linkages with community programs. Formulation of an Enabling Component as a general concept helps highlight major policy gaps in the movement to reform schools and initiatives to integrate health and human services. Furthermore, as operationalized here, the concept represents a basic organizational and programmatic reconception of education support activity (school-based and linked programs/services) aimed at promoting healthy development and addressing barriers that interfere with teaching and learning. This guidebook reflects ongoing work related to several restructuring initiatives.

The Concept of an Enabling Component

Not only is there widespread acknowledgement about the many factors interfering with students' learning and performance, the consensus is that significant barriers are encountered by the majority of students in a large number of schools, particularly schools where a high proportion of students are poor or immigrants or both.[3] We suggest that commitment to the success of all requires an array of activity to *enable learning*.

The scope of the problem makes it essential that new directions for policy and practice go beyond initiatives designed to integrate community health and social services and, as feasible, improve access by linking them to schools. By themselves, *health and social services* are an insufficient strategy for addressing the biggest problems confronting schools. They are not, for example, designed to address a full range of factors that cause poor academic performance, dropouts, gang violence, teenage pregnancy, substance abuse, racial conflict, and so forth. Moreover, the efficacy of any service may be undermined if it is not well-integrated with other services and with key programs at the school site. As noted, in linking services to schools, the tendency is to link them to sites without attending to their integration with a school's education support programs and the work of the classroom teacher. These are not criticisms of the services per se. The point is that such services are only one facet of a comprehensive approach.

And, the matter is compounded by the superficial way enabling activity is attended to by the movement to restructure education.

A broad perspective of what is needed emerges by conceiving enabling activity as addressing all barriers to learning that are not accounted for by restructuring the instructional and management components of schooling. In general, enabling activity encompasses efforts to prevent and correct learning, behavior, emotional, and health problems; in doing so, it can enhance a school's efforts to foster academic, social, emotional, and physical functioning.

Most schools and many community services use weak models in addressing barriers to learning. The primary emphasis in too many instances is to refer individuals to specific professionals which leads to narrow and piecemeal services and inevitably overwhelms available resources. More ideal models emphasize the need for a comprehensive continuum of community and school interventions to

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ameliorate complex problems. Such a continuum ranges from programs for primary prevention and early-age intervention -- through those to treat problems soon after onset -- to treatments for severe and chronic problems. Programs are to address problems developmentally (i.e., from before birth through each level of schooling and beyond) and with a range of activity -- some focused on individuals and some on environmental systems. Included are programs designed to promote and maintain safety at home and at school, programs to promote and maintain physical/mental health, preschool and early school adjustment programs, programs to improve and augment social and academic supports, programs to intervene prior to referral for intensive treatments, and intensive treatment programs. Given the scope of activity, it is evident that effectiveness and efficiency require formal and long-lasting interprogram collaboration.[4]

One implication of all this is formulated as the proposition that *a comprehensive, integrated continuum of enabling activity* is *essential* in addressing the needs of the many who encounter barriers to their benefitting satisfactorily from instruction (see Exhibit 1-A). The concept of an Enabling

Component encapsulates this proposition. It represents a fundamental shift in thinking about activity designed to enable schools to teach, students to learn, families to function constructively, and communities to serve and protect. The concept calls for moving (a) from fragmented, categorical, and single discipline-oriented services toward a comprehensive, integrated, cross-disciplinary approach and (b) from activity that is viewed as supplementary ("added-on") toward a full-fledged integrated component of restructuring that is understood as primary and essential in enabling learning. It meshes together school and community enabling activity; it addresses specific problems experienced by students and their families; it emphasizes promoting healthy development and positive functioning as the best way to prevent many problems and as a necessary adjunct to corrective interventions.

Conception of an Enabling Component paves the way for understanding that school restructuring agendas should encompass three primary and complementary components: *instruction*, *enabling*, and *management*. From this viewpoint, it is argued that the Enabling Component warrants a degree of attention by policy makers, scholars, and practitioners that is at least on a par with efforts to restructure instruction and management (see Exhibit 1-B).

Exhibit 1-A. From Prevention to Treatment: A Continuum of Programs for Amelioration of Learning, Behavior, and Socioemotional Problems

Intervention Continuum	*Types of Activities* (directed at system changes and individual needs)

Primary prevention ("public health")

1. Programs designed to promote and maintain
   - safety (at home and at school)
   - physical and mental health (including healthy start initiatives, immunizations, substance abuse prevention, violence prevention, health/ mental health education, sex education and family planning, and so forth)

2. Preschool programs (encompassing a focus on health & psychosocial development)
   - parent education and support
   - day care
   - early education
   - identification and amelioration of physical and mental health and psychosocial problems

Early-age targeted intervention

3. Early school adjustment programs
   - welcoming and transition support into school life for students and their families (especially immigrants)
   - personalized instruction in the primary grades
   - additional support in-class for identified students
   - parent involvement in problem solving
   - comprehensive and accessible psychosocial and physical and mental health programs (primary grades)

Early-after-onset correction

4. Improvement and augmentation of ongoing regular support
   - preparation and support for school and life transitions
   - teaching "basics" of remediation to regular teachers(including use of available resource personnel, peer and volunteer support)
   - parent involvement in problem solving
   - providing support for parents-in-need
   - comprehensive and accessible psychosocial and physical and mental health programs (including interventions for students and families targeted as high risks -- all grades)
   - Emergency and crisis prevention and response mechanisms

5. Interventions prior to referral for intensive treatments
   - staff development (including consultation)
   - short-term specialized interventions (including resource teacher instruction and family mobilization; programs for pregnant minors, substance abusers, gang members, and other potential dropouts)

Treatment for severe/chronic problems

6. Intensive treatments -- referral to and coordination with
   - special education
   - dropout recovery and follow-up support
   - services for severe-chronic psychosocial/mental/physical health problems

Exhibit 1-B

**Three Major Components to be Addressed
in Restructuring Education**

```
        Instructional    | Enabling*
        Component        | Component
                         |
        ...................
              Management
              Component
```

Given the various factors that can interfere with students' learning and performance, a school program committed to the success of all children must be designed with an array of activity to **enable learning.** Stated even more emphatically, activity to enable learning is *essential* for all students who encounter barriers that interfere with their benefitting satisfactorily from instruction. Thus, the Enabling Component is conceived as one of three primary and continuously transacting components that must be addressed in restructuring education. Through integration with the Instructional Component, a strong emphasis is given to promoting healthy development and facilitating positive functioning as one of the best ways to prevent many problems and as an essential adjunct to corrective interventions.

The Enabling Component is a cohesive approach for promoting healthy development and addressing barriers to learning. It encompasses a comprehensive, integrated set of activity and represents a fundamental reconception of programs and services for enabling schools to teach, students to learn, families to function constructively, and communities to serve and protect. The component emerges from what is available at a site, expands what is available by working to integrate school and community programs/services, and enhances access to community programs by linking as many as feasible to programs at the site.

*A dictionary definition of enabling is to provide with the means or opportunity; make possible, practical, or easy; give power, capacity, or sanction to.

<center>**Policy into Practice**</center>

Operationalizing an Enabling Component requires (a) restructuring and expanding resources by coordinating and clustering enabling activity and moving toward a school-based/linked emphasis, (b) integrating school and community resources to the degree feasible, (c) enhancing access to other community programs by developing cooperative linkages between community and school site programs, and (d) integrating the Enabling, Instructional, and Management Components. Contemporary wisdom suggests that major changes in an institution's culture and practices require bottom-up and top-down effort. Thus, adoption of and ongoing commitment to any new vision of schools must be based on informed decision making by a broad range of interested parties (i.e., stakeholders such as parents, students, school staff, administrators, policy makers). Moreover, bringing the vision of an Enabling Component to life requires development of an infrastructure and specific mechanisms that create a component that is a strong partner with instruction and management.

Work to date has clustered enabling activity into six areas, underscored the importance of restructuring from the school outward, and clarified an infrastructure of basic mechanisms to be established at the school level and outside the school. What follows is an abbreviated introduction to each of these topics.[5]

Enabling Activity Clustered into Six Areas

The Enabling Component is a *comprehensive, integrated, and cross disciplinary* approach to promoting healthy development and addressing barriers to learning. As represented in Exhibit C and outlined below, it encompasses six clusters of integrated activity and represents a fundamental reconception of programs and services for enabling schools to teach, students to learn, families to function constructively, and communities to serve and protect in a cohesive manner. Through integration with the Instructional Component, there is a strong emphasis on promoting healthy development and facilitating positive functioning as one of the best ways to prevent many problems and as an essential adjunct to corrective interventions. The component emerges from what is available at a site, expands what is available by working to integrate school and community programs/services, and enhances access to community programs by linking as many as feasible to programs at the site. (A school-based **Family and Community Center Service Facility** can be an invaluable context for much of the activity, and advanced technology can play an important role in all facets of the work.)

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Exhibit 1-C
A School-Based Enabling Component to Promote Healthy Development and
Address Barriers to Learning

Types of
Learners

I = motivationally
ready & able

not very   no barriers

motivated/
lacking   **barriers**
II = prerequisite   **to**
knowledge   **learning**
& skills/
different
learning rates
& styles

Instructional
Component

(a) Classroom
Teaching
+
(b) Enrichment
Activity

Desired
Outcomes

III = avoidant/
very deficient
in current   *Enabling*
capabilities/   *Component*
has a disability

Classroom-
Focused
Enabling

Crisis/
Emergency
Assistance &
Prevention

Student
& Family
Assistance

Resource
Coordination

Support for
Transitions

Community
Outreach/
Volunteers

Home Involvement in
Schooling

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Classroom focused enabling. When a teacher encounters difficulty in working with a youngster, the first step is to see whether there are ways to address the problem within the regular classroom and perhaps with added home involvement. The focus is on enhancing classroom-based efforts to enable learning by increasing teacher effectiveness for preventing and handling problems in the classroom. This is accomplished by providing personalized help to increase a teacher's array of strategies for working with a wider range of individual differences. For example, teachers learn to use peer tutoring and volunteers to enhance social and academic support and to increase their range of accommodative strategies and their ability to teach students compensatory strategies; and as appropriate, they are provided support in the classroom by resource and itinerant teachers and counselors. Two aims of all this are to increase mainstreaming efficacy and reduce the need for special services.

> Work in this area requires (a) programs for personalized professional development, (b) systems to expand resources, (c) programs for temporary out of class help, and (4) programs to develop aides, volunteers, and any others who help in classrooms or who work with teachers to enable learning. Through classroom-focused enabling programs, teachers are better prepared to address similar problems when they arise in the future. (The classroom curriculum already should encompass a focus on fostering socio-emotional and physical development; such a focus is seen as an essential element in preventing learning, behavior, emotional, and health problems.)

> *Student and family assistance*. Some problems cannot be handled without special interventions, thus the need for student and family assistance. The emphasis is on providing special services in a personalized way to assist with a broad-range of needs. To begin with, available social, physical and mental health programs in the school and community are used. As community outreach brings in other resources, they are linked to existing activity in an integrated manner. Special attention is paid to enhancing systems for triage, case and resource management, direct services to meet immediate needs, and referral for special services and special education resources and placements as appropriate. Ongoing efforts are made to expand and enhance resources. As major outcomes, the intent is to ensure special assistance is provided when necessary and appropriate and that such assistance is effective.

> Work in this area requires (a) programs designed to support classroom focused enabling -- with specific emphasis on reducing the need for teachers to seek special programs and services, (b) a stakeholder information program to clarify available assistance and how to access help, (c) systems to facilitate requests for assistance and strategies to evaluate the requests (including use of strategies designed to reduce the need for special intervention), (d) a programmatic approach for handling referrals, (e) programs providing direct service, (f) programmatic approaches for effective case and resource management, and (g) interface with community outreach to assimilate additional resources into current service delivery.

Crisis assistance and prevention. The intent here is to respond to, minimize the impact of, and prevent crises. Desired outcomes of crisis assistance include ensuring immediate emergency and follow-up care is provided so students are able to resume learning without undue delay. Prevention activity outcomes are reflected in indices showing there is a safe and productive environment and that students and their families have the type of attitudes and capacities needed to deal with violence and other threats to safety.

>Work in this area requires (a) systems and programs for emergency/crisis response at a site, throughout a set of schools in the same locale, and community-wide (including a program to ensure follow-up care) and (b) prevention programs for school and community to address school safety and violence reduction, suicide prevention, child abuse prevention and so forth.

>*Support for transitions.* This area involves planning, developing, and maintaining a comprehensive focus on the variety of transitions concerns confronting students and their families. Anticipated outcomes are reduced alienation and increased positive attitudes and involvement related to school and various learning activities.

>Work in this area requires (a) programs creating a welcoming and socially supportive school community, especially for new arrivals, (b) counseling and articulation programs to support grade-to-grade and school-to-school transitions, moving to and from special education, going to college, moving to post school living and work, and (c) before, after-school, and intersession programs to enrich learning and provide safe recreation.

>*Home involvement in schooling.* Work in this area includes (a) programs to address specific learning and support needs of adults in the home, such as ESL classes and mutual support groups, (b) programs to help those in the home meet their basic obligations to the student, such as instruction for parenting and for helping with schoolwork, (c) systems to improve communication about matters essential to the student and family, (d) programs to enhance the home-school connection and sense of community, (e) interventions to enhance participation in making decision that are essential to the student, (f) programs to enhance home support related to the student's basic learning and development, (g) interventions to mobilize those at home to problem solve related to student needs, and (h) intervention to elicit help (support, collaborations, and partnerships) from those at home with respect to meeting classroom, school, and community needs. The context for some of this activity may be a *parent center* (which may be part of a *Family Service Center* facility if one has been established at the site). Outcomes include indices of parent learning, student progress, and community enhancement specifically related to home involvement.

>*Community outreach for involvement and support (including a focus on volunteers).* Outreach to the community is used to build linkages and collaborations, develop greater involvement in schooling, and enhance support for efforts to enable learning. Outreach is made to (1) public and private community agencies, universities, colleges, organizations, and facilities, (2) businesses and

professional organizations and groups, and (3) volunteer service programs, organizations, and clubs. Outcomes include indices of community participation, student progress, and community enhancement.

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

In organizing the six programmatic areas into an Enabling Component, it is the content of each area that guides program planning, implementation, evaluation, personnel development, and stakeholder involvement. The emphasis throughout is on *collaboration, coordination*, and *integration* among all enabling activities and with the Instructional and Management Components. Moreover, the intent is to weave together a *continuum of programs* (from primary prevention to treatment of chronic problems) and a *continuum of interveners, advocates*, and *sources of support* (e.g., peers, parents, volunteers, nonprofessional staff, professionals-in-training, professionals). It should be noted that it is the broad nature and scope of the activity in each area that make collaboration within and between each area essential; it is the many ways the various activities overlap and interact that require they be integrated.[6]

As feasible, the integrated use of advanced *technology* is highly desirable. Examples include a computerized system to organize information, aid case management, and link students and families to referrals; interactive audio-visual resources as program aids; and video and computer networks for staff development. Also if feasible, a *Center* facility provides a useful focal point and hub for Enabling Component operations. Given the increasing interest in creating "one-stop shopping" Family/Youth Service Centers and Parent Centers at school sites, it is worth emphasizing that the existence of a center is not a sufficient basis for assuming appropriate programmatic activity is in
place or that the activity is integrated. For instance, establishment of a parent center does not guarantee a broad and well-designed program for enhancing home involvement in schooling.

Finally, we note that five basic themes permeate the programmatic activity:

- Enabling through enhancing social supports --
   A welcoming and supportive community

- Enabling through enhancing academic supports --
   Everyone as a learner; everyone as a teacher!

- Addressing enabling through the curriculum --
   I'm learning to care for myself and to care about you!

- Enabling through physical and mental health interventions --
   Preventing preventable problems and correcting the rest

- Enabling through social services --
   A caring society.

Infrastructure for the Component

An infrastructure must exist for the Enabling Component to function. Organizational and operational mechanisms at the school, at groups of schools in the same locale, and system-wide are required to provide oversight, leadership, resource development, and ongoing support.[7] Well-designed mechanisms provide the means for (a) arriving at decisions about resource allocation, (b) maximizing systematic and integrated planning, implementation, maintenance, and evaluation of enabling activity, (c) outreaching to community resources in ways that create formal working relationships that bring some of the resources to campuses and establish special linkages with others, and (d) upgrading and modernizing the component in ways that reflect the best intervention thinking and use of technology. The focus is first on school level mechanisms related to the six areas of activity. Then, based on a determination of what is needed to facilitate and enhance school level efforts, mechanisms are conceived for groups of schools and system-wide.

An integrated approach to barriers to learning must coalesce at the local level. The school and its surrounding community are a reasonable focal point around which to build a multi-level organizational plan. For schools, the first challenge in moving from piecemeal approaches to an integrated Enabling Component involves weaving existing enabling activity together (including curricula designed to foster positive social, emotional, and physical development). The second challenge is to (a) evolve existing programs so they are more effective and (b) reach out to other resources in ways that expand the

Enabling Component (e.g., by groups of schools entering into collaborations; by establishing formal linkages with community resources; by attracting more volunteers, professionals-in-training, and community resources to work at the school site). Meeting such challenges requires well-conceived and appropriately supported mechanisms. (Establishment and maintenance of any school-based mechanism, of course, requires sanctioning and resource support from school governance bodies and staff and often from the community as well.) In general, comprehensive restructuring of enabling activity generally must be done in phases.

It is essential to identify a school-site leader for the Enabling Component. This is a person who sits at the decision making table when plans regarding space, time, budget, and personnel are made and whose job description specifies responsibilities for ensuring the proper operation of mechanisms for coordination, resource development, and accountability.

A specific school-based mechanism must exist for each of the six areas so that each is pursued optimally in daily practice and maintained over time. (Many schools, of course, are unable to simultaneously establish mechanisms to cover all six areas outlined above and will need to phase them in.) 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, enhanced, evaluated, maintained, and appropriately evolved.[8] A basic problem in forming teams is that of identifying and deploying committed and able personnel. To begin with, a couple of motivated and competent individuals may take the lead related to a given programmatic area -- with others recruited over time as necessary and/or interested. Some program "teams" might even consist of one individual. In some cases, one team can address more than one area, and for some areas, one team might serve more than one school.

In addition to these teams, a separate on-site organizational mechanism for resource coordination addresses overall cohesion among the six areas. This mechanism also can be conceived as a school-based team. Such an Enabling Component *Resource Coordinating Team* can reduce fragmentation and enhance cost-efficacy of enabling activity by assisting the program teams in ways that encourage them to function in coordinated and increasingly integrated ways. Properly constituted, this group also can provide on-site leadership related to the Enabling Component and ensure its maintenance and improvement.

With respect to staffing the Enabling Component:

- The Component should be led by one of the site's administrators who also convenes the Enabling Component Coordinating Team (this key team is described below)

- Each of the six programmatic areas requires a team and a team point person (leader); teams should be made up of site staff, parents, agency representatives, older students, and other interested stakeholders and interested contributors (such teams are described below)

- The Family and Community Center requires a coordinator

- An assessment and consultation team (e.g., a Student Study Team) and other health and human services staff work within the context of the Family and Community Center

- Additional supervisors are recruited to guide and support volunteers and professionals-in-training

- Family, health, and educational advocates and mentors are recruited and trained

- Peer mentors, counselors, and mediators (students/parents) are recruited and trained.

Restructuring from the School Outward

Conceptualization of the infrastructure at the school level helps clarify the Enabling Component mechanisms needed for schools grouped together and system-wide. For example, schools require assistance in establishing (and often in maintaining) school-based mechanisms related to enabling activity. An *Organization Facilitator* represents the type of mechanism that can provide the necessary expertise.[9] Such a specially trained professional can aid in establishing and developing school-based teams and in clarifying how to link up with community programs and enhance community involvement. By rotating within a group of schools (e.g., 10-12), a facilitator can phase-in appropriate school-based teams at each school over several months. Then, the facilitator can move on to another group of schools. After moving on, the facilitator can return periodically to share new ideas for enabling activity and assist in developing additional programs and related inservice. A relatively small cadre of Organization Facilitators can phase-in essential mechanisms throughout a relatively large district over a period of several years. Personnel to be trained for these positions can be redeployed from the ranks of support service staff, such as psychologists, counselors, and social workers, or from administrative or specialist personnel.

Groups of schools in the same locale often have common concerns and may have programmatic activity that can use the same resources. By sharing, they can eliminate redundancy and reduce costs. To these ends, representatives from each participating school can form an interschool *Coordinating Council*. The representatives might be chosen from each site's Coordinating Team. 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 to create formal working relationships, as well as ensuring that represented schools have access to supplementary interventions and specialized back-up assistance from system-wide resources. In general, such a council can provide a useful mechanism for leadership, communication, maintenance, quality improvement, and ongoing development of an Enabling Component. As with the school-based teams, Organization Facilitators can assist in the development and maintenance of such councils. Technology can be used to enhance council activity and save time and effort.

Mechanisms at the school site and for grouped schools are not sufficient. Personnel functioning at these levels benefit from system-wide leadership and from system-wide programs, special demonstration projects, and from specialized help provided at special sites or that can occasionally be brought to the school-site.

With specific respect to ensuring coherent oversight and leadership for developing, maintaining, and enhancing the Enabling Component, three system-wide mechanisms seem essential. One is a *system-wide leader* with responsibility and accountability for the component. This leader's functions include (a) evolving the district-wide vision and strategic planning for the Enabling Component in ways that are consistent with legal and professional guidelines, (b) ensuring coordination and integration of enabling activity among groups of schools and system-wide, and (c) establishing linkages and integrated collaboration with special education programs and programs operated by community, city, and county agencies. The leader's functions also encompass evaluation activity such as determining whether enabling efforts are equitably distributed across schools, conducting periodic quality improvement reviews of mechanisms at all levels, and of course ascertaining outcome efficacy. Two other recommended mechanisms at this level are a *system-wide resource coordinating council* and a *design team*.

Awareness of the myriad of political and bureaucratic difficulties involved in making major institutional changes, especially with limited financial resources, leads to the conclusion that large-scale restructuring must be done in phases and with redeployment of existing resources. With respect to the concept of an Enabling Component, a district must first develop a *policy* commitment that ensures movement toward a comprehensive, integrated approach to enabling learning. Such a commitment means adopting Enabling as a primary and essential component on a par with the Instructional and Management components. The district then must adopt/adapt a prototype and create the *system-wide mechanisms* needed to operationalize the policy. It should be noted here that while system-wide mechanisms are created first, their development is based on a

clear conception of how they support what is going on at the school and then at other levels in the school system. In creating *mechanisms for school sites and grouped schools*, the initial emphasis should be at the school level and should begin by weaving together existing resources and developing school-based program teams designed to meet the school's most pressing needs (e.g., teams focused on Student and Family Assistance, Crisis Assistance and Prevention, Classroom-Focused Enabling). All this means new roles and functions for some staff and greater involvement of parents, students, and representatives from the community.

Concluding Comments

To underscore our central points: First, we've tried to convey the need for revising policy at all levels. We've suggested it's essential to move from fragmented and narrowly targeted strategies to a *cohesive and comprehensive continuum of interventions*. In this regard, we stressed the importance of fully embracing the idea of a *comprehensive, integrated, and cross disciplinary approach* to enabling effective schooling and learning. We also highlighted that enabling activities must be treated as *a primary and essential component of education reform* and not just as "add ons" that are the first to go when the budget's tight. As a unifying idea around which policy can be reformulated, we've suggested the concept of the *Enabling Component.* It's meant to guide efforts to restructure enabling activity in schools, weave such activity together with initiatives to integrate community health and social services, and intertwine the whole enterprise with instruction. To bring the concept to life, we've sketched out a specific *systematic approach* and *infrastructure* relevant to establishing an Enabling Component at a school site.

One of the eight national education goals recently codified into law seeks schools that are free of drugs, alcohol, and violence; another aspires to ensure all children are ready to learn; a third calls for promoting partnerships that will increase parent involvement and participation in promoting the social, emotional and academic growth of children. Recognition of these matters is welcome. However, in the absence of a comprehensive model for restructuring education support activity, efforts to meet such goals are likely to produce additional piecemeal approaches thereby exacerbating what already is an overly fragmented enterprise. Thus, we caution that it is likely the eight National Educational Goals will not be achieved unless education reformers place a high priority specifically on restructuring activity meant to address barriers to learning. Indeed, we believe reformers must pay the same degree of attention to restructuring enabling activity as they currently devote to restructuring instruction and school management. This can happen if policy makers realize that, in a fundamental sense, there is really only one National Educational Goal: that is to ensure that *all* children have the kind of tomorrow that each of us wants for our own children.

Support for our concerns is found in the guidelines for how states are to develop education improvement plans related to the above national goals. These guidelines reflect initiatives underway in various states that are designed to foster school-linked community health and human services. This probably is why they tend to ignore the role of existing school resources. That is, the guidelines for

planning primarily call for including representatives of community services (e.g., health-care and social services) seen as supportive of the educational process. This direction is likely to perpetuate an orientation and practices that overemphasize individually prescribed services and development of weak linkages with school sites. As we have stressed throughout this discussion, initiatives for integrating community services and linking them to school sites represent a useful, but grossly inadequate response for addressing the many complex psychosocial problems interfering with instruction and learning at school. Ironically, if such initiatives dominate the reform agenda, they are likely to work against the development of comprehensive, integrated, programmatic approaches for addressing such problems.

A related concern, of course, is that the primary emphasis in restructuring education continues to be on the Instructional and Management Components of schooling. Thus, attention is paid mostly to matters such as curriculum and pedagogical reform, professionalization of teaching, standard setting, decentralization, shared decision making, and stakeholder partnerships. Concentration on such matters is necessary but certainly not sufficient given the nature and scope of barriers that interfere with school learning and performance among a large segment of students.[10]

To our knowledge, no school district treats enabling activity as a primary component of efforts to accomplish its educational mission. It seems evident that the prevailing narrow and inadequate reform focus is perpetuated by the conceptual and resultant policy void surrounding the topic of restructuring school-operated interventions that address barriers to teaching and learning. As long as the movement to restructure education primarily emphasizes the Instructional and Management Components, the majority of students in too many schools are unlikely to reap many benefits from the contemporary wave of education reform. And the demand for significant improvements in achievement scores will remain unfulfilled.

The concept of the Enabling Component is proposed as a way of highlighting what amounts to a fundamental missing link in the restructuring movement. Clearly the concept has major policy implications. Ultimately, interest in the concept depends on the degree to which policy makers face up to current realities regarding barriers to learning. Also apparent is the fact that the effective operationalization of such a concept requires a level of theoretical, research, and program development activity comparable to work associated with restructuring the management and instructional components of schooling. Such a line of work is long overdue and will require a considerable investment of social capital.[11]

Notes

[1] As examples, see Barth (1990), Elmore & Associates (1990), Lewis (1989), Lieberman & Miller (1990), Murphy (1991), National Association of Social Workers (1985), Newmann (1993), Sarason (1990), Schlechty (1990), Stedman, 1993, Task Force on Education of Young Adolescents (1989), Wehlage, Smith, & Lipman (1992).

[2] Across the country, policy makers are recognizing the critical importance of improved coordination and eventual integration of health, social, and human service programs. A variety of demonstration projects have adopted the concept of "one-stop shopping" -- whereby a center (e.g., a Family Service Center) is established at or near a school-site to house as many health, mental health, and social services as feasible. For examples of basic discussions, see Adler & Gardner (1994) Center for the Future of Children staff (1992), Center for the Study of School Policy (1991), Chaudry, Maurer, Oshinsky, & Mackie (1993), Dryfoos (1993, 1994), Government Accounting Office (1993), Herrington (1994), Hodgkinson (1989, 1991), Holtzman (1992), Kagan (1990), Kagan, Rivera, & Parker (1990), Kirst (1991), Koppich & Kirst (1993), Kusserow (1991), Melaville & Blank (1991), and Morrill, Marks, Reisner, & Chimerine (1991).

[3] A visit to any poverty area school underscores this point vividly and poignantly. For a discussion of the dimensions of the problem, see Committee for Economic Development (1987), Dryfoos (1994), Nightingale & Wolverton (1993), and O'Neil (1991).

[4] Melaville & Blank (1991), Newmann (1993), and Smith & O'Day (1991) have stressed not only the importance of collaboratives but the problems related to establishing them.

[5] For a more extensive discussion, see Adelman (1994).

[6] Another perspective of the nature and scope of the concept of the Enabling Component is seen in the five basic themes that permeate the programmatic activity. These stress that enabling occurs through (1) enhancing social supports *("A welcoming and supportive community")*, (2) enhancing academic supports (*"Everyone as a learner; everyone as a teacher!")*, (3) an instructional curriculum that focuses on health and social-emotional development (*"I'm learning to care for myself and to care about you!"),* (4) physical and mental health interventions *("Preventing preventable problems and correcting the rest")*, and (5) social services (*"A caring society").*

[7] The writings of Adelman (1993) and Adelman and Taylor (1993a, 1993b, 1993c, 1994) provide a basic discussion of integrated school/community mechanisms relevant to enabling activity.

[8] Teams are a prominent topic in the restructuring literature. Newmann (1993) emphasizes that a school's structure must provide ways to nurture the competence and commitment of team members or else team's will not be effective.

[9] The concept of an Organization Facilitator finds its roots in the extensive organizational literature describing change agents. As a specific form of change agent, the concept has emerged from the work of the Early Assistance for Students and Families Project and is described in Adelman (1993) and Adelman & Taylor (1993c, 1993d, 1994).

[10] Despite statements continuing to support the goal of universal education in the United States (U.S. Department of Education, 1990), the lack of detail in the restructuring literature regarding how schools should reorganize and integrate education support programs and services is ample reason to question whether current reform agendas are addressing this goal in a realistic way (see Hechinger, 1993, Hodgkinson, 1991, and Schorr, 1988).

[11] Coleman (1988) and Stone & Wehlage (1992) provide a useful discussion of building social capital that has considerable relevance to understanding the problems related to achieving the type of policy changes that are needed to support development of an Enabling Component.

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Additional Center Resources

Addressing What's Missing in School Improvement Planning: Expanding Standards and Accountability to Encompass an Enabling or Learning Supports Component
>   http://smhp.psych.ucla.edu/pdfdocs/enabling/standards.pdf

Data Related to the Need for New Directions for School Improvement
>   http://smhp.psych.ucla.edu/pdfdocs/data.pdf

For Consideration in Reauthorizing the No Child Left Behind Act . . . Promoting a Systematic Focus on Learning Supports to Address Barriers to Learning and Teaching
>   http://smhp.psych.ucla.edu/promotingsystem.htm

Frameworks For Systemic Transformation of Student and Learning Supports
>   http://smhp.psych.ucla.edu/pdfdocs/systemic/frameworksforsystemictransformation.pdf

Legislation in Need of Improvement: Reauthorizing the No Child Left Behind Act to Better Address Barriers to Learning
>   http://smhp.psych.ucla.edu/pdfdocs/nclbra.pdf

Moving Toward a Comprehensive System of Learning Supports: The Next Evolutionary Stage in School Improvement Policy and Practice
>   http://smhp.psych.ucla.edu/pdfdocs/briefs/paradigmshift.pdf

Steps and Tools to Guide Planning and Implementation of a Comprehensive System to Address Barriers to Learning and Teaching
>   http://smhp.psych.ucla.edu/pdfdocs/stepsandtoolstoguideplanning.pdf

Talking Points - Five Frequently Asked Questions About: Why Address What's Missing in School Improvement Planning?
>   http://smhp.psych.ucla.edu/summit2002/q&aschoolimprove.pdf

Toward Next Steps in School Improvement: Addressing Barriers to Learning and Teaching
>   http://smhp.psych.ucla.edu/pdfdocs/systemic/towardnextstep.pdf

2. Intended Outcomes Related to Students, Programs, and Families and Community

*Systematic evaluation is increasingly sought to guide operations,
to assure legislators and planners that they are proceeding on
sound lines, and to make services responsive to their publics.*
Lee Cronbach and colleagues

Most of what is written about educational and psychosocial intervention stresses strategies for changing individuals. This state of affairs contributes to the limited focus of intervention activity and related evaluation. The Enabling Component targets changes related to individual students and the systems that affect them (e.g., families, school-site programs, off-site services, the community at large). From a holistic perspective, of course, the focus is on the totality. Such a perspective fosters appreciation of relationships among individuals, specific aspects of systems, and the system as a whole.

Evaluation related to the Enabling Component involves more than determining the client efficacy of current activity and more than finding better ways to evaluate such efficacy. Broadly stated, the process encompasses concerns about how to expand the focus of evaluation not only to contribute to improving practice, but also to aid in evolving a comprehensive, integrated approach.

Improving Programs

While a program is under development, outcomes should be used only as a way to provide feedback on efficacy so that processes can be revised and fine-tuned. That is, the intent should be to aid program development (and not to penalize the program). Giving the school staff the opportunity to develop and institutionalize a sound program is essential in efforts to "reinvent" schools.

Thus, in the early stages of program development, *formative* evaluation is the primary focus in gathering data. Such evaluation should include information on the development of the new approaches (e.g., planning processes, participants, governance structures, resources, implementation strategies, program organization, staffing, operational policies and practices); it also should include data on the characteristics of those served (e.g., who they are, what they want and need, how they differ from those not served) both as a prerequisite for effective planning and as another basis for interpreting the appropriateness of processes.

Given the foregoing, formative evaluation of the Enabling Component should include data gathering and analyses focused on

- the evolving underlying rationale for the Enabling Component and each facet of the component's development

- the amount of consensus and decisions about priorities with respect to needs/assets, goals and desired outcomes, resources, and activities as related to the component

- challenges and barriers to establishing this component and integrating it with the instructional and management components

- planning, governance structures, resources, implementation strategies, staffing, organizational and operational policies and practices

- characteristics of the families and children at each site, with special emphasis on targeted groups

- initial outcomes.

Formative evaluation uses methods such as review of documents and records, semi-structured interviews and surveys, focus group discussions, observations, and direct assessment of clientele. Data are gathered on and from school staff, students and their families, other stakeholders, community agencies, and so forth.

Finally, once a program is established, care must be taken not to develop outcome evaluation as an adversarial process done by some outside evaluator. Rather, it should be conceived as a way for every member of the center to self-evaluate as a basis for quality improvement and as a way of getting credit for all they are doing.

Standards and Outcome Efficacy

A *standard* is a statement about what is valued. Standards are used to (a) judge and promote quality, (b) clarify goals, and (c) promote change. *Goals* are statements of intended outcomes that are more abstract and less immediate than *objectives*, but they are less abstract and more immediate than *aims*.

In the early phases of development, a site should set realistic standards and select a realistic sample of high priority outcomes on which to gather data for formative evaluation purposes. As it becomes evident that these outcomes are appropriately accomplished, other outcomes can be sampled. In the following discussion, intended outcomes for (1) students, (2) programs, and (3) families and community are outlined.

(1) Student Outcomes

In addition to focusing on serious problems, the Enabling Component's concern is with ensuring that all facets of education address ways to enable student learning. This starts with enhancing receptivity to instruction through facilitating positive academic, social, emotional, and physical development. Thus, in enumerating intended outcomes, those related to enhancing receptivity to instruction are highlighted first; then, outcomes related to emotional, behavioral, learning, and health problems are discussed.

(a) Enhancing receptivity to instruction. Teaching and learning are transactional. Students (and teachers) bring to school certain capacities and attitudes (abilities, expectations, values) that have been accumulated and established over time. These provide the foundation upon which teaching tries to build. Students also come with current physiological and psychological states of being that can facilitate or inhibit learning at any given time. Efforts to enhance receptivity to instruction focus on ensuring there is a good instructional match with the student's capacities, attitudes and current state of being. While this is especially necessary for those manifesting serious problems, it is a fundamental concern related to all learners.

For purposes of the Enabling Component model, the *aims* here can be seen as ensuring that students have the opportunity to acquire the types of basic abilities, expectations, and values that enable learning. The aims also encompass the need for schools to respond appropriately to variations in students' current states of being (e.g., ensuring the opportunity to learn by providing breakfast and lunch programs to combat hunger, responding to personal problems and crises with support and guidance).

As an example, Exhibit 2-A outlines *standards and goals* related to these aims. The *aims* can be seen as ensuring that students develop effective levels of functionality -- academically, socially, emotionally, and physically. (With respect to social-emotional functioning, aims are sometimes referred to as personal qualities, interpersonal functioning, the affective domain, and so forth. Physical functioning often is discussed as physical and health education.

Exhibit 2-A

Examples of Standards and Goals Related to Enhancing
Receptivity to Instruction

Student is to develop the requisite, age-appropriate attitudes, motivation, knowledge, and skills with respect to

• **Responsibility**
    Accepts appropriate responsibility (including attending, following directions
     and agreed upon rules/laws, self-initiates as appropriate)
    Exerts effort
    Perseveres to task completion
    Admits mistakes

• **Self-esteem**
    Feels competent -- academically and in personal and interpersonal
     problem solving
    Feels self-directed
    Feels connected to peers and adults

• **Social and Working Relationships**
    Relates to others with social awareness, empathy, adaptability, respect,
     tolerance, openness, altruism, and leadership
    Communicates effectively and openly
    Resists inappropriate peer and adult pressure for conformity
    Works and plays effectively with others and forms friendships
    Appreciates individual differences and diversity (e.g., ethnic and gender
     differences, disabilities)
    Has personal and interpersonal problem solving abilities (including conflict
     resolution, stress and crisis coping, transition resiliency)
    Displays an integrated sex-role identification and is aware of the changing
     nature of sex roles
    Understanding of intimacy and sexual relationships
    Awareness of career options

• **Self-evaluation**
    Can evaluate status in terms of strengths, weaknesses, limitations
    Can evaluate own behavior and performance

Exhibit 2-A (cont.)

**Examples of Standards and Goals Related to Enhancing
Receptivity to Instruction**

• **Integrity**
  Understands societal values and expectations for conduct
  Chooses ethical/moral courses of action
  Stands up for values
  Chooses appropriate peer and adult role models

• **Temperament**
  Displays emotional stability and responsiveness
  Has a range of interests and creative directions
  Handles impulses, frustration, and anger appropriately
  Works to overcome obstacles
  Feels hopeful

• **Self-direction/regulation/management**
  Has personal goals
  Shows personal initiative and appropriate risk-taking
  Can function autonomously
  Can direct and modify own behavior

• **Physical functioning**
  Displays gross and fine motor skills in general activities
  Displays gross and fine motor skills specifically related to games and sports
  Understands how to develop and maintain physical fitness

• **Health maintenance**
  Understands factors that maintain health
  Displays healthy personal hygiene
  Avoids health-endangering substances

• **Safe behavior**
  Understands factors that maintain safety

Note: In pursuing outcomes, it is essential to value and accommodate a range of
individual differences related to ethnicity, gender, socio-economic-status, maturity,
cognitive capacity, disabilities, and so forth.

From a developmental perspective, these aims encompass concerns for ensuring a "healthy start," a safe school environment, preparation (readiness) for school, facilitating continued positive development in all areas, facilitating progress with respect to developmental tasks at each stage of development, enhancing areas of personal interest and strength, and fostering a psychological sense of community. As with all curricular goals, desired outcomes in these areas reflect (a) intended uses (communication, reasoning, problem solving, making relationships and connections, and creativity) and (b) factors related to intrinsic motivation (personal valuing and expectations of efficacy -- including confidence in one's abilities).

The standards and goals outlined in Exhibit 2-A provide a frame of reference for designing programmatic activity to facilitate development related to enhancing receptivity to instruction through facilitating positive academic, social, emotional, and physical development. It is clear that attending to such functioning is basic to preventing, treating, and remedying problems. The standards and goals also are the referents for designating specific *objectives* that provide direction for daily program planning and for evaluation.

The assumption in pursuing standards and goals is that optimal processes (comprehensive and integrated programs) will be used to create a match that enhances positive attitudes, growth, and learning. This applies to the full range of support available to students and families -- including specialized programs at the site, home, and community. Until a comprehensive, integrated set of programs are in place, steps must be taken to address the less than optimal conditions. From this perspective, evaluation focuses on (a) individual student outcomes (related to standards and goals set forth in Exhibit 2-A) and (b) outcomes for all children in the catchment area (e.g., community indicators of improved health, safety and survival, emotional health, and positive social connections). In addition, there can be a focus on outcomes reflecting significant changes in support systems (e.g, measures of enhanced home involvement in schooling; indicators of enhanced integration of center and community health, social, and mental health services -- including related data on financial savings).

Furthermore, in pursuing goals related to instructional receptivity and social-emotional and physical development, it is essential to do so in ways that value and foster rather than devalue and inhibit appropriate diversity among students. This is especially important given the diversity students bring to a setting with regard to ethnic background, gender, interests, and capabilities. Thus, another focus for evaluation is on these concerns (especially in assessing for negative outcomes). In particular, efforts should be made to measure (a) movement toward inappropriate conformity in thinking and behaving in areas where diversity is desired and (b) trends toward increased levels of other-directedness and excessive dependency.

     (b) Emotional, behavioral, learning, and health problems. In addition to specific objectives related to the above goals, student objectives are formulated in connection with specialized programs designed to prevent and treat emotional,

behavioral, learning, and health problems. These objectives relate to the efforts of such programs to remove barriers and enable students to pursue the above goals.

It is important to emphasize that problems become of concern because they are reflected in the student's functioning; however, the primary source of the problem often is environmental. Environmentally based problems are an especially important focus for prevention programs. Such programs are targeted to designated at-risk populations (e.g., students with older siblings in gangs, immigrant and highly mobile families who have major transition and school adjustment needs, students who experience a crisis event).

In general, then, immediate objectives in working toward enabling student progress often include activity designed to reduce specified barriers to school attendance and functioning (e.g., addressing practical deterrents such as health problems, lack of adequate clothing, problems in the home, working with home to increase support for student improvement, dealing with student's physical or sexual abuse, dealing with student's substance abuse, dealing with gang involvement, provisions for pregnant minors and minor parents, dropout outreach and recovery, teaching student to use compensatory strategies for learning).

Based on the discussion to this point, hopefully it is clear that the first indicators of progress may be fewer problems related to learning, behavior, and affect, and examples of important immediate student outcomes are

- increased attendance

- reduced tardies

- reduced distractibility/daydreaming/overactivity

- reduced distractibility/daydreaming/overactivity

- reduced dependence on others in pursuing tasks and controlling behavior

- reduced misbehavior (e.g., less disruptive, less destructive, fewer fights, less argumentative)

- reduced symptoms (e.g., fewer somatic complaints, lower levels of anxiety, less frequent extreme mood swings and crying, less withdrawal and avoidance, fewer indicators of fear, less depression, elimination of eating disorders, elimination of suicidal ideation, expression of fewer inappropriate/strange ideas and behaviors)

- reduced negative attitudes toward self, teachers, specific aspects of the curriculum, school, peers, family, society

- increased readiness knowledge, skills, and attitudes (e.g., prerequisites, survival skills).

The above represent individual student outcomes that can be measured as indicators of the impact of specialized programs. Positive "side effect" outcomes worth measuring are significant changes related to (a) all children in the catchment area (e.g., community indicators of improved health, safety and survival, emotional health, and positive social connections) and (b) support systems (e.g, enhanced home involvement in schooling; enhanced integration of center and community health, social, and mental health services -- including related data on financial savings).

       (c) Problem prevention. Additional student outcomes can be delineated and measured with respect to the efforts of specialized programs to prevent problems. Many of the outcome variables cited above are relevant. Examples of program areas that should be evaluated include

- home involvement to enhance social-emotional development

- peer-to-peer programs that enhance social-emotional development

- early education programs for prenatally drug-exposed children and their families

- substance abuse prevention

- suicide prevention

- physical and sexual abuse prevention

- violence prevention

- dropout prevention and school re-entry

- STD/AIDS prevention

- pregnancy prevention

- prenatal care of pregnant minors and minor parent education

- crisis intervention and emergency responses to prevent long-term impact (e.g., PTSD) and to prevent subsequent emergencies

Ultimately, the focus will be on improvement in grades and achievement test scores. Of course, in measuring all outcomes, it is relevant to delineate targeted groups and specific objectives.

(2) Intended Impact on Programs and Systems

Major aims with respect to the school-site are to promote and support (1) a major restructuring of school support services, (2) integration of school support services with other school-based/linked support programs, teams, and special projects (in both the regular and special education arenas), (3) outreach to enhance linkages and collaborations with community resources (e.g., health, social, recreational programs; involvement of volunteers and local businesses), and (4) integration of all enabling activity with the instructional and school management components.

Some outcomes that might be assessed in relation to these aims include:

- effective processes by which staff and families learn what is available in the way of programs/services and how to access those they need

- use of services by a significant proportion of students and families as an indicator that the Enabling Component has been accepted by the community

- an increase in the amount of enabling activity in operation at the school site

- an increase in the amount of coordination among enabling activities

- an increase in the degree to which support staff work in programmatic and collaborative ways

- effective processes for enhancing resources for assisting students and family (e.g., through staff development; developing or bringing new programs/services to the school; making formal linkages with programs/services in the community)

- effective processes for ensuring services that are linked to the school site are effectively integrated with the other programs/services at the site

- well-developed mechanisms for planning, implementing, and evaluating enabling activity and for resource allocation and coordination

- well-developed systems for requesting, accessing, and managing assistance for students and families, such as effective triage, referral, and case management systems (including overcoming confidentiality barriers to sharing necessary information)

- an increase in the degree of effective collaboration among school and community personnel and with other stakeholders as reflected first in reduced barriers to collaboration, then interagency agreements, and finally in program integration and shared governance

- establishment of a long-term financial base

(See survey presented as Exhibit 2-B.)

(3) Intended Impact on Families and Community

Aims related to families encompass promotion of positive family development and functioning and enhanced home involvement in schooling. Outcomes that can be evaluated include evidence of

- Increased social and emotional support for families

- Increased family access to special assistance

- Increased family ability to reduce child risk factors that can be barriers to learning

- Increased bilingual ability and literacy of parents

- Increased family ability to support schooling

- Increased positive attitudes about schooling

- Increased parent participation at school

Aims for the community encompass promotion of positive community development and functioning and related reform of community agencies, as well as a reduction in problems related to health and safety. Outcomes that can be evaluated include evidence of

- Increased psychological sense of community

- Enhancement of positive attitudes toward school and community

- Increased community participation in school activities

- Increased perception of the school as a hub of community activities (a community activity and learning center)

- Increased number of community partnerships designed to enhance education

- Increased availability of community resources

- Enhanced focus on agency outreach to meet family needs (including effective processes by which families learn what is available in the way of programs/services and how to access those they need)

- Well-developed mechanisms for coordination between community agencies and the school site and for case management

- An increase in the degree of effective collaboration among community professionals and school staff

- Improved integration of service delivery system across agencies

- Reduction in violent acts

- Reduction in nonviolent crime

- Reduction in public health problems

With the proliferation of activity related to expanding enabling activity in schools, there has been an expanded interest in evaluation of such activity. See, for example, D.S. Gomby & C.S. Larson (1992), Evaluation of school-linked services. *The Futures of Children, 2*, 68-84 and N. Young, S. Gardner, S. Coley, L. Schorr, & C. Bruner (1994), *Making a Difference: Moving to Outcome-based Accountability for Comprehensive Services.* Falls Church, VA: National Center for Service Integration.

Exhibit 2-B

Survey
Organization of the Enabling Activity at a School

As your school sets out to enhance the usefulness of education support programs designed to address barriers to learning, it helps to clarify what you have in place as a basis for determining what needs to be done. You will want to pay special attention to

> • *clarifying what resources already are available*

> • *how the resources are organized to work in a coordinated way*

> • *what procedures are in place for enhancing resource usefulness*

This survey provides a starting point.

Items 1-6 ask about what processes are in place.
Use the following ratings in responding to these items.

        DK   = don't know
        1   = not yet
        2   = planned
        3   = just recently initiated
        4   = has been functional for a while
        5   = well institutionalized (well established with a commitment to maintenance)

Items 7-10 ask about effectiveness of existing processes.
Use the following ratings in responding to these items.

        DK   = don't know
        1   = hardly ever effective
        2   = effective about 25% of the time
        3   = effective about half the time
        4   = effective about 75% of the time
        5   = almost always effective

Exhibit 2-B (cont.)

Survey
Organization of the Enabling Activity at a School

DK = don't know
1 = not yet
2 = planned
3 = just recently initiated
4 = has been functional for a while
5 = well institutionalized

1. Is someone at the school designated as **coordinator/leader**
for activity designed to address barriers to learning
(e.g., education support programs, health and
social services, the Enabling Component)? DK 1 2 3 4 5

2. Is there a time and place when **personnel** involved in
activity designed to address barriers to learning **meet**
together? DK 1 2 3 4 5

3. Do you have a **Resource Coordinating Team**? DK 1 2 3 4 5

4. Do you have **written descriptions** available to give staff
(and parents when applicable) regarding

(a) **activities** available **at the site** designed to address
barriers to learning (programs, teams, resources,
services -- including parent and family service centers
if you have them)? DK 1 2 3 4 5

(b) **resources** available **in the community**? DK 1 2 3 4 5

(c) a **system** for staff to use in making **referrals**? DK 1 2 3 4 5

(d) a **system** for **triage** (to decide how to respond when
a referral is made)? DK 1 2 3 4 5

(e) a **case management system**? DK 1 2 3 4 5

(f) a **student study team**? DK 1 2 3 4 5

(g) a **crisis team**? DK 1 2 3 4 5

(h) Specify below any other relevant programs/services --
including preventive approaches (e.g., prereferral
interventions; welcoming, social support, and articulation
programs to address transitions; programs to enhance home
involvement in schooling; community outreach and use of
volunteers)?
_____ DK 1 2 3 4 5
_____ DK 1 2 3 4 5
_____ DK 1 2 3 4 5

Exhibit 2-B (cont.)

Survey
Organization of the Enabling Activity at a School

DK = don't know
1 = not yet
2 = planned
3 = just recently initiated
4 = has been functional for a while
5 = well institutionalized

5. Are there effective **processes by which staff and families learn**

    (a) **what is available** in the way of programs/services?   DK 1 2 3 4 5

    (b) **how to access** programs/services they need?   DK 1 2 3 4 5

6. With respect to your **complex/cluster's** activity designed to
    address barriers to learning has someone at the school been
    designated as a **representative** to meet with the
    other schools?   DK 1 2 3 4 5

7. How **effective** is the

    (a) referral system?   DK 1 2 3 4 5

    (b) triage system?   DK 1 2 3 4 5

    (c) case management system?   DK 1 2 3 4 5

    (d) student study team?   DK 1 2 3 4 5

    (e) crisis team?   DK 1 2 3 4 5

8. How **effective** are the **processes** for

    (a) planning, implementing, and evaluating **system
    improvements** (e.g., related to referral, triage,
    case management, student study team, crisis team,
    prevention programs)?   DK 1 2 3 4 5

    (b) **enhancing resources** for assisting students and
    family (e.g., through staff development; developing
    or bringing new programs/services to the site;
    making formal linkages with programs/services in
    the community)?   DK 1 2 3 4 5

(cont.)

Exhibit 2-B (cont.)

Survey
Organization of the Enabling Activity at a School

DK = don't know
1   = not yet
2   = planned
3   = just recently initiated
4   = has been functional for a while
5   = well institutionalized

9. How **effective** are the **processes** for ensuring that

    (a) **resources** are properly **allocated and coordinated**?   DK   1   2   3   4   5

    (b) **linked community services** are effectively **coordinated/
integrated with related activities at the site**?   DK   1   2   3   4   5

10. How **effective** are the **processes** for ensuring that
    resources available to the whole complex/cluster are
    properly **allocated and shared/coordinated**?   DK   1   2   3   4   5

Please list **community resources** with which you have formal relationships.

    (a)   Those that bring program(s) to the school site

    (b)   Those not at the school site but which have made a special
            commitment to respond to the school's referrals and needs.

3. School-based Centers: The Example of a Family and Community Center

As Joy Dryfoos relates in her 1994 book entitled, *Full-Service Schools: A Revolution in Health and Social Services for Children, Youth, and Families* (Jossey-Bass Publishers):

> The cumulative effects of poverty have created social environments that challenge educators, community leaders, and practitioners of health, mental health, and social services to invent new kinds of institutional responses.
>
> One of the responses has been the creation of school-based clinics, primary health care centers in schools operated by local health agencies. The idea of delivering health services to low-income students in schools is an old one, a concept that emerges and disappears with the swings of the social pendulum. In the 1980s, as conditions worsened for young people, school-based clinics began to pop up serendipitously around the country. The first wave, designed to prevent teen pregnancy, was rapidly superseded by a more comprehensive model. These new centers were seen as an answer to the lack of access to primary health services in general, as well as places to prevent substance abuse, depression, sexually transmitted diseases, and other "new morbidities" that were striking down millions of American youngsters. Mental health counseling emerged as a high priority for the troubled adolescents who flocked to the centers as soon as the doors opened. As the concept of coordinated integrated services in schools gained acceptance, it was put forward as a major component of school restructuring. Today, most school reformers recognize that you can't fix the schools without paying attention to the students, their families, and their communities.

Dryfoos concludes that, today, it is clear school-based services have caught on all around the country; however, the models being developed go well beyond the concept of health clinics. Shaped largely by state initiatives, what has emerged are school centers "in which health, mental health, social, and/or family services may be co-located, depending on the needs of the particular school and community."

The recent trends have led to designations such as "one stop shopping," "full-service schools," "comprehensive services," "family resource centers," and "parent centers." We have adopted the term School-based Family and Community Center.

Purposes

A School-based Family and Community Center provides

- a focal point for the Enabling Component

- a context for melding the school's existing enabling activity with other resources from the school district and community.

The intent is for a Family and Community Center to be the focus for service integration as well as the hub of activities for students and their families with a view to improving child and family functioning. It can also play a role as a *catalyst* and as a *mechanism* for community change.

Ideally, the center would be open to parents and children in the community from early morning until early evening offering

- direct health, social, educational, and basic survival services

- supplementary in-class education regarding health and psychosocial issues

- child development, child care, and school readiness services

- services that outreach into the home.

The center also is to function as a *parent and community center* that provides a context for *enhancing home involvement in schooling*. As a focal point for the home involvement program, the center can be used for such activity as training mentor parents for specific roles, regular parent education opportunities, parent-led mutual support groups, organization of shared baby-sitting and cooperative child-care, and development of strategies for reaching out to hard-to-involve families.

To achieve these aims, the center must have sufficient space, facilities, and personnel. It also must use advanced systems for triage, referral, and case management to facilitate service access and case coordination and follow-up and an advanced management information system and a related outcome and process oriented quality improvement system. And, of course, it must be able to provide or at least connect students and families with a range of services. In this respect, collaborations with community public and private agencies is essential.

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Moving Toward a Multi-agency Collaboration in Stages

As soon as feasible, the idea is to weave together school and community-based resources allocated for services and programs related to physical and psychological health, social welfare, legal aid, family preservation, home involvement, child care, school readiness, adult education, special education, violence prevention, juvenile correction, recreation, jobs, and so forth.

The melding of programs and services is done through outreach from the site

- initially to establish *cooperative linkages*

- over time to establish a *profamily collaborative* among as many participating agencies as will join.

Such a collaboration is constructed in stages. Initially, the Enabling Component's community outreach activity at a site focuses on enhancing linkages with all potential referral sources -- including working out arrangements to base some community services on campus (in the Family and Community Center). As part of the Enabling Component, the center's lead staff member plays a key role in helping to weave together and enhance a *comprehensive and integrated continuum of programs and services* that

- reflects consumer and community needs and desires

- is outcome oriented.

Representatives of all linked services should become part of the site's Resource Coordinating Team.

The next stages include discussions about moving toward a formal collaboration. These discussions should lead to an agreed upon vision for the community collaboration and specific plans for accomplishing it (including addressing matters related to shared governance).

Essential Elements of a Multi-agency Profamily Collaboration

Nine elements identified as essential for a Family and Community Center once it is fully evolved are:

(1)   *site-based needs assessment* -- to determine the highest priority health and social service needs of students, families, school personnel, and community members

(2)   *a service mix tailored to each specific site* -- based on (a) prioritized needs of the family, (b) resources available in the area from public and private agencies, and (c) analysis of parent and community strengths upon which to build.

(3)   *a staffing mix from the school and public and private service agencies*-- based on needs and resources

(4)   *targeting students and families* -- based on school, parent, and agency recommendations as to which students need the most assistance

(5)   *providing assistance to a student within the context of the family, classroom, school, or school-based service center* -- school, agency staff, and parents will collaborate in developing a least intervention needed system that includes reducing dependency on resources outside of the community

(6)   *well-defined and understood systems for requesting assistance, case management, record keeping, and referral to off-campus locations and for information management and quality improvement*

(7)   *prevention and education programs related to health and psychosocial concerns* -- designed to help the community address potential problems and empower families (e.g., well-child services, health and safety education, support groups for parents, parenting and teaching, how to work with learning and behavior problems)

(8)   *student, family, and program assessment* -- focused on concerns related to learning, behavior, physical and mental health, and community functioning -- emphasizing assets as well as problems (with appropriate data integrated into school records)

(9)   *shared governance structures* -- with appropriately selected representatives of community-based organizations (e.g., agency officials) making decisions on an equal footing with teacher and staff representatives, the school principal, and democratically selected parent and other community representatives

A tenth element, added by the stakeholders at a participating site, is that users of the center should pay at least some token in money or time (*Pagar en dinero o en tiempo*). That is, everyone who uses the resources should be expected to put something back into the center (e.g., if they can't pay a minimum fee, they should donate volunteer time, exchange services such as child care, tutoring, and language services).

Center Lead Staff Person: Role and Functions

The position of Family and Community Center Lead is a key one in that the person is one of a small group of core leaders for the Enabling Component. Working within the context of the component, this leader facilitates the establishment of and provides daily coordination for the center. In addition, along with the site administrative lead for the Enabling Component this individual participates on most Enabling Component program teams and the Resource Coordinating Team. Initially, at least, this person will report directly to the site administrative lead for the Enabling Component and work closely with that individual in enhancing the day-by-day work of the component.

General Functions

(1)   Work closely with the Enabling Component leadership core to inform all stakeholders and facilitate establishment of policy, a resource base, stakeholder development activity, and the infrastructure for the Enabling Component and the center

(2)   Work closely with each Enabling Component team and the Resource Coordinating Team to ensure that all enabling activity is coordinated and increasingly integrated (this includes helping to develop effective communication and feedback systems, protocols, guidelines, manuals, materials, etc.)

(3)   Facilitate efforts to establish and improve center facilities for all functions

(4)   Ensure that the systems needed for the center to operate effectively and efficiently are incorporated, functioning appropriately, and are upgraded as necessary (e.g., needs assessment activity; resource mapping; a good mix of prevention as well as targeted interventions; advanced systems for triage, referral, and case management; an advanced management information system and a related outcome and process oriented quality improvement system, etc.)

(5)   Coordinate the center's general activity and daily functioning

(6)   Enhance enabling resources through outreach and negotiations that lead to establishment of formal linkages with other resources from the school district and community (e.g., additional services and programs related to physical and psychological health, social welfare, legal aid, family preservation, home involvement, child care, school readiness, adult education, special education, violence prevention, juvenile correction, recreation, jobs, etc.)

(7)   Ensure that newly linked resources are coordinated and increasingly integrated with existing programs

(8)   Identify community resources and facilitate the establishment of formal linkages and profamily collaborations with as many agencies as desirable and feasible (dealing with all the problems involves in establishing true collaboration such as shared governance, pooling resources, etc.)

(9)   Help establish an appropriate financial base (e.g., redeployment of existing resources -- incorporating *Pagar en dinero o en tiempo*; developing new sources such as MediCal -- > managed care, grant writing, etc.; pooling of resources as a result of establishment of a formal collaboration with agencies)

(10)   Help evaluate and evolve the operation of the center specifically and the Enabling Component in general

(11)   Write program descriptions and reports

Necessary Qualifications

(1)   Carrying out the above roles and functions requires an individual with sophisticated knowledge and skills related to planning, implementing, and evaluating programs for addressing barriers to student learning using systems/community-oriented approaches.

(2)   In addition, because much of this activity has to be done as part of a collaborative team, the job also calls for a strong commitment and sophisticated knowledge and skills related to establishing effective working relationships with a wide range of stakeholders.

(3)   The individual must have high motivation for learning new ideas and procedures, be willing to help operationalize the prototype as adapted by site stakeholders, and also must be ready to use initiative when the situation calls for it.

(4)   Finally, the person should be a high energy worker who has good follow-through, strong verbal, writing, and leadership skills, and multicultural understanding. (The ability to converse in the native language of the prevailing populations is highly desirable.)

The necessary qualifications for this position are most likely to be found in a person who has had several years experience working effectively with programs and services designed to address barriers to student learning using systems/community-oriented approaches. The individual's previous job effectiveness and history of working well with supervisors should be gauged through direct discussion with previous employers.

Time and Funding Considerations

A full time coordinator would be preferable at all times. However, until a Family and Community Center is operational, a 1/2 time coordinator might be sufficient for most sites and may be the most realistic approach in terms of feasibility.

A site might underwrite this position by redeploying one of the professional staff who has as broad a background as feasible related to the range of daily center activities. After a true collaborative is established, the participating agencies would be expected to underwrite a full time position, and the governance body for the collaborative would determine qualifications and hiring procedures (as well as addressing matters related to the evolution of the Enabling Component).

Incorporating Family Abilities and Expertise

Exhibit 3-A enumerates the six areas of school site Enabling Component activity -- specifically highlighting the area of home involvement and specific areas in which families may require assistance. As the listing of home involvement activities indicates, the intent is to incorporate the abilities and expertise of all who live in the student's home and are willing and able. (Of course, this also applies to everyone else who lives and works in the community.) Thus, a Family and Community Center not only offers family members assistance, support, and learning and recreational opportunities, it also draws on their time and talents as mentors, advocates, volunteers, and so forth.

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│ │           S C H O O L / C O M M U N I T Y           │ │
│ │                                                     │ │
│ │              ┌ ─ ─ ─ ─ ─ ─ ─ ┐                      │ │
│ │                 Classroom-                          │ │
│ │              │   Focused     │                      │ │
│ │                  Enabling                           │ │
│ │              └ ─ ─ ─ ─ ─ ─ ─ ┘                      │ │
│ │  ┌ ─ ─ ─ ─ ─ ┐                  ┌ ─ ─ ─ ─ ─ ┐       │ │
│ │    Crisis/                         Student          │ │
│ │  │ Emergency │                  │ & Family  │       │ │
│ │    Assistance &    Resource       Assistance        │ │
│ │  │ Prevention│   Coordination/  └ ─ ─ ─ ─ ─ ┘       │ │
│ │  └ ─ ─ ─ ─ ─ ┘   Fam. & Comm.                       │ │
│ │                     Center                          │ │
│ │  ┌ ─ ─ ─ ─ ─ ┐                  ┌ ─ ─ ─ ─ ─ ┐       │ │
│ │    Support for                    Community         │ │
│ │  │ Transitions│                 │ Outreach/ │       │ │
│ │  └ ─ ─ ─ ─ ─ ┘                    Volunteers        │ │
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│ │              │Home Involvement│                     │ │
│ │                in Schooling                         │ │
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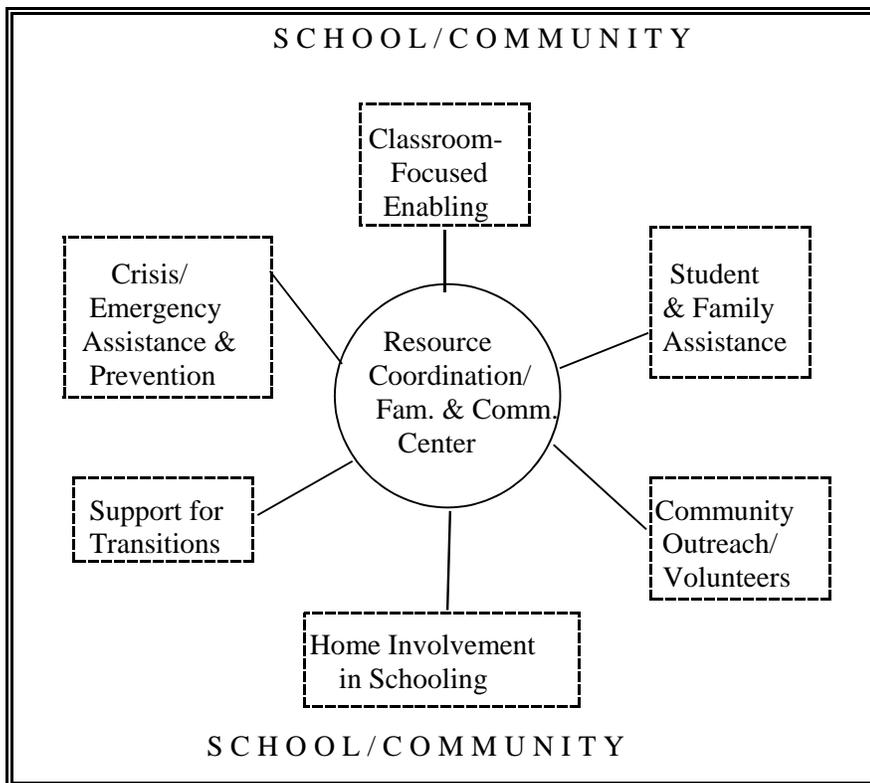
Exhibit 3-A

**Incorporating Family[*] Abilities and Expertise as well as
Addressing Family Assistance and Support Needs**

Areas of Activity to Enable Schools
to Teach and Students to Learn --
Emphasis on Home Involvement

• Classroom-Focused Enabling
• Student and Family Assistance
• Crisis Assistance and Prevention
• Support for Transitions
• Community Outreach
  (including volunteers)
• Home Involvement in Schooling

Home involvement incorporates the
abilities and expertise of parents into
activities designed to meet a range of
personal, home, student, and school/
community needs). The activity includes:

a. addressing specific learning and support
    needs of adults in the home (including
    providing vocational experiences and
    education)

b. helping those in the home meet their basic
    obligations to the student

c. improving communications about matters
    essential to the student and family

d. enhancing the home-school connection and
    sense of community

e. enhancing participation in making decisions
    that are essential to the student

f. enhancing home support related to the
    student's basic learning and development

g. mobilizing those at home to problem solve
    related to student needs

h. eliciting help (support, collaboration, and
    partnerships) from those at home with
    respect to meeting classroom, school, and
    community needs (including providing job
    opportunities)

i. further developing the abilities and expertise
    of those in the home

Specific Areas in which Families may
Require *Assistance* (e.g., *services*) and
Support[**] (to be prioritized through needs
assessment of families in the community)

• Medical help
  Immunizations; Emergency care; Prenatal care;
  Regular care for children; Regular care for adults

• Dental help

• Vision/glasses

• Basic living resources
  Food in the home; Clothing; Housing; Public
  transportation; Welfare services; Language
  translation

• Work opportunities
  Jobs available for adults; Jobs available for
  teens; Job training

• Child care/Day care

• Preschool programs

• Safety
  Police protection; Neighborhood protective
  associations; Programs to address domestic
  violence, gang violence, physical abuse, sexual
  abuse; Legal aide

• Adult education
  To learn English; Citizenship classes; To learn
  basic skills; Parenting classes; How to help
  children do better at school; For health and
  safety

• Counseling
  Family/marriage counseling; Crisis hotlines;
  Crisis counseling; Conflict mediation; Alcohol
  and other drug abuse help; Pregnancy
  prevention; Pregnancy counseling; Gang
  prevention; Physical and sexual abuse
  counseling; Budgeting/financial management
  counseling; Supportive problem solving

• Referrals for Serious Mental Disturbances

• After school programs -- school/ community
  Youth clubs; Art and music programs;
  Organized athletic teams; Tutoring; Other public
  learning and recreation facilities; Libraries;
  Community centers; Recreation and park
  facilities

• Religious organization contacts

      [*]Care must be taken not to define family too narrowly -- many individuals in the home
may be involved in child care, support, and socialization.
      [**]Assistance and support are provided within whichever of the six areas is most
appropriate. For example, services or referrals are provided as part of Student and Family
Assistance activity (and within the context of a Family Center if one has been established).

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4. Addressing Concerns About Special Education

The Enabling Component is committed to a quality education for all students.

> Thus, the model calls for providing the best learning environment feasible for all students and assisting regular teachers so they can accommodate an increasingly wider range of individual differences in interests and capabilities.

That is:

- Each student is to encounter learning opportunities that optimally match his or her current levels of motivation and capability (e.g., this requires an enriched learning environment, an appropriate range of options, personalized instruction, and, as needed, a hierarchical teaching approach that assesses and provides specialized instructional assistance).

- Teachers are to be assisted as they strive to address as many barriers to student learning and performance as feasible within the context of the regular classroom (e.g., such assistance is a major thrust of Classroom-Focused Enabling programs).

At the same time:

- Programs providing special student and family assistance and crisis response and prevention address those barriers to learning that require more than currently is feasible within the context of the regular classroom.

- Programs to provide support for transitions help counter a variety of problems related to student and family mobility, grade-to-grade transitions, and so forth.

- Home involvement in schooling programs address concerns related to family support for student efforts.

As with all elements of the Enabling Component, it is essential to phase-in proposed changes.

For example:

- Begin with activity designed to ensure that a critical mass of stakeholders are supportive of proposed changes.

- Begin with a cluster of staff who express interest in and commitment to the changes.

- Begin with a focus on assisting regular teachers' efforts to address the needs of young students with moderate learning, behavior, emotional, and physical problems.

- Then, expand to encompass

  > older students
  > students with more severe, pervasive, and chronic problems
  > all staff.

- As soon as feasible, provide information to all stakeholders about positive progress and outcomes.

A pilot demonstration often is needed as a way of showing that proposed changes are good ideas.

> Such a pilot might be carried out in a K-2 cluster (of 4 teachers). Students from a LH class (enrolling about 12+ students) could be reassigned to the cluster classrooms (3-4 into each class). The special education teacher and aide would become part of the teaching cluster for the 4 classrooms. They would share the responsibility for all students and work with all who manifest the need for specialized instructional assistance.

Think sequentially and hierarchically.

Thinking about intervening sequentially and hierarchically provides a helpful perspective for balancing use with need. For example, in keeping with the principle of least intervention needed, a logical first step calls for ensuring that the best general practices are applied. This is essential because a system (organization, person) may not have had appropriate opportunities to function up to capability. Stated differently, if the environment is a potential cause or is causing problems, efforts to eliminate causal conditions and/or enrich the environment should be made first.
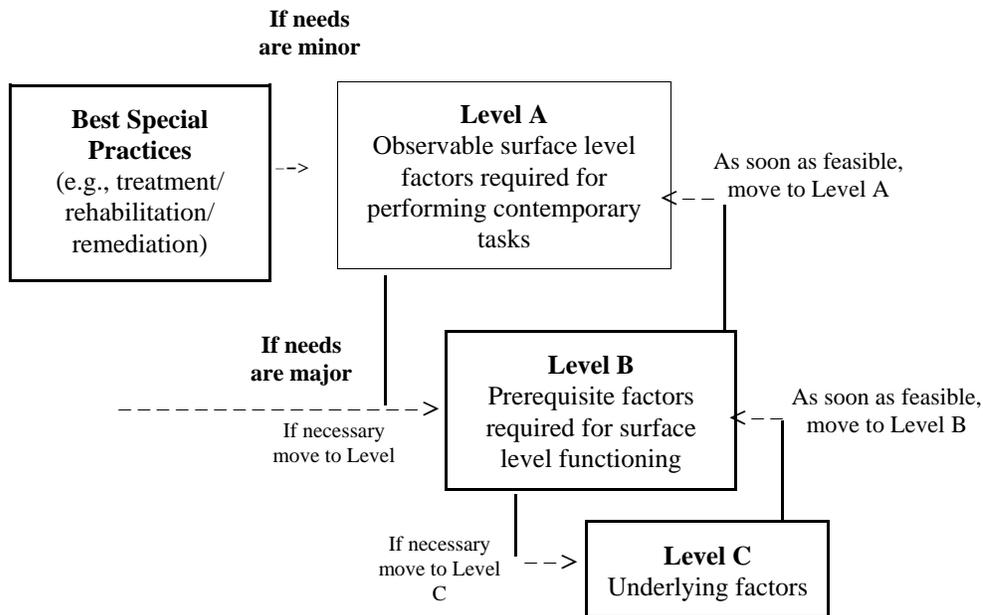
After this step is well implemented, specialized practices can be added as necessary. That is, special processes and settings are appropriate only if the system still manifests specific needs warranting attention—and these are used only for as long as necessary. Exhibit 4-A illustrates this two-step sequence and outlines a hierarchical and sequential approach for pursuing each step.

As illustrated in the figure, a three-tier hierarchy seems minimal. Intervention at the top tier (Level A) focuses on observable, surface level factors required for performing contemporary tasks (e.g., observable functions directly related to the task). At the second tier (Level B), the focus is on prerequisite factors required for surface level functioning (e.g., areas of "readiness"). The lowest tier (Level C) is concerned with underlying factors (e.g., motivation, functional mechanisms).

The sequence in which each level becomes the focus of intervention varies based on the observed impact of preceding strategies. For instance, as indicated above, the intent of the first step is to ensure that conditions are established that enable the system (organization or person) to function as optimally as feasible. This involves use of best general practices and starts by addressing observable factors (Level A).

Exhibit 4-A

Sequences and Levels in Providing a Good Match and Determining Least Intervention Needed*

Major steps   **Levels and Sequences**

Best General Practices (e.g., regular, nonspecialized strategies)	**Level A** Observable, surface several factors required for performing contemporary tasks

First Step

As soon as feasible, move to Level A

Level B Prerequisite factors required for surface level functioning

If necessary move to Level B

Level C Underlying factors

If necessary move to Level C

Second step (if necessary)

If needs are minor

Best Special Practices (e.g., treatment/ rehabilitation/ remediation)	**Level A** Observable surface level factors required for performing contemporary tasks

As soon as feasible, move to Level A

If needs are major

Level B Prerequisite factors required for surface level functioning

If necessary move to Level

As soon as feasible, move to Level B

If necessary move to Level C

Level C Underlying factors

*From: H.S. Adelman and L. Taylor (1994). On understanding intervention in psychology and education. Wesport, CT: Praeger.

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Some systems, however, lack certain prerequisite knowledge, skills, or attitudes for performing designated tasks. This becomes apparent as Level A is pursued. In such cases, best general practices are continued but the level of focus shifts to facilitating development of prerequisites (Level B). That is, the focus drops down a level to address such prerequisites as lack of skill for ordering and sequencing events or following directions, lack of motivational readiness to learn, and so forth. Once specified prerequisites are developed, the focus shifts back to Level A so that the system can acquire surface level functions for performing contemporary tasks.

If a system is still not functioning appropriately even after prerequisites are addressed, it seems reasonable to consider underlying factors (Level C). Such factors are grouped into three categories: (1) motivational factors (e.g., values and expectations), (2) mechanisms (e.g., underlying structures and their functioning), and (3) interfering activity (e.g., any acts that are incompatible with pursuing system tasks). At Level C, strategies are designed to deal with a range of possible disruptors of desired functioning. As soon as feasible, the intervention shifts back to prerequisite and surface levels.

If none of the above works, Step 2 is introduced. This involves use of specialized rehabilitative, remedial, and treatment practices. When problems are minor, intervention begins by directly addressing observable deficits (Level A). For example, if an organization is not performing a function, the emphasis is on special practices that lead directly to establishing the function. Similarly, if a person is not able to perform a task, direct strategies are used to teach and reteach the knowledge and skills associated specifically with the task. When problems are pervasive and severe, the sequence begins with prerequisites (Level B), and if this is insufficient, the focus drops to Level C. A shift back to the higher levels is made as soon as feasible.

Two case examples are offered for further clarity. We turn again to the school context and discuss Juan, a student experiencing minor reading difficulties, and Beth, whose problem is somewhat more severe.

> Ms. Johnston's first efforts to help Juan improve his reading skills involved a variety of reteaching strategies. The activity focused on current reading tasks in which he was interested. The reteaching strategies were not simply a matter of trying more of the same—more drill, for example. The teacher introduced alternative approaches including commonly used explanations, techniques, and materials (such as another example or analogy, a concrete demonstration, a memorization strategy). After working on this level for a week, it became clear that Juan had not learned many prerequisites (i.e., reading-readiness skills). For example, he had difficulty following directions involving more than one point at a time, and he had problems ordering and sequencing events described to him. He also seemed to have little awareness of the relationship between the spoken and the printed word. In other cases, Ms. Johnston had found that once the missing prerequisites were acquired, students had little problem learning basic reading skills. This turned out to be the case with Juan.

> Beth's situation proved more difficult. Because her problem was more severe, Ms. Johnston focused from the start on absent reading prerequisites. At first, Beth was hesitant to try things that she had failed at previously. Ms. Johnston did not push. She followed

Beth's lead and, at the same time, increasingly encouraged her to risk exploring new things. As she worked with her over a period of several weeks, she found that Beth had trouble learning most of the prerequisites and retained only a small amount of what she seemed to learn. It became clear that Beth was having widespread difficulty discriminating sounds, and this was seen as a possible indicator of an underlying factor interfering with learning. Rather than have her continue to experience failure, Ms. Johnston shifted to a lower level of instructional focus and worked with her using techniques that stressed multisensory involvement. To improve Beth's retention, amounts to be learned were reduced, and a variety of interesting activities for immediate application and practice were identified.

It should be noted that an important goal was to help Beth increase her feelings of competence. Unfortunately, the girl's initial reaction was the common one of perceiving the special help as another sign of her lack of competence, and this made her feel worse. Eventually, she began to have sufficient success to counter such perceptions and feelings, and while overall reading progress was slow, it was steady.

One further complexity should be noted about adopting a sequential and hierarchical approach. When an intervention is designed to address all facets of a system, it is necessary to use both steps and work at several levels at the same time. Beth, for instance, required special strategies addressing underlying factors to improve her reading. She was, however, functioning satisfactorily in several other subjects, and in these areas the teacher used general practices and stayed at Level A.

Before moving on, we want to underscore that the sequential and hierarchical model outlined above provides an *in situ* strategy for ongoing "needs assessment." As such, it also can aid in detecting diagnostic errors. For instance, diagnoses denoting underlying dysfunctions or pathology as the cause of a system's difficulties seem in error when problems are corrected through interventions at Levels A and B.

5. Some Ideas for Development of Staff and Designated Others

The first stages of human resource development related to the Enabling Component involve orientation and foundation building. Initial general orientations are directed at all staff and parents. Initial foundation building is directed at designated individuals and groups specifically involved in the Enabling Component.

The following pages provide an example of general objectives for an initial three day session of stakeholder development related to the Enabling Component and specific outlines for

- general orientation presentations and discussions

- foundation building for stakeholders directly involved in the Enabling Component

- foundation building for all staff at a site

After the initial sessions are completed, a stakeholder development planning committee is established and provided with leadership training. This committee plans the content, and processes for the capacity building and continuing education phases of stakeholder development.

**Example of Objectives for Initial Stakeholder Development
Related to the Enabling Component**

Day 1

1.   Create a climate for learning together today.

2.   Clarify the Enabling Component.

3.   Recognize accomplishments and express mutual appreciation.

4.   Increase shared awareness of the processes and problems of participating
      in making major institutional changes.

5.   Review and discuss plans for staff development.

Day 2

1.   Create a shared understanding related to the nature and scope of children
      at risk.

2.   Clarify what is already available for at risk students and families at the site
      and how to access assistance.

3.   Increase understanding of the full scope of the Enabling
      Component and plans for developing it.

4.   Clarify the five enabling component themes

Day 3

1.   Broaden understanding of what causes learning, behavior, and
      emotional problems.

2.   Broaden understanding of working with students in ways that
      account for a range of individual differences and special needs.

3.   Apply some of what has been learned in order to

      (a)   further clarify how to access what's already available for at risk students
             and families at the site

      (b)   identify the most pressing next steps for enhancing assistance to students
             and families.

General Orientation

The following overview material is to be covered over 2-3 orientations sessions.

Topic: "Big Picture" Overview Presentations

(primary emphasis is on building positive attitudes while providing basic information about proposed directions and eliciting reactions)

I.   General model -- basic ideas about

A.   integrating the Enabling and Instructional Components

B.   restructuring school support services, integrating them with school-based/linked support programs, teams, and special projects

C.   linking community health and social services to the site and with enabling activity (programs/services) already at the site

D.   creating program teams

II.   What the Enabling Component means with specific respect to the site

A.   key personnel -- who's who, who does what (on- and off-campus)

B.   mechanisms for planning, implementation, and evaluation

C.   steps involved in phasing-in the component (getting from here to there)

III.   Examples of areas for learning and development (for staff and designated others over this year and next)

IV.   Questions, comments, concerns, and suggestions

**Foundation Building for stakeholders directly involved in
the Enabling Component**

Each of the following foundation topics are to be covered in 2-3 sessions.

Topics: Specific Areas for Learning and Development

(emphasis first and foremost is on building positive
attitudes while enhancing knowledge and skills -- including
use of technology)

Each specific area of focus must be developed in relation to the timetable
for phasing-in each new facet of the Enabling Component. Most aspects
will involve intense training for designated individuals and subgroups
(with related introductory and follow-up presentations to everyone else at
the center). An overarching concern will be for collaboration,
coordination, and integration. Immediate attention will be given to those
individuals and subgroups involved in the mechanisms described above as
key to getting from here to there -- with special emphasis on the functions
of agents of change. Throughout technology will be used and participants
will be taught how to integrate technology into enabling activity.

I.   How to use classrooms that are working together and designated others to
        enhance classroom efforts to assist students encountering barriers to learning.

        A.   Special training sessions for a team to focus on this area

        B.   General sessions for all teachers -- in subgroups -- and for all who can
                provide support to teachers

II.   How to use referral processes, the student and family assistance team, the Family
        and Community Center, and other resources.

        A.   Special training sessions for teams (e.g., Resource Coordinating Team, the
                Student and Family Assistance Team) to focus on referral, triage, case
                management, resource development

        B.   General sessions for all teachers -- in subgroups -- and for all who are
                involved in making referrals and case management activity

III.   How to respond to and prevent emergencies, crises, and other disruptive events.

    A.   Special training sessions for crisis team members
        and members of the program team for
        Crisis/Emergency Assistance and Prevention

    B.   General sessions for all stakeholders regarding emergencies and crises

IV.   How to facilitate transitions (welcoming/social support, articulation -- need to coordinate and integrate this area with the discussion of multiple advocates (e.g., the "Moving Diamond").

    A.   Special training sessions for a team to focus on this area

    B.   General sessions for teachers, office staff, administrators, and if feasible, for designated parents and students who can act as mentors for others

V.   How to enhance home involvement at school and in schooling (need to integrate this with discussion of a Family and Community Center).

    A.   Special training sessions for a team to focus on this area

    B.   General sessions for teachers, office staff, administrators, and if feasible, for designated parents who can act as mentors for others

VI.   How to recruit and use volunteers for all enabling activity and how to enhance community outreach.

    A.   Special training sessions for a team to focus on this area

    B.   General sessions for teachers, office staff, administrators, and if feasible, for designated parents and students who can act as mentors for others

Foundation Building for all Staff at the Site

The following is an outline of some of the content related to enhancing attitudes and abilities for working with students who manifest learning, behavior, emotional, and health problems. The topics are drawn from a book entitled: *Learning Problems and Learning Disabilities: Moving Forward* by H.S. Adelman & L. Taylor (1993) published by Brooks/Cole. Obviously, staff will need to pursue many of these topics beyond the foundation building stage.

I.   Facilitating receptivity for instruction through enhancing social, emotional, and physical development and functioning

      A. Enhancing student understanding of self and others

      B. Enhancing student understanding of health and safety

      C. Enhancing student attitudes about self and others

      D. Enhancing student personal and interpersonal capabilities
            1. Taking care of oneself (independent learning, physical health, safety, positive mental health, sexual development)
            2. Interpersonal relations/problem solving/working with others
            3. Social responsibilities

II.   Differentiating Problems -- Types I, II, and III Problems

      A. Learning problems or learning disabilities?

      B. Misbehavior or Attention Deficit-Hyperactivity-Conduct Disorders?

      C. Emotional upset or emotional disturbance?

      D. Physical/health differences, disabilities, and illness

III.   Intervention concepts

      A. Personalized as contrasted to individualized instruction

      B. Structure as facilitation not control

      C. Understanding remediation

      D. The principle of least intervention needed

E. Helping vs. socialization

F. The role of assessment (including evaluation)

G. Working collaboratively

IV. Special Topics

A. Mobilizing the learner
   1. matching motivation (as well as development)
   2. Addressing intrinsic motivation
   3. Overcoming avoidance motivation

B. Facilitating learning -- activities, techniques, and motivated practice

C. Managing and preventing misbehavior

D. Using extra resources in the classroom in addressing problems

E. Addressing physical health problems

F. Requesting extra services

G. Involving the home in addressing problems

H. Cultural and individual differences as barriers to working relationships

I. Controversial interventions, fads, and panaceas (e.g., medication, diets, colored lenses, etc.)

J. Gangs, violence prevention, and safe school

K. Some fundamentals related to special problem areas
   (e.g., suicide prevention; physical, sexual, and emotional abuse; substance abuse; relationship problems; STD/AIDS prevention; pregnancy prevention; dropout prevention;

**Foundation, Capacity-building, and Continuing Education
for Enabling Component Personnel**

After the initial sessions are completed, a stakeholder development planning committee is established and provided with leadership training. This group plans the content, and processes for the subsequent stakeholder development.

That group should recognize that, over time, Enabling Component personnel will need to learn more about the following:

I.   Helping classroom teachers learn new ways to deal with the problems of students and their families.

   A. Establishing Learning Options

   B. Working collaboratively to facilitate learning

   C. Analyzing/understanding the problem

   D. A range of alternatives

   E. Demonstrations and explanations

   F. Supportive follow-up

II.   Direct intervention for students and their families.

   A. Crisis intervention and psychological first-aid

   B. Didactic approaches

   C. Consumer oriented assessment and consultation

   D. Brief counseling objectives and techniques

   E. Indepth understanding and intervention strategies related to special problem areas (e.g., suicide prevention; physical, sexual, and emotional abuse; substance abuse; relationship problems; STD/AIDS prevention; pregnancy prevention; dropout prevention;

III.   Indirect intervention

    A. Establishing enabling component systems, mechanisms, and programs
        1. Facilitating requests for service
        2. Triage
        3. Referral
        4. Case management
        5. Resource coordination, integration, and enhancement

    B. Special concerns related to working to link community services to
        school programs

    C. Working through others
        1. family members
        2. peers
        3. volunteers

IV.   Quality improvement procedures

    A. Improving intervention

    B. Getting credit for all you do

Obviously, the outlines presented are meant only to illustrate the type of content that is appropriate for stakeholder development. The processes of instruction, of course, are as important as the content. The processes must be designed to maximize a good match with the learners' current motivation and capacities. Both content and processes should be planned with an understanding of the concepts of motivational readiness, spiral learning, learning as a process of "constructing," and the importance of fostering intrinsic motivation for pursuing topics on one's own initiative and beyond the teaching situation. With respect to enhancing motivational readiness to participate and learn, it is well to remember the power of perceived choice and a sense of community.

PART VII.

RESOURCE AIDS OVERVIEW

In creating a prototype for an Enabling Component, we have developed a variety of materials to aid the process of establishing such a component. Much of the material has been designed as handouts and is presented in the form of exhibits, figures, outlines, and so forth. They have been especially useful for stakeholder development (e.g., orientations and foundation building) and for planning and guiding component development.

The materials are works in progress, and there are many more yet to be born.

These "tools" are presented under separate cover and are grouped with respect to materials found useful in

- clarifying the nature and scope of the component

- restructuring and stakeholder development

- developing each of the six identified areas for enabling activity.

The following resource aids are available (circulated under separate cover).

   A. Overview of the Enabling Component

        Handouts for overview presentations

   B. Overview of Restructuring Support Services and
       Integrating Community Resources

        Handouts for overview presentations

   C. Stakeholder Development

        Outlines for various stages of development,
        examples of workshop agendas and materials

   D. Coordination and Initial Mapping and Analysis of Existing Resources

        Descriptions of coordinating teams, tools for
        charting resources (personnel and activities), and
        surveys for assessing system status

   E. Classroom-focused Enabling

        Description and survey of the area, forms and an
        example related to mapping, and materials related
        to prereferral intervention

   F. Student and Family Assistance

        Description and survey of the area, forms and an
        example related to mapping, and guidelines and
        forms related to referral and case management

G. Crisis Assistance and Prevention

   Description and survey of the area, forms and an
   example related to mapping, and materials related
   to crisis teams and intervention

H. Home Involvement in Schooling

   Description and survey of the area, forms and an
   example related to mapping, and a figure outlining
   the scope of activity

I. Support for Transitions

   Description and survey of the area, forms and an
   example related to mapping, and description and
   examples of social support mechanisms with a
   special focus on welcoming strategies for new
   students and their families

J. Community Outreach/Volunteers

   Description and survey of the area, forms and an
   example related to mapping, and examples of
   outreach and volunteer materials