

NEW DIRECTIONS FOR STUDENT SUPPORT INITIATIVE*

Report from the Leadership Summit on:

Student Support Staff:

Moving in New Directions through School Improvement – a call to action . . .

- > Major points emphasized in this report include:
- > School improvement planning is not appropriately and effectively addressing barriers to learning
- > Leaders for student/learning supports must mobilize and prepare student support personnel to become an integral and effective agent in school improvement planning and decision making
- > The capacity of student support staff must be enhanced so that they are well-prepared to join the table with more than advocacy for more *services* and *staff* and without competing counter-productively with each other. Instead, they must be able to work together to guide school improvement planners in designing and developing a comprehensive and systemic learning supports component in every school. For this to happen, student support staff need to adopt
 - an unifying umbrella concept
 - a comprehensive systemic intervention framework
 - an infrastructure design for building capacity at the school and throughout the feeder pattern of schools
- > Also necessary are changes in student support staff roles and functions
- > The first step in all this is for leaders concerned with enhancing student/learning supports to mobilize their constituencies for moving forward in new directions.

As a beginning, please share this document with as many others as you can.

And, at the end of the report is a response form to help expand and guide next steps. Please take a few minutes to fill it out and fax it back.

*The *National Initiative: New Directions for Student Support* is facilitated by the Center for Mental Health in Schools at UCLA. The Center is co-directed by Howard Adelman and Linda Taylor and operates under the auspices of the School Mental Health Project, Dept. of Psychology, UCLA (contact: smhp@ucla.edu). Support comes in part from the Office of Adolescent Health, Maternal and Child Health Bureau (Title V, Social Security Act), Health Resources and Services Administration, the U.S. Department of Health and Human Services (Project #U45 MC 00175).

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Preface

Support staff: Missing in action

As we have reported widely, our Center's policy and program analyses make it clear that student support staff are not appropriately accounted for in school improvement planning and implementation.

For the most part, support staff are absent from the school tables where school improvement plans and decisions are made.

In addition, discussion of the roles and functions of support staff and how they should work together tend not to reflect the context of the type of system building required for comprehensive school improvement.

For the most part, the unfortunate reality is that student support staff are missing in action when it comes to school improvement.

A call to action: Awakening the sleeping giant

After discussion with colleagues across the country and in accord with the aims of the "National Initiative: New Directions for Student Support,"* we decided to host and facilitate a Leadership Summit on: *Student Support Staff: Moving in New Directions through School Improvement* designed to explore how to enhance greater involvement of student support staff in school improvement planning and implementation.

The specific intent was to (a) raise some thoughts about why student supports continue to be marginalized in school improvement efforts, (b) explore what can be done to change the situation, and most importantly, (c) begin a process for mobilizing support staff at school sites to collaborate for development of comprehensive intervention systems (as contrasted with the tendency mainly to emphasize expanding services and enhancing delivery).

The Summit, held on Friday, July 21 in Washington, DC; participation was held to about 55 leaders to enable a productive day. This included representatives from the major associations (e.g., NASP, ASCA, SSWAA, ACA, NASN, NAPSO, NAPSA, APA, NASDSE, NSAA) and key leaders from SEAs and LEAs that are trying to move in new directions (see Appendix A). Several representatives of federal agencies also attended.

This report is the next step our Center is taking to ensure there is strategic follow-through for what was accomplished at the Summit. It reflects work done prior to and during the July meeting. Please share this with others.

We recognize our efforts to report are always filtered through a personal lens. An initial draft was sent to participants for feedback so that we could incorporate appropriate changes. We apologize for any remaining errors of omission or commission.

As always, thanks for all you do in the interest of the well-being of children and adolescents.

Howard Adelman & Linda Taylor, facilitators for the initiative

*For information and an update on the New Directions Initiative, in general, and specifics about the other Summits and Leadership Institutes held to date, go to our website at <http://smhp.psych.ucla.edu/summit2002/ndannouncement.htm>

Student Support Staff: Moving in New Directions through School Improvement

The Problem

Current school improvement planning guidance is not appropriately and effectively addressing barriers to learning and teaching.

To rectify this, it is imperative for student support staff to become more proactive in school improvement planning and decision making.

And, in doing so, such staff must be prepared to do more than just advocate for more *services* and *staff*. They must bring to the table frameworks for developing the type of comprehensive system of learning supports that is essential for effectively addressing barriers to learning and teaching. They also need to discuss changes in their roles and functions so they can work together not just to better coordinate services, but to do the type of system building required for comprehensive school improvement.

Focus at the Summit

The Leadership Summit in Washington DC was a forum to discuss how leaders for enhancing student/learning supports can mobilize and prepare student support staff to engage productively at school and district school improvement tables.

At the meeting, the following points were made:

(1) Student support staff must come to school improvement tables able to

- build an increased appreciation of the dangers of further perpetuating
 - >>fragmentation
 - >>redundancy (“parallel play”)
 - >>support for the few rather than the many
 - >>creating demand that can’t be met
 - >>contributing to counter-productive competition
- clarify the importance of ending the *marginalization* of student/learning support.

(2) To accomplish this, they need to develop a specific understanding of how to expand school improvement planning and decision making so they can offer sophisticated and detailed

- analyses of how the school is and is not addressing barriers to learning and teaching
- plans for developing a comprehensive and systemic learning supports component in every school.

With specific respect to guiding school improvement planners in designing and developing a comprehensive and systemic learning supports component in every school, it was suggested that student support staff need to adopt

- an unifying umbrella concept
- a comprehensive systemic intervention framework
- an infrastructure design for building capacity at the school and throughout the feeder pattern of schools.

Our Center's view of these three fundamental matters was presented and can be reviewed in the article included as Appendix B.

Mobilizing Student Support Staff

Participants shared examples about how leaders were currently attempting to mobilize student support staff to play a greater role in school improvement.

Current examples

At the local level, the examples shared emphasized instances involving:

- >establishment of learning support resource teams at schools and centrally with links to school improvement teams
- >use of initiatives (e.g., a school's Wellness Plan, Positive Behavioral Interventions and Support, Response to Intervention, Family Resource Center, Systems of Care grant) as opportunities to coalesce student supports and interface with the school improvement process
- >connecting student support staff across a cluster of schools and establishing leadership for the cluster's support programs
- >amassing and presenting data to school improvement planners and decision makers indicating the benefits of student supports in terms of a school's accountability indicators

At the state level, examples included states that have established:

- >policy requiring every school district have a strategic plan for student support
- >five year school reviews that include a focus on how learning supports are integrated into school improvement planning and implementation
- >learning support management teams at the SEA and regional support agencies

- >collaboration among all youth serving agencies (including education) from the state on down to localities
- >regional training for superintendents and administrators about the role of students supports in school improvement
- >legislative studies (e.g., related to student graduation issues) as a basis for enhancing support staff involvement in school improvement planning and decision making.

At the national level, the examples emphasized were opportunities for guilds to do more to connect with school improvement as a precursor to mobilizing their constituencies at local levels. Examples offered included:

- >efforts related to integrating student support more fully into school improvement during the reauthorization of the Elementary and Secondary Education Act (No Child Left Behind)
- >national associations that are using Wellness Policies (required by the Department of Agriculture for schools receiving free and reduced price meals) and “whole child” commissions as bridges to expand school improvement discussions to encompass student supports
- >reframing student support so that school improvement planners and decision makers understand such supports as imperative to raising test scores.

After sharing current examples, the focus shifted to discussion of what leaders at each level can do to

- *enhance the desire of more school support staff for “getting to the table”*
- *provide guidance for how to get to the table*
- *clarify what needs to be brought to the process in terms of content and support for proposed changes.*

Ideas for enhancing local support staff involvement in school improvement

Essentially, the discussion validated the need to increase support staff understanding of the urgency for ending the marginalization of student/learning supports by becoming an integral participant in school improvement planning and decision making. In this respect, it was emphasized that such personnel could use a variety of opportunities to become proactively involved (e.g., when schools are identified as in need of improvement, when school-based decision making is in place, when schools begin major support initiatives).

To take full advantage of opportunities, it was stressed that student support staff need to learn how to cooperatively articulate concrete recommendations for

- >providing supports for *all* rather than just for a few students through enhanced use of existing resources
- >framing a comprehensive system of learning supports
- >creating an integrated infrastructure
- >improving staff development for all school personnel
- >adopting student support accountability indicators.

With all this in mind, it was suggested that national associations and leaders in education agencies must pay greater attention to (a) providing guidance/blueprint documents and (b) encouraging preservice and continuing education (including leadership training) that better prepares student support staff for

- >involvement in school improvement planning
- >establishing coalitions at state and local levels and using a common language
- >articulating available impact evidence for the role student/learning supports plays in enabling schools to achieve their mission
- >creating comprehensive learning supports systems
- >developing standards and quality indicators for the entire gamut of student/learning supports.

A Call to Action . . .

Based on the July Summit and our Center's work with the *National Initiative: New Directions for Student Support*, we have come to think of the collective mass of student support staff as a sleeping giant. And our reading of literature and politics suggests that sleeping giants often are at risk. Before it is too late, the leadership for student supports must arouse their constituencies.

Awakening the sleeping giant

As the July Leadership Summit stressed:

- student support staff must be more proactive in school improvement planning
- they must come to planning and decision making tables with sophisticated and detailed analyses of how the school is and is not addressing barriers to learning and teaching
- they must be prepared to articulate ways for a school to develop a comprehensive system of learning supports.

The first step, however, is to awaken the giant. Easy to say, hard to do.

Is it an association/agency priority?

The first problem to be overcome is one of elevating association/guild priorities. To date, most organizations and agencies representing student support personnel have not designated as a high priority the encouragement of their constituencies to become more proactive in school improvement planning. One aim of the July Summit was to spotlight this matter.

If not ...

From our perspective, we think it imperative at this juncture for every association/guild to consider elevating the priority assigned to getting its members fully involved in school improvement planning and decision making.

- To stimulate discussion of the priority problem, our Center will contact each association and guild to determine their thinking and plans related to mobilizing student support staff.
- Because education agencies and institutions of higher education have a role to play in all this, we will also reach out to samples to assess their thinking and plans.

A high priority commitment to mobilize student support staff will backfire if it is not linked to a commitment to encouraging them to think beyond advocating for more services and personnel. It is evident from the complexity of factors interfering with student learning and performance that most schools need to develop a comprehensive and systemic component to address such factors.

Many associations/guilds, education agencies, and institutions of higher education are just beginning to work on these matters. Building the capacity of student support staff for the work ahead requires reframing existing and developing new

- >guidance/blueprint documents
- >offerings for continuing education and leadership training
- >courses for preservice preparation
- >agenda for local, state, and national conferences.

- To stimulate discussion of these matters, our Center will contact each association and guild and a sample of education agencies and institutions of higher education to determine their thinking and plans related to such capacity building.

Expanded Roles & Functions

Implied in all this is the need for accelerated work on defining expanded roles and functions for school support staff. The focus of that work needs to be on

- delineating general functions for all support staff in developing a comprehensive system of learning supports as a primary and essential component of school improvement
- embedding specialized functions into that context.

In coming to school improvement planning and decision making tables, the emphasis must be less on intervention ownership and more on accomplishing desired outcomes through flexible and expanded roles and functions for staff. This recognizes that there are underlying commonalities among a variety of school concerns and intervention strategies. And, it calls for increased cross-disciplinary training and interprofessional education. All this has major implications for changing professional preparation and credentialing.

Figure 1 represents an effort to highlight key implications for purposes of stimulating discussion about the importance of expanding student support staff roles and functions in pursuing school improvement. The framework outlines (1) areas of function, (2) levels of professional development, and (3) nature & scope of competencies.

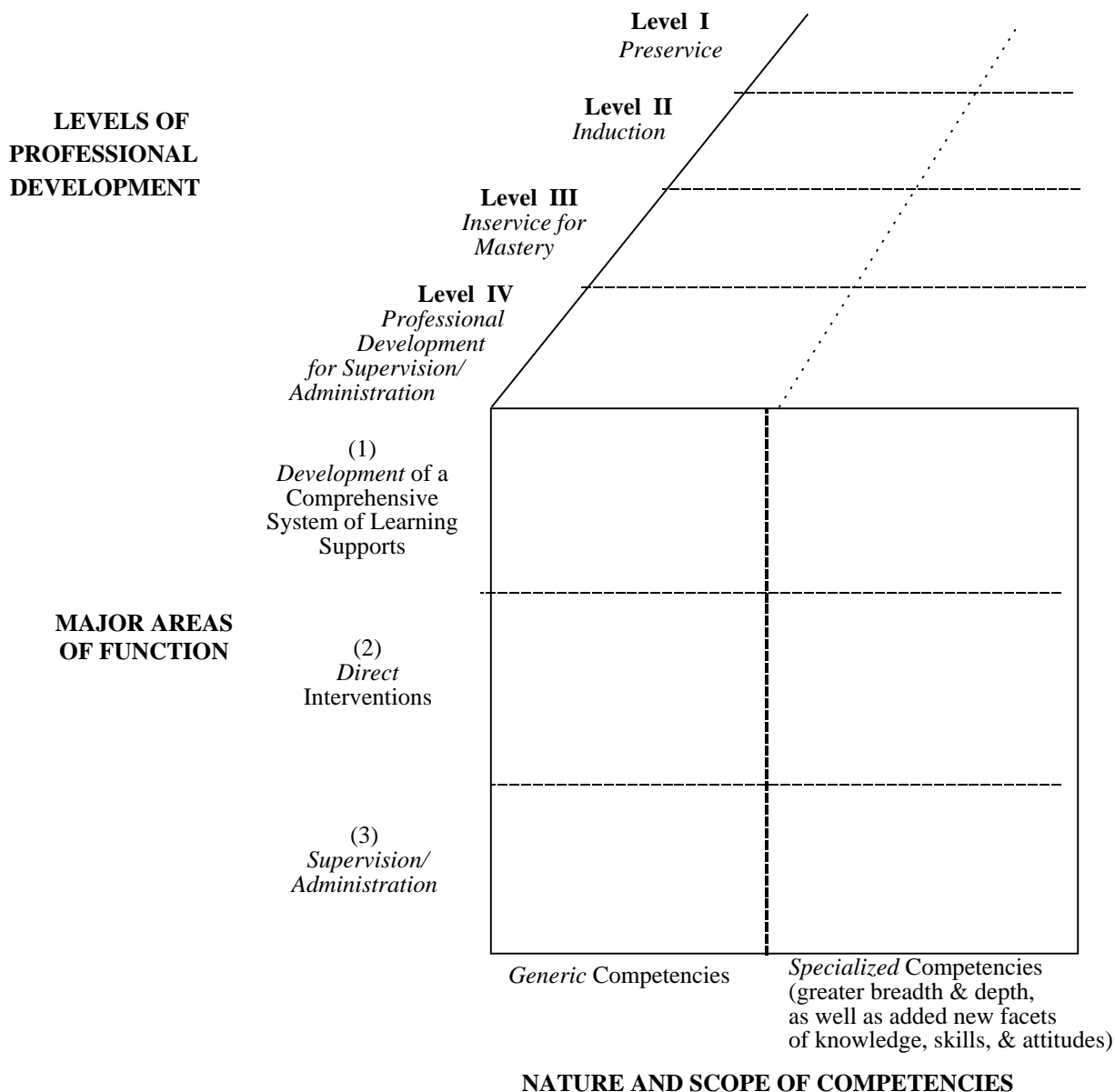
For our purposes here, consider the three major areas of staff function:

- (a) development of a comprehensive system of learning supports
- (b) direct interventions with students and families
- (c) supervision/administration.

Within each area are sets of generic and specialized functions and competencies that are learned at various levels of professional development. Currently, specialized learning primarily is shaped by one's field of specialization (e.g., school counselor, psychologist, social worker, nurse), as well as by prevailing job demands.

- In contacting associations, education agencies, and institutions of higher education, our Center will also focus on their thinking and plans related to expanding the roles and functions of student support personnel.

Figure 1. Areas of function, levels of professional development, and nature & scope of competencies



Notes:

Cross-cutting all dimensions are foundational knowledge, skills, and attitudes related to such topics as (a) human growth, development, and learning, (b) interpersonal/group relationships, dynamics and problem solving, (c) cultural competence, (d) group and individual differences, (e) intervention theory, (f) legal, ethical, and professional concerns, and (g) applications of advanced technology. Most competencies for supervision/administration are left for development at Level IV.

(a) Development of a comprehensive system of learning supports to address barriers to learning and teaching (involves creating a cohesive component within a school that is fully integrated with school improvement and enhancing appropriate connections with community resources)

(b) *Direct* interventions = implementing one-to-one, group, or classroom programs and services

(c) *Supervision/Administration* = responsibility for training pupil personnel and directing pupil personnel services and programs

Resource Aids for Support

The work ahead requires a variety of resource aids.

Our Center has begun to develop sets of *Guidance Notes* and other tools to outline the type of content that might be useful as leaders develop strategies and aids to mobilize and build capacity (see Appendix C).

Also, it may be noted that some of the other resources developed as part of the Center's work related to school improvement and the National Initiative: New Directions for Student Support can be adapted for these purposes. (See the Center's website at <http://smhp.psych.ucla.edu/>)

We also are asking those who move forward in calling for action to share with us any resources they develop. And, of course, we are ready to help anyone in developing aids as they move forward.

Concluding Comments

We realize most school staff are not looking to take on more work.

It is a serious mistake, however, for student support staff not to be thoroughly involved at school improvement planning tables. The immediate opportunity is to fill a major void, and in the process, elevate the contribution and status of student/learning supports.

But, these desired outcomes will be achieved only if student support staff avoid being seen merely as advocates for a specific program and for hiring more support staff. And, it must be clear that the aim is not to turn schools into service agencies, but to ensure all students have an equal opportunity to succeed at school. Thus, the emphasis must be on how every school can develop a comprehensive system of learning supports to address barriers to learning and teaching.

With all this in mind, those representing student supports must be prepared to go to the table with

- a unifying concept that makes all learning supports fit together
- an overall comprehensive framework to guide intervention planning and development
- proposals for infrastructure changes that facilitate development of a comprehensive system of learning supports and ensure full integration into school improvement decision making and planning.

To do less is to maintain a very unsatisfactory status quo. The time to act is now.

Appendix A

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Leadership Summit: Student Support Staff
Moving in New Directions Through School Improvement
Washington DC, July 21, 2006
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Addressing Barriers

to Learning

New ways to think . . .

Better ways to link

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The most dangerous phrase in the language is:
"It's always been done that way."

Grace Hopper

a call to action . . .

School Improvement: Where's Student Support?

Recent policy and program analyses conducted by our Center make it clear how few support staff are full participants at school and district tables where major school improvement decisions are made (see <http://smhp.psych.ucla.edu/whatsmissing.htm>). It is not surprising, then, that student support staff are not appropriately accounted for in school improvement planning and implementation. This state of affairs fundamentally undermines efforts to enable all students to have an equal opportunity to succeed at school.

It is widely conceded that student supports tend to be fragmented and narrowly-focused and reach only a small proportion of those in need. Moreover, sparse budgets lead school counselors, psychologists, social workers, nurses, and other support staff into counter-productive competition with each other and with community professionals working with schools. Changes clearly are needed. The question is how best to alter this unacceptable status quo.

Given federal policies as reflected in the *No Child Left Behind Act* (NCLB) and the recent reauthorization of the *Individuals with Disabilities Education Act* (IDEA), there can be little doubt that united action is essential. Moreover, with the impending reauthorization of NCLB, the field must move quickly, with a focus on assuring that a comprehensive system of student/learning supports is fully integrated into school improvement policy and practice.

To encourage action, we are using this newsletter and other forums to highlight topics that need to be addressed in strategic efforts to move forward. Our current action agenda emphasizes getting student support personnel to school improvement decision making and planning tables. In doing so, we have suggested that ending marginalization requires bringing to the table proposals for

- a unifying umbrella concept
- a comprehensive systemic intervention framework
- an integrated infrastructure at a school and throughout the feeder pattern of schools for developing a comprehensive system of learning supports and ensuring that it is a full partner in school improvement planning and decision making

These three topics have major relevance for improving how schools address barriers to student learning and teaching. And, dealt with effectively, they can help establish that student/learning supports are an essential component in *enabling* all students to have an equal opportunity to succeed at school.

Unifying Concept

For fragmentation and marginalization of student support to end, all staff involved must find better

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ways to work together. Some efforts have been made. At the same time, we all can point to forces likely to perpetuate “silo” activity and counter-productive competition among personnel who represent different programs and professional affiliations.

Part of the problem is the term *student support*. It doesn’t seem to convey to policy makers that the total enterprise is essential and must be a primary component of school improvement. The problem is compounded because the term often is interpreted as denoting the work of “specialists” who mainly provide “services” to a few of the many students who are not doing well at school.

We think major inroads could result from adoption of a unifying umbrella concept that better conveys the primary role student/learning supports can play in school improvement. Such a concept should convey a big picture understanding of the supports and why they are essential. It should provide an unambiguous answer to the question: *What is the overall direct and immediate function of student supports?*

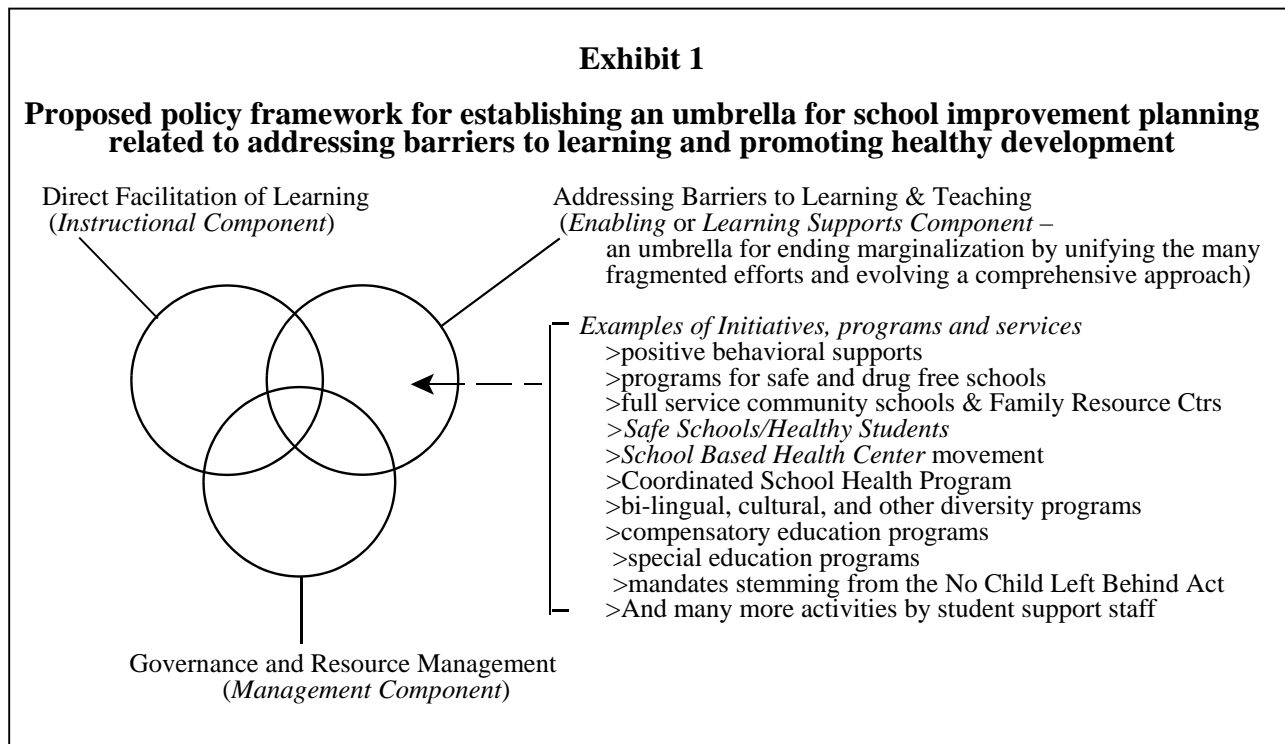
Our work suggests the value of

- coalescing all student/learning supports under a rubric such as *addressing barriers to student learning*
- configuring the work into a *primary and essential component* of school improvement.

In our work, such a component is defined as a comprehensive system of learning supports designed to enable learning by addressing barriers.

Moreover, the component is framed in policy and practice as fully integrated with the instructional and management components at a school and district-wide (see Exhibit 1 below). The intent of all this is to move current school improvement policy from its overemphasis on two components to adoption of a three component model. (For more on this, see <http://smhp.psych.ucla.edu/summit2002/assuringnochild.pdf>.)

To underscore the importance of a component to address barriers to learning, we call it an *Enabling Component* (i.e., a component to enable learning by addressing the barriers). Various states and localities moving to pursue school improvement as a three component approach have adopted other designations for their enabling component. For example, the state education agencies in California and Iowa and various districts across the country have adopted the term *Learning Supports*. The Hawai’i Department of Education calls it their *Comprehensive Student Support System* (CSSS). Building on this, proposed legislation in California refers to a *Comprehensive Pupil Learning Supports System*. Whatever the component is called, the important points are that (a) it is seen as necessary, complementary, and as overlapping the instructional and management components, and (b) it is elevated to a level of importance commensurate with the other components.



A Comprehensive Systemic Intervention Framework

Because the range of barriers to student learning is multifaceted and complex and the number of students affected is quite large, it is reasonable to stress that a comprehensive and systemic approach to intervention is necessary. The question is: *How should such an approach be depicted?*

One trend has been to formulate a continuum of interventions. For example, a graphic many folks use is a pyramid-like triangle that, starting at its peak, stresses “intensive interventions” (for a few), “supplemental interventions” (for some), and “universal interventions” (for all). Other outlines highlight prevention, early intervention, and treatment approaches. Other descriptions amount to little more than itemizations of specific interventions and listings of various disciplines providing support.

If the marginalization of student supports is to end, a framework that presents a coherent picture of a comprehensive, multifaceted, and cohesive set of interventions must be formulated and operationalized. Minimally, such a framework must delineate the essential scope and content focus of the enterprise.

Our approach conceives the *scope* of activity as a school-community continuum of interconnected intervention systems consisting of

- *systems for promotion* of healthy development *and prevention* of problems
- *systems for intervening early* to address problems as soon after onset as is feasible
- *systems for assisting* those with *chronic and severe problems*.

This continuum is intended to encompass efforts to enable academic, social, emotional, and physical development and address learning, behavior, and emotional problems at every school.

For any school and community, the continuum encompasses many activities, programs, and services. These are not presented as a lengthy list of specifics. Rather, they are clustered into a delimited, set of overlapping arenas, each of which reflects the intervention’s general “content” focus.

Pioneering school initiatives have operationalized six arenas of intervention *content*. In doing so, these trailblazers have moved from a “laundry-list” of interventions to a defined set of general categories

that captures the multifaceted work schools need to pursue in comprehensively addressing barriers to learning. The categories are:

- *Classroom-focused enabling* – enhancing regular classroom strategies to enable learning (e.g., improving instruction for students with mild-moderate learning and behavior problems and re-engaging those who have become disengaged from learning at school)
- *Support for transitions* (e.g., assisting students and families as they negotiate school and grade changes, daily transitions)
- *Home involvement with school* – strengthening families and home and school connections
- *Crisis response and prevention* – responding to, and where feasible, preventing school and personal crises
- *Community involvement and support* (e.g., outreach to develop greater community involvement and support, including enhanced use of volunteers)
- *Student and family assistance* – facilitating student and family access to effective services and special assistance as needed.

Combining *scope* and *content* generates a matrix framework (e.g., in our work, the matrix consists of the three levels of the intervention continuum and the six content arenas). Such a framework helps convey a big picture of a comprehensive, systemic approach. It currently is being used as a unifying intervention framework and as an analytic tool for mapping and analyzing what schools are and are not doing. This, then, provides a well-founded basis for setting priorities to guide school improvement planning. (For more on this, see <http://smhp.psych.ucla.edu/summit2002/standardsforenabling.pdf>.)

An Integrated Infrastructure

Support staff understand that addressing barriers to learning and teaching is essential to school improvement. But, many don’t see why they should be concerned about school infrastructure, never mind infrastructure for connecting school and community. (*What’s infrastructure got to do with helping kids?*, they ask.)

(cont. on p. 4)

We think it is a fundamental error not to focus school improvement planning on infrastructure changes to better account for student/learning supports. And, in discussing what's needed, it is important to advocate for much more than case-oriented multidisciplinary teams.

As you know, what happens for kids depends first and foremost on who makes decisions about resources and who plans the details of what will be done. As you also know, the reality is that prevailing infrastructure mechanisms *marginalize* the influence of those most directly concerned about addressing learning, behavior, and emotional problems. So, it is essential to rethink school and district infrastructure to correct this deficiency. We offer a few points here to underscore the matter.

First, the term infrastructure: Our concern at this juncture is with the *organizational and operational mechanisms* that allow a system to accomplish critical functions and to do so in an effective and efficient way. Of particular concern are designated administrative leaders, resource-oriented teams, and standing and ad hoc workgroups.

Note that a fundamental principle in designing infrastructure is: *structure follows function*. This means that infrastructure design should begin with a clear understanding of roles, functions, and related tasks. Roles, for example, include governance, leadership, administration, program design and development, capacity building, evaluation and accountability, change agent, and so forth.

In pursuing these roles as related to developing a comprehensive system of learning supports, a variety of immediate and longer-term functions and tasks must be accomplished (see Exhibit 2). Then, the focus turns to designing an integrated set of mechanisms that can accomplish the work in a cost-effective and efficient manner.

When the intent is to develop a comprehensive enabling component, the component's mechanisms not only must be integrated with each other, they must be fully enmeshed with those designed to enhance instruction and strengthen management/governance. This all requires major changes in the organizational and operational infrastructure at a school and ultimately at district, regional, and state levels. Moreover, implied in all this are new roles and functions for administrators and student support staff.

Exhibit 2

Examples of Functions and Tasks to Consider in Rethinking Infrastructure for a Learning Supports Component

Functions – a few examples

- delineating and operationalizing the vision and defining standards
- reworking infrastructure
- needs assessment
- mapping, analyzing strengths/weaknesses/gaps
- establishing priorities and making decisions about allocating resources for learning supports activity
- integrated planning, implementation, maintenance, and evaluation
- outreach to create formal working relationships with community resources to bring some to a school and establish special linkages with others
- managing, redeploying, and braiding available resources
- process and outcome data gathering and analyses

Tasks – a few examples

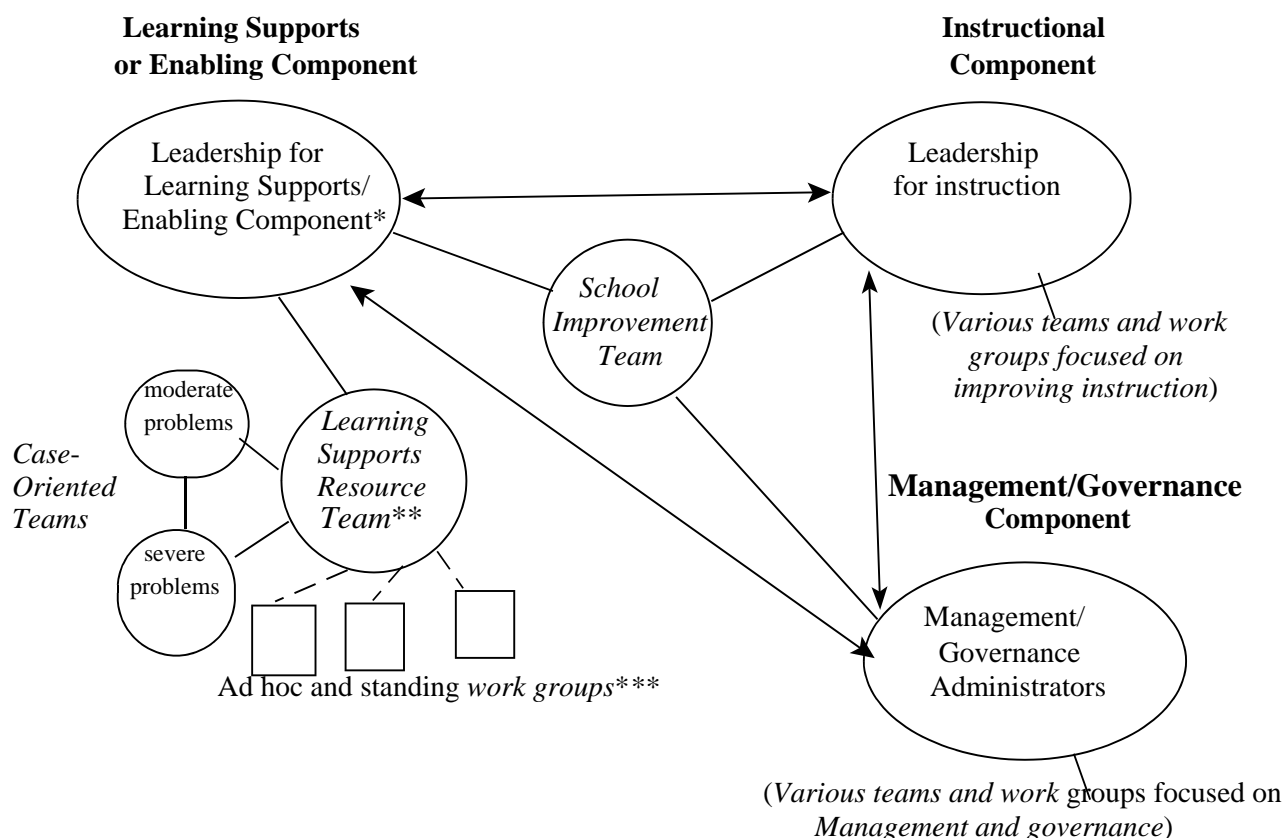
- coordination and integration for cohesively sharing facilities, equipment, and other resources
- information management, analysis, and communication
- developing strategies for enhancing resources and building capacity
- social marketing
- developing pools of nonprofessional volunteers and professional pro bono assistance

Exhibit 3 illustrates how the infrastructure at a school might be reworked.

Compare this example with what exists in most schools and districts.

Exhibit 3

Example of an integrated infrastructure at the school level



*Learning Supports or Enabling Component Leadership consists of an administrator and other advocates/champions with responsibility and accountability for ensuring the vision for the component is not lost. The administrator meets with and provides regular input to the Learning Supports Resource Team.

**A Learning Supports Resource Team ensures component cohesion, integrated implementation, and ongoing development. It meets weekly to guide and monitor daily implementation and development of all programs, services, initiatives, and systems at a school that are concerned with providing learning supports and specialized assistance.

***Ad hoc and standing work groups – Initially, these are the various “teams” that already exist related to various initiatives and programs (e.g., a crisis team) and for processing “cases” (e.g., a student assistance team, an IEP team). Where redundancy exists, work groups can be combined. Others are formed as needed by the Learning Supports Resource Team to address specific concerns. These groups are essential for accomplishing the many tasks associated with such a team’s functions.

For more on this, see

- ><http://smhp.psych.ucla.edu/pdfdocs/infrastructure/anotherinitiative-exec.pdf>
- ><http://smhp.psych.ucla.edu/pdfdocs/studentsupport/toolkit/aidk.pdf>

(cont. on p. 6)

Concluding Comments

In facilitating the work of the *National Initiative: New Directions for Student Support*, we have seen considerable movement in addressing the above matters (see <http://smhp.psych.ucla.edu/summit2002/ndannouncement.htm>). Early efforts concentrated on (a) clarifying the degree to which student supports are marginalized in schools and (b) mobilizing support staff at school sites to collaborate for development of comprehensive intervention systems (as contrasted with the tendency mainly to emphasize expanded services and enhanced delivery).

Currently, the initiative is focused on the need for those most knowledgeable about student supports to find a place at key planning and decision making tables. We realize most school staff are not looking to take on more work. But, it is a serious mistake for student support staff not to be thoroughly involved at school improvement planning tables. The immediate opportunity is to fill a major void related to school improvement; in the process, the contribution and status of student supports will be elevated.

As key participants in planning, it will be important to avoid being seen merely as advocates for a specific program and for hiring more support staff. The emphasis must be on how schools can develop a comprehensive system of learning supports. With this in mind, those representing student supports will want to be prepared to propose

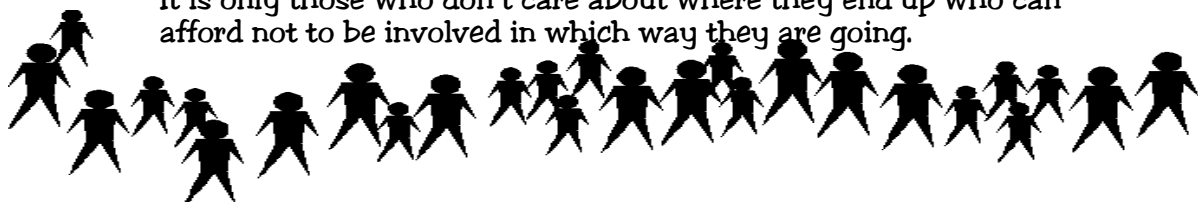
- a unifying concept that makes all learning supports fit together
- an overall comprehensive framework to guide intervention planning and development
- infrastructure changes that facilitate development of a comprehensive system of learning supports and ensure full integration into school improvement decision making and planning.

And, it must be clear that the aim is not to turn schools into service agencies, but to ensure all students have an equal opportunity to succeed at school. To this end, the time to act is now.

Some Additional Center Resources on these Matters

- > *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>
- > *Designing Schoolwide Programs in Title I Schools: Using the Non-Regulatory Guidance in Ways that Address Barriers to Learning and Teaching*
<http://smhp.psych.ucla.edu/pdfdocs/briefs/DOEGuidance.pdf>
- > *Another Initiative? Where Does it Fit? A Unifying Framework and an Integrated Infrastructure for Schools to Address Barriers to Learning and Promote Healthy Development*
<http://smhp.psych.ucla.edu/pdfdocs/infrastructure/anotherinitiative-exec.pdf>
- > *The School Leader's Guide to Student Learning Supports: New Directions for Addressing Barriers to Learning* (<http://www.corwinpress.com/book.aspx?pid=11343>)
- > *The Implementation Guide to Student Learning Supports: New Directions for Addressing Barriers to Learning* (<http://www.corwinpress.com/book.aspx?pid=11371>)

It is only those who don't care about where they end up who can afford not to be involved in which way they are going.



Appendix C

Examples of Guidance Notes/Resource Aids for use in Call to Action

- What will it cost? – *No New Dollars!*
- Costs of Not Addressing Barriers to Learning
- Pursuing Opportunities for Moving Proactively from the Margins into the Mainstream of School Improvement
- Fully Integrating Student/Learning Supports into the School Improvement Agenda

What will it cost? – *No New Dollars!*

The processes of rethinking student supports and moving to develop a comprehensive system of learning supports at schools can be started without any new allocation of funds. The emphasis in moving in new directions for student support is on redeploying existing resources by

- >reframing the roles and functions of existing student support staff
- >reducing fragmentation and redundancy
- >reducing the overemphasis on expensive services. (As an improved systems of learning supports emerges in classrooms and school-wide, the need for out-of-classroom referrals will decline.)

That is, a comprehensive learning support system can be established over time by reworking how existing student support resources are used. True accountability and analyses related to currently deployed resources will clarify that a significant proportion of the budget in many schools already is expended for learning supports.

There are no satisfactory data clarifying the entire gamut of resources actually expended addressing barriers to learning and teaching in schools. In depth cost and accountability studies are needed. Analyses that focus only on pupil service personnel salaries probably are misleading and a major underestimation of how much schools spend addressing learning, behavior, and emotional problems (see Exhibit). This is particularly so for schools receiving special funding. Studies are needed to clarify the entire gamut of resources school sites devote to student problems. Budgets must be broken apart in ways that allow tallying all resources allocated from general funds, support provided for compensatory and special education, and underwriting related to programs for dropout prevention and recovery, safe and drug free schools, pregnancy prevention, teen parents, family literacy, homeless students, and more. *In some schools, it has been suggested that as much as 30 percent of the budget is expended on problem prevention and correction.*

There are, of course, costs related to changing from what is to what needs to be. In this respect, it should be noted that the systemic changes involved in moving in new directions can be underwritten in many districts through provisions in the No Child Left Behind Act and in the Individuals with Disabilities Education Act. Both acts allow the use of some allocated federal funds for integration of programs and services (e.g., to support a facilitator/coordinator to enhance systems for student support in ways that lead to a comprehensive, integrated, and cohesive component at school, cluster, and district levels).

So, arguments against moving in new directions for student supports should not begin and end with “we can’t afford to change.” The point, of course, is that “we can’t afford not to change if we really mean to leave no child behind.” Accountability involves more than holding students to higher standards; it includes ensuring that allocated resources are used in ways that enable students to have an equal opportunity to succeed at school. Schools already spend a considerable amount of money on learning supports, and school decision makers need to take greater responsibility for how those resources are used. Every school improvement plan needs a substantial section that addresses barriers to learning and teaching through a process that replaces the current ad hoc, piecemeal approach and redeploys the resources to begin the process of developing a comprehensive system of learning supports.

Exhibit

What Is Spent in Schools?

- Looking at total education budgets, one group of investigators report that nationally 6.7 percent of school spending (about 16 billion dollars) is used for student support services, such as counseling, psychological services, speech therapy, health services, and diagnostic and related special services for students with disabilities (Monk, Pijanowski, & Hussain, 1997). The amount specifically devoted to learning, behavior, and emotional problems is unclear.

BUT, note that these figures do not include costs related to time spent on such matters by other school staff, such as teachers and administrators. Also not included are expenditures related to initiatives such as safe and drug free schools programs and arrangements such as alternative and continuation schools and funding for school-based health, family, and parent centers, and much more.

- Federal government figures indicate that total spending to educate all students with disabilities found eligible for special education programs was \$78.3 billion during the 1999-2000 school year (U.S. Department of Education, 2005). About \$50 billion was spent on special education services; another \$27.3 billion was expended on regular education services for students with disabilities eligible for special education; and an additional \$1 billion was spent on other special needs programs (e.g., Title I, English language learners, or gifted and talented education.) The average expenditure for students with disabilities is \$12,639, while the expenditure to educate a regular education student with no special needs is \$6,556. Estimates in many school districts indicate that about 20% of the budget is consumed by special education. How much is used directly for efforts to address learning, behavior, and emotional problems is unknown, but remember that over 50 percent of those in special education are diagnosed as learning disabled and over 8 percent are labeled emotionally/behaviorally disturbed.

Monk, D.H., Pijanowski, J.C., & Hussain, S. (1997). How and where the education dollar is spent. *The Future of Children*, 7, 51-62.

U.S. Department of Education, Office of Special Education and Rehabilitative Services, Office of Special Education Programs, *25th Annual (2003) Report to Congress on the Implementation of the Individuals with Disabilities Education Act*, vol. 1, Washington, D.C., 2005.

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Costs of Not Addressing Barriers to Learning

On October 24 and 25, 2005 Teachers College, Columbia University sponsored a symposium on the “Social Costs of Inadequate Education.” Major presentations were given by a group of distinguished researchers. See <http://www.tc.columbia.edu/centers/EquityCampaign/symposium/resource.asp>

Below are a few major points from the presentations:

>In 2005, it is estimated that close to one trillion dollars was spent on education in the U.S. This approaches 10% of the overall economy.

>What are the benefits or return on this investment? Estimates depend on whether we are talking only in terms of immediate increases in test scores or are including longer-term economic, social, health, and cultural benefits. From strictly an economic perspective, symposium presenters estimated that the U.S. could recoup nearly \$200 billion a year in economic losses by raising the quality of schooling, investing more money and other resources in education, and lowering dropout rates.

Some Data from the Symposium Papers:

- A high school dropout earns about \$260,000 less over a lifetime than a high school graduate and pays about \$60,000 less in taxes. Annual losses exceed \$50 billion in federal and state income taxes for all 23 million of the nation's high school dropouts ages 18 to 67.
- The United States loses \$192 billion– 1.6% of its current gross domestic product – in combined income and tax-revenue losses with each cohort of 18-year-olds who never complete high school. Increasing the educational attainment of that cohort by one year would recoup nearly half those losses.
- Health-related losses for the estimated 600,000 high school dropouts in 2004 totaled at least \$58 billion, or nearly \$100,000 per student. High school dropouts have a life expectancy that is 9.2 years shorter than that of graduates.
- Increasing the high school completion rate by 1% for men ages 20 to 60 could save the U.S. up to \$1.4 billion a year in reduced costs from crime. A one-year increase in average years of schooling for dropouts correlates with reductions of almost 30 % in murder and assault, 20% in car theft, 13% in arson, and 6% in burglary and larceny.
- The country will have a shortfall of 7 million college-educated workers by 2012, compared with the projected need.
- Participation in excellent preschool programs has been shown to boost academic achievement and reduce dropout rates, among other benefits. The economic benefits of such programs range as high as \$7 for each dollar spent (although savings and positive results are not linked to preschools that lack adequate funding and strong teaching).

Henry Levin, who chaired the symposium, reminds us that: “Educational inequity is first and foremost an issue of justice and fairness, but the research findings ... show that it is also an issue that affects all of us in our daily lives – and will affect our children even more so.”

This was prepared by the Center for Mental Health in Schools at UCLA.
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Support comes in part from the U.S. Department of Health and Human Services, Public Health Service, Health Resources and Services Administration, Maternal and Child Health Bureau, Office of Adolescent Health.



Pursuing Opportunities for Moving Proactively from the Margins into the Mainstream of School Improvement

Recent policy and program analyses conducted by our Center make it clear how few support staff are full participants at school and district tables where major school improvement decisions are made (see <http://smhp.psych.ucla.edu/whatsmissing.htm>). It is not surprising, then, that student support staff are not appropriately accounted for in school improvement planning and implementation. This maintains the tendency for student supports to be fragmented and narrowly-focused and to reach only a small proportion of those in need. Moreover, this state of affairs fundamentally undermines efforts to elevate the status of the student support enterprise in policy and practice, and thus, we see already sparse budgets further cut and support staff forced into counter-productive competition with each other and with community professionals working with schools. Changes clearly, are needed.

Given federal policies as reflected in the *No Child Left Behind Act* (NCLB) and the recent reauthorization of the *Individuals with Disabilities Education Act* (IDEA), there can be little doubt that action is essential. Moreover, with the impending reauthorization of NCLB, the field must move quickly, with a focus on assuring that a comprehensive system of student/learning supports is fully integrated into school improvement policy and practice.

One of the most proactive steps student support staff can take is to find a seat at school and district tables where planning and decision making are happening. To take action, indicate to the school principal and relevant district administrators that you want to contribute to the efforts of *School Improvement Planning Teams*.

Related to this, you can greatly strengthen your position if you also indicate that you want to help establish a *Resource-oriented Learning Supports Task Force*.

The aim of such a task force is to design a process to replace the current ad hoc, piecemeal approach to student support and redeploy those resources to begin developing a comprehensive system of learning supports. This includes

- analyses of how all relevant "initiatives" are incorporated under a unifying concept
- plans for developing a *Learning Supports Resource Team* at each school and a *Learning Supports Resource Council* for school clusters (e.g., feeder patterns) so that there is a regular focus on the type of resource analyses that is essential if school improvement planning and decision making are to appropriately and effectively address barriers to learning and teaching
- a process that reduces inappropriate referrals for special education and special services through development and implementation of a *Response to Intervention (RTI)* approach that goes beyond reteaching and includes major strategies for addressing barriers to
- and so much more!

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Fully Integrating Student/Learning Supports into the School Improvement Agenda

Are you worried about the ongoing marginalization of student/learning supports?

Then, find your way, as early as you can, to the tables where school improvement planning and major decision making are underway.

Why is it essential to be at school improvement and decision making tables?

If you are not involved in planning and making major decisions, the concerns you represent will be marginalized in the schools quest for immediate increases in test scores. In an era of sparse school resources, this means that all interventions designed to address “barriers to learning and teaching” will be attended to in superficial ways when resources are allocated. That is, even when the concerns are understood (and lamented), appropriate resources will not be assigned to address the matters.

How to Proceed

(1) Accept and support the reality that:

Effective instruction is the bottom line for any school. No one wants to send their child to a school where teachers do not have high standards, expectations, and competence.

(2) Within that context, strongly make the following points:

- *School systems are not responsible for meeting every need of their students. But, when the need directly affects learning, the school must meet the challenge.*
(Carnegie Task Force on Education)
 - And, the reality in too many classrooms is that improved instruction is not sufficient. In daily practice, schools continue to be plagued by student disengagement, bullying, violence, and other behavior problems, substance abuse, and dropouts.
 - Teachers need and want considerable help in addressing barriers to student and school success. Unfortunately, the sparse help they currently receive is grossly inadequate.
 - A fair interpretation of the phrase “No Child Left Behind” is that all students will have an equal opportunity to succeed at school. Unless school improvement efforts ensure there is a systemic, comprehensive, and cohesive approach to addressing barriers to learning and teaching, many will continue to be left behind.
-

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(3) Ask to be part of the formal needs assessment used as a basis for school improvement:

Provide help with the school improvement needs assessment to be certain that factors directly interfering with effective learning and teaching are fully delineated. For instance, the guidance for designing schoolwide programs in Title I schools calls for needs assessment in seven arenas. In each of these, data should stress necessary improvements related to addressing barriers to learning and teaching (see examples below):

- *standards-based curriculum, instruction, and assessment* – Are problems effectively addressed related to student motivation and readiness to learn what the teacher plans to teach on a given day (e.g., how many students are not adjusting well to school? how many are not very engaged? how many have actively disengaged?)?
- *structural reform strategies* – What does the school do each day to address barriers to teaching and learning as an essential aspect of enabling all students to have an equal opportunity to succeed at school?
- *leadership and governance* – Is there at least one major leader/administrator who sits at decision making tables and whose job description encompasses substantial responsibility and accountability for the development of a comprehensive system of learning supports?
- *professional development* – Is there an effective capacity building program for all staff who work to enable learning by addressing barriers to learning and teaching?
- *culture and climate* – Is there understanding of the relationship between how the school addresses barriers to learning and teaching and how students, staff, and families feel about the school?
- *external supports and parent and community involvements* – Are all these used to strategically fill high priority gaps related to developing a comprehensive, multifaceted, and cohesive system of learning supports?
- *extended learning activities* – Are these used not only to enhance the school's immediate academic concerns, but also to provide major opportunities to enhance social and emotional development and for true enrichment experiences?

(4) With the data from the needs assessment, you can request formal inclusion in the planning process to ensure there is an appropriate focus on addressing barriers to learning:

In doing so, you can be guided by the five step process outlined in the guidance for designing schoolwide programs in Title I schools, but with the added emphasis on effectively dealing with concerns about addressing barriers to learning and teaching. This requires

- ensuring that staff who understand learning supports are key members of the planning team (some guides do specifically mention that the planning team should include “non-instructional staff” such as pupil services personnel, guidance counselors, health service providers, etc.)
- clarifying that the vision for reform not only includes improving instruction and governance/management of resources, but also requires a comprehensive approach to enabling learning by addressing barriers to learning and teaching
- including in the school profile a detailed, separate section on learning supports that
 - specifies professional development for learning supports staff
 - broadens the focus with respect to family and community involvement to strategically fill high priority gaps related to development of a comprehensive, multifaceted, and cohesive system of learning supports
 - focuses on how well the learning supports staff are integrated into the infrastructure for decision making about resource allocation and daily operations

(5) At the planning table, stress that meeting the challenge stemming from factors that interfere with learning and teaching:

- is an absolute *imperative* given how many schools are designated as low performing, how difficult it is to close the achievement gap, and the continuing concerns about school safety.
- requires rethinking how schools can more effectively use *all* support programs, resources, and personnel.
- requires setting appropriate priorities and goals for meeting needs (addressing about three major concerns each year)
- requires establishing an *infrastructure* for beginning the process of developing a comprehensive schoolwide approach for addressing barriers to learning and teaching (e.g., the leader/administrator responsible for doing so, a team to work with the leader in developing a comprehensive system of learning supports).

Fully Addressing Barriers to Learning and Teaching in the School Improvement Design

While school improvement guidance documents allow for addressing barriers to learning and teaching, they do not give direct attention to developing a comprehensive system of learning supports that accounts for the full range of learning, behavior, and emotional problems teachers encounter each day. Think about the need for a system that enables teachers to be more effective in teaching the many with garden variety learning and behavior problems (who currently are inappropriately misdiagnosed as LD or ADHD in order to provide them with additional assistance); think about what must be done to re-engage the large and growing number of students who teachers report have actively disengaged from classroom instruction.

No one needs to start from scratch in planning to develop and fully integrate a systemic approach for “student/learning supports” into a comprehensive schoolwide plan. The Center has several examples online (see appended references). We consistently use these examples as prototypes in analyzing school improvement planning guides (e.g., the guidance for designing schoolwide programs in Title I schools). From that perspective, it seems clear, for example, that the following five of the nine components that must be addressed in the Title I plan can readily be designed to ensure development of a system of learning supports.

- *High-quality and ongoing professional development.* “The statute requires that professional development be extended, as appropriate, to those who partner with teachers to support student achievement” This certainly should include all who are or need to be involved in addressing barriers to learning and teaching.
- *Strategies to increase parental involvement.* Again, this is an area that provides opportunity to focus on how the school can expand its efforts to involve families/homes (including foster care providers). A comprehensive system of learning supports includes a full continuum of interventions necessary for reaching out to those with whom schools find it hard to connect.
- *Plans for assisting preschool students in the successful transitions from early childhood programs to local elementary schoolwide programs.* Support for a full range of transitions is a key element of a system of learning supports. Of particular concern related to the transition from early childhood is elementary school adjustment and follow-through with children who need social and academic support well into kindergarten and often into grades 1 and 2.
- *Activities to ensure that students who experience difficulty attaining proficiency receive effective and timely assistance.* While improved (e.g., personalized) instruction may be sufficient for some students, many need additional supports to enable learning. Often this amounts to adjustments and accommodations that can be implemented in the classroom to enhance motivation and capability to learn (e.g., classroom-focused enabling). However, a schoolwide approach also requires the operation of a full range of learning supports, including access to specialized student and family supports.
- *Coordination and integration of Federal, State, and local services and programs.* A well-designed system of learning supports braids together all school and community resources into a comprehensive, multifaceted, and cohesive intervention framework to address barriers to learning and teaching.

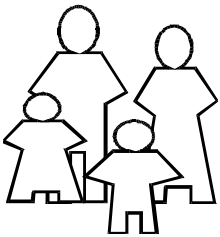
And, so: If schools are to ensure that students succeed, school improvement designs must reflect the full implications of the word *all*. Clearly, *all* includes more than students who are motivationally ready and able to profit from demands and expectations for “high standards.” Leaving no child behind means addressing the problems of the many who aren’t benefitting from instructional reforms because of a host of *external* and *internal* barriers interfering with their development and learning. This is certainly the case for students in any school in need of improvement, and therefore, school improvement planning must fully reflect this reality.

A Few Relevant References from the Center

- *Sustainability & Scale-up: It's about Systemic Change* (newsletter feature article) – <http://smhp.psych.ucla.edu/pdfdocs/Newsletter/Fall04.pdf>
- *Sustaining School-Community Partnerships to Enhance Outcomes for Children and Youth: A Guidebook and Tool Kit* – <http://smhp.psych.ucla.edu/pdfdocs/sustaining.pdf>
- *Systemic Change for School Improvement: Designing, Implementing, and Sustaining Prototypes and Going to Scale* – <http://smhp.psych.ucla.edu/pdfdocs/systemic/systemicreport.pdf>
- “Scaling-Up reforms across a school district” by L. Taylor, P. Nelson, & H.S. Adelman (1999). *Reading & Writing Quarterly*, 15, 303-326.
[http://smhp.psych.ucla.edu/publications/21%20SCALING-UP%20REFORMS%20ACROSS%20A%](http://smhp.psych.ucla.edu/publications/21%20SCALING-UP%20REFORMS%20ACROSS%20A%20)
- “On sustaining project innovations as systemic change” by H.S. Adelman, & L. Taylor (2003). *Journal of Education and Psychological Consultation*, 14, 1-25.
[http://smhp.psych.ucla.edu/publications/45%20on%20sustainability%20of%20project%20innovations%](http://smhp.psych.ucla.edu/publications/45%20on%20sustainability%20of%20project%20innovations%20)
- “Toward a scale-up model for replicating new approaches to schooling” by H. S. Adelman, & L. Taylor (1997). *Journal of Educational and Psychological Consultation*, 8, 197-230.
[http://smhp.psych.ucla.edu/publications/06%20toward%20a%20scale%20up%20model%20for%](http://smhp.psych.ucla.edu/publications/06%20toward%20a%20scale%20up%20model%20for%20)
- *School Improvement Planning: What's Missing?* – <http://smhp.psych.ucla.edu/whatsmissing.htm>
- *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>
- *Designing Schoolwide Programs in Title I Schools: Using the Non-Regulatory Guidance in Ways that Address Barriers to Learning and Teaching* – <http://smhp.psych.ucla.edu/pdfdocs/briefs/DOEGuidance.pdf>
- *The School Leader's Guide to Student Learning Supports: New Directions for Addressing Barriers to Learning* by H. Adelman & L. Taylor (2006) (<http://www.corwinpress.com/book.aspx?pid=11343>)
- Example of a Formal Proposal for Moving in New Directions – <http://smhp.psych.ucla.edu/pdfdocs/studentsupport/toolkit/aidj.pdf>
- *Developing Our Youth: Fulfilling a Promise, Investing in Iowa's Future - Enhancing Iowa's Systems of Supports for Learning and Development* – <http://smhp.psych.ucla.edu/pdfdocs/iowasystemofsupport.pdf>
- *The Implementation Guide to Student Learning Supports: New Directions for Addressing Barriers to Learning* by H. Adelman & L. Taylor (2006) (<http://www.corwinpress.com/book.aspx?pid=11371>)

A few more resources to help make the case:

- *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>
- *Costs of Not Addressing Barriers to Learning* – <http://smhp.psych.ucla.edu/pdfdocs/costs.pdf>
- *Data on the Plateau or Leveling Off Effect of Achievement Test Scores* – <http://smhp.psych.ucla.edu/pdfdocs/plateau.pdf>
- *Data Related to the Need for New Directions for School Improvement* – <http://smhp.psych.ucla.edu/pdfdocs/data.pdf>
- *Another Initiative? Where Does it Fit? A Unifying Framework and an Integrated Infrastructure for Schools to Address Barriers to Learning & Promote Healthy Development* – <http://smhp.psych.ucla.edu/pdfdocs/infrastructure/anotherinitiative-exec.pdf>



Feedback Form

Call to Action:

Student Support Staff: Moving in New Directions through School Improvement

>If you want to respond by email, send to Ltaylor@ucla.edu.

>If you choose to FAX, send to **(310) 206-8716**.

(1) Indicate others to whom you want us to be certain to send the report and any other thoughts you have about circulating the report.

(2) Please indicate any ideas about how to use the report to stimulate discussion and change

(3) Please indicate (on a separate sheet) additional ideas about mobilizing and preparing student support staff for involvement in school improvement planning and decision making, e.g., any plans your organization/agency has with respect to any of the following:

- (a) mobilizing student support staff to find their way to school improvement tables,
- (b) building their capacity to be effective at such tables,
- (c) expanding their roles and functions to include development of comprehensive systems of learning supports,
- (d) developing resource aids for the call to action.

Your Name _____ Title _____

Organization _____

Address _____

City _____ State _____ Zip _____

Phone (____) _____ Fax (____) _____ E-Mail _____

Thanks for completing this form.



The Center for Mental Health in Schools is co-directed by Howard Adelman and Linda Taylor and operates under the auspices of the School Mental Health Project in the Department of Psychology, UCLA.

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