

SUMMARY:  
**TITLE VII SYSTEMWIDE  
GRANTEES CONFERENCE**



*Office of Bilingual Education  
and Minority Languages Affairs*  
Washington, DC

National Clearinghouse for Bilingual Education  
Institute for Educational Policy Studies  
Graduate School of Education and Human Development  
The George Washington University

**Table of Contents**

**[Background](#)**

**[Welcome and Introductions](#)**

**[Agenda Review](#)**

**[Morning Plenary Session Speaker](#)**

**[Concurrent Small Group Sessions and Expert Panels](#)**

- [Session: Obtaining Commitment and Consensus](#)
- [Session: Staffing](#)
- [Session: Systemic Reform/Planning for Change](#)
- [Session: Capacity Building](#)
- [Session: Collaboration](#)
- [Session: Evaluation](#)

**[Concurrent Small Group Discussions by Program Year](#)**

- [Session: First-Year Programs](#)
- [Session: Third-Year Programs](#)
- [Session: Fifth-Year Programs](#)
- [Session: Ask the Expert Panel, October 15](#)
- [Session: Ask the Expert Panel-October 16](#)
- [Session: Resources for Systemwide Projects](#)

## Evening Plenary Speaker

### Closing Statement, October 16

**APPENDICES:** You will need a free [Adobe Acrobat Reader](#) to view or print  PDF files.

- Appendix A: [Conference Agenda](#) 
- Appendix B: [Resource Guide for Systemwide Projects](#) 
- Appendix C: [Profiles of Title VII Systemwide Projects](#) 
- Appendix D: [Organizational Development for Systemwide Bilingual Education](#) 
- Appendix E: [IASA Title VII, Writing the Biennial Evaluation Report](#) 
- Appendix F: [Studies of Education Reform- Systemic Reform, Volume I- Findings and Conclusions](#) 
- Appendix G: [List of Participants](#) 

The National Clearinghouse for Bilingual Education (NCBE) is funded by the U.S. Department of Education's Office of Bilingual Education and Minority Language Affairs (OBEMLA) and is operated under Contract No. T 295005001 by the George Washington University, Graduate School of Education and Human Development, Center for the Study of Language and Education. This paper was prepared under Task Order EDOBEM-98-008127, Model 11. The opinions, conclusions, and recommendations expressed herein do not necessarily reflect the position or policy of the George Washington University or the U.S. Department of Education and no official endorsement should be inferred. The mention of trade names, commercial products or organizations does not imply endorsement by the U.S. government. Readers are free to duplicate and use these materials in keeping with accepted publication standards. NCBE requests that proper credit be given in the event of reproduction.

SUMMARY:  
**TITLE VII SYSTEMWIDE IMPROVEMENT  
GRANTEES CONFERENCE**

[title page & table of contents](#)

OCTOBER 14-16, 1999  
WASHINGTON, DC

## **BACKGROUND**

The Office of Bilingual Education and Minority Languages Affairs (OBEMLA) of the U.S. Department of Education asked the National Clearinghouse for Bilingual Education to organize a conference for Title VII Systemwide Improvement grant recipients. A total of 135 people participated in the event, held October 14-16, 1999 at the Omni-Shoreham Hotel in Washington, DC.

Systemwide Improvement projects were established by the 1994 Improving America's Schools Act, the legislation which reauthorized the Elementary and Secondary Education Act of 1965. The first 37 projects were funded by OBEMLA for the 1995-96 school year. An additional 42 projects were funded beginning in the 1997-98 school year, and nine projects were funded to begin with the 1999-2000 school year. Grants are awarded for five-year periods.

Systemwide Improvement projects are charged with implementing districtwide programs to "improve, reform, and upgrade relevant programs and operations, within an entire local educational agency that serves a significant number of children and youth of limited English proficiency...". Grants can be used to review, restructure, and upgrade any/all aspects of the educational system including, but not limited to, 1) curriculum, standards and assessments, 2) personnel policies and practices, 3) student grade-promotion and graduation requirements, 4) student assignment policies and practices, and 5) family education programs and parent outreach and training activities.

The two main goals for the meeting were for grantees to obtain information and technical assistance regarding strategies and resources for implementing systemwide educational reform programs, and to have the opportunity to network with other Title VII Systemwide grantees.

Title VII Systemwide Improvement projects are making a significant difference in how school districts assess and serve limited English proficient (LEP) students and how personnel are prepared to work with these students. The projects are implementing innovative strategies for changing the organizational structure and operation of school districts, involving everyone in educating all students.

Regardless of size or location of the school district, or the composition of the student population, Systemwide Improvement projects have much in common. They all have or are going through similar stages in the process of systemic reform. Over the five-year period, most projects go through the following stages:

### **Year 1: Obtaining a Real Commitment and Consensus**

The greatest challenge facing most Systemwide Improvement projects in their first year of funding is ensuring participation and buy-in on the part of the entire school district. How to help mainstream staff (administrators and teachers) gain ownership of the project and its activities; communication of the purpose of the grant to all school administrators and how it will be able to support their bilingual education programs; and the importance of incorporating bilingual education into the mainstream curriculum are issues which first-year projects all encounter.

### **Year 2: Teaming and Empowerment**

During their second year, many Systemwide Improvement projects focus on the need to empower educational personnel as well as parents and other community members to lead education reform efforts. Training key leaders at each school site to build a cadre of people to be advocates for LEP students as well as to support the other staff members in instructional strategies is critical to the ultimate success and institutionalization of the project.

### **Year 3: Staff Recruitment, Retention, and Development**

Systemwide Improvement projects all face the perpetual problem of staffing shortages and employee turnover. How to manage the turnover in project staff and minimize the impact of such changes is a major challenge. In addition, providing professional development activities appropriate to each different group of personnel within the district adds a layer of complexity to staff development.

### **Year 4: Alignment and Refinement**

During the fourth year, many Systemwide Improvement projects take the time to revisit each site's plan to make sure they are still on target or whether there is a need to refocus activities. At this point, many projects are looking at the alignment of curriculum with state and district curricula frameworks and state assessments.

### **Year 5: Building Capacity**

Although most Systemwide Improvement projects focus on ensuring that the program will continue after Title VII funding has ended from the first day of the first year of their project, the fifth year is when they must actively evaluate the impact of the program and take steps to institutionalize the project. Consequently most fifth-year Systemwide Improvement projects concentrate on ensuring that the systemic change process and the support/training provided by the grant will continue once federal funding has ended.

### **Themes:**

Several themes arose from the presentations and discussions on the various aspects of the implementation of Systemwide Improvement projects. Perhaps the most important was that of communication being paramount to the success of the project. Effective communication regarding the goals and objectives of the program; the educational needs of limited English proficient students; and the ways in which each component of the school district and the community can

contribute to the educational process is essential. The better and wider the communication, the greater the support for and participation in the program.

The second theme was that of high expectations and supportive environments. Successful projects are those in which the school district recognizes and builds upon the strengths limited English proficient students bring to the classroom. Teachers need to be supported in their efforts and continuous staff development is essential to the success of these projects.

Finally, there was the theme of leadership. It was evident that strong leadership skills on the part of the Systemwide Improvement project director are critical to the ultimate success of the program. The ability of the individual to build consensus; to "negotiate" the system; to motivate staff; to involve the community; and to "get things done" determine the extent to which these projects truly transform the manner in which school districts serve limited English proficient students.

The agenda for the conference is contained in Appendix A. Materials distributed both before and at the conference are contained in Appendices B-F. Appendix G is the participant list. The following are highlights of each of the conference sessions.

## WELCOME & INTRODUCTIONS

Mr. Arthur M. Love, Acting Director of the Office of Bilingual Education and Minority Languages Affairs (OBEMLA) of the U.S. Department of Education was introduced by Dr. Joel Gómez, Director of the Institute for Education Policy Studies at the George Washington University.

Mr. Love praised the participants for being on the cutting edge of reform efforts and informed the group that their efforts are impacting the President's education agenda. According to Mr. Love, the Administration understands the importance of delivering educational services to children in order to prepare them for a technological future.

Mr. Love encouraged all participants to share ideas on program development and implementation, especially with the first-year grantees. He concluded his statements to the participants by introducing each OBEMLA program officer and noting the states they oversee.

Dr. Gómez emphasized that a clear and consistent vision, a coherent set of policies aligned with that vision, and a restructured system to delegate instructional authority to those closest to instruction are essential for systemic reform. Key in this process is the development of the knowledge and skills necessary to achieve the established outcomes.

Dr. Gómez stressed the importance of program accountability. Evaluation efforts must be built into any beginning program as an instructional goal and sustained. When accountability structures are consistent with reform goals, they can further focus on the attainment of evaluation goals and provide useful information on

weaknesses that need to be addressed. The processes and mechanisms for accountability facilitate learning on the part of the educational personnel involved.

## AGENDA REVIEW

The next speaker, Dr. Nancy Zelasko, Research Scientist with NCBE of the George Washington University, served as the conference facilitator. She stated that the conference was organized in response to requests by the systemwide project directors and was designed to fulfill their needs. She introduced and thanked the planning committee: Cambridge Public Schools, Massachusetts; Dearborn Public Schools, Michigan; Glendale Unified School District, California; Houston Independent School District, Texas; Lovington Municipal Schools, New Mexico; and Palm Beach Public Schools, Florida. Dr. Zelasko noted that the agenda reflects the common issues faced by each project: commitment and consensus, staffing, systemic reform and planning for change, and evaluation. Dr. Zelasko also encouraged participants to meet with their OBEMLA program officers; take advantage of the "swap shop" of materials from other Systemwide projects; and to share their expertise with their colleagues.

## MORNING PLENARY SESSION SPEAKER

Dr. Peirce Hammond, Director of the Office of Reform Assistance and Dissemination, OERI, U.S. Department of Education, spoke about the importance of systemic reform in the educational system because current reform efforts cultivate students to become active critical thinkers and problem solvers. He emphasized that student needs should be at the center of systemic reform. Towards that end, a current Department goal is to provide all students, kindergarten through twelfth grade, with the means to attend college.

Dr. Hammond stated that systemic reform requires a greater overall financial investment in education and public commitment to the future. He noted:

- Resources are critical to systemic reform. Resource needs include professional development, supplies and materials, technology transfer, curriculum development, instruction, and assessment.
- Implementing standards-based reform under current fiscal constraints requires creativity and time, time being the most critical for reform to succeed. Therefore, funds should be allocated to provide time for professional development.
- Parents should be involved from the beginning of the reform process to ensure understanding and build community support. Engendering such a commitment is a major challenge but paramount to building capacity.

Dr. Hammond ventured that many intangibles influence the sense of collective commitment and responsibility for systemic reform, but a system must have advocates to garner and sustain support for reforms. Therefore, it is important to

coordinate and foster partnerships with various stakeholders to leverage all the resources available for reform efforts. Advocacy includes reinforcing opportunities for teachers, educators and the public to move towards shared outcomes identified in a coherent set of policies.

He noted specific components of capacity building. For example, collaborative time is needed for teachers to plan, assess, and develop their curriculum and instruction, and to participate in professional development. Additionally, all involved need time to develop policies that promise support for reform, and allocate resources to align goals with reform efforts.

Dr. Hammond offered the following points about systemic reform:

- Resources must include quality products to enhance learning, such as instructional materials that reflect the emerging standards.
- Since systemic reform is a long-term process, patience is required to overcome resistance to change.
- Professional development, when connected to overall reform goals, serves as a mechanism for broad dissemination of new initiatives.
- Systemic reform must be comprehensive and balanced.
- Collaboration cannot be over-emphasized; a "critical mass" of teachers, educators, and community leaders serve as professional leaders of reform. Schools must seek external input and assistance to move significantly beyond current practice.
- Systemic reform entails planning and improving a system's infrastructure to replace out-dated models of instruction.
- Integrity is the heart and soul of any model of effective systemic reform.

Dr. Hammond spoke of the importance of renewal. A successful reform system must continually be assessed to learn from practice and adjust as it goes. He noted that change creates certain tensions and balances in the "top-down" orientation of the educational bureaucracy. These tensions and balances pertain to:

- depth versus breadth;
- process versus product;
- long term versus immediate results;
- current practice versus change and candor;
- criticism versus appreciation; and
- cooperation.

There must be a universal sense of purpose among individuals and the collective community with each having equal responsibility in the development of a school or community vision. That vision has to be grounded in common goals to yield substantial progress. Dr. Hammond calls upon members of the system to surpass traditional levels of commitment and responsibility and create a new set of cultural norms, emphasizing continuous reflection and improvement. This entails using specific tools and processes to evaluate progress towards the new goals. Success relies on a shared vision with a flexible and accommodating plan for compliance. Dr. Hammond concluded that the establishment of a vision provides

the frame to create and evaluate all aspects of reform.

## CONCURRENT SMALL GROUP SESSIONS & EXPERT PANELS

As shown on the agenda, each topic was covered in two separate sessions and by different presenters. The following notes are organized by topic.

### SESSION: OBTAINING COMMITMENT & CONSENSUS

Friday, October 15, 1999 10:30 a.m.  
Dearborn Public Schools  
18700 Audette, Dearborn, MI 48124  
ph: (313) 730-3029 fax: (313) 791-3301

#### Presenters:

Cheryl Kreger, Director  
Wageh Saad, Project Director, Coordinator  
Judy Dawson, Coordinator  
Maura Sedgeman, Resource Teacher  
Marci Fayz, Resource Teacher

The Dearborn Public School system has 17,000 students, 5,000 of whom are in bilingual education programs. The largest bilingual constituents are Arabic-speaking. The history of bilingual programs in Dearborn Public Schools has been dominated by two main issues:

1. Building consensus in support of bilingual education, and
2. Generating action at three levels: district, school and classroom.

A challenge to the system has been the negative perception of bilingual students by some staff, who view limited English fluency as problematic. The School Board and superintendent wanted to change this view on behalf of the students. In response, the Dearborn Public School system built consensus by developing a Bilingual ESL Handbook as a key, working document. A commitment was made not only by the central office personnel but also by principals to support bilingual education in the district.

The second issue that the Dearborn School System addressed is the need to put support structures for the program into place by:

- Enhancing communication systems and sharing of ideas across the school system;
- Embracing grassroots level conversations;
- Obtaining commitment from teachers and providing the proper tools and expertise for students;
- Exploiting program opportunities for sharing and learning; and
- Maintaining flexibility in response to best practices.

The Dearborn Public School system aims to create schools capable of nurturing the intellectual potential, igniting the imagination, and developing the character of each and every student. The system requires that everyone must be a learner in that process. Dearborn Public Schools made a conscious effort to allow decision-making at the school level in order to employ both autonomy and site-based management.

Other lessons learned by the school system during this process include:

- High Degree of Involvement – Everyone in a school has to be involved in order to obtain commitment and consensus. Consensus can be defined as a collective feeling, or a climate, and is not necessarily a 100% vote.
- Research and data-based decisions are needed to develop an informed consensus.
- State and local Boards' input is necessary.
- Principals must have authentic commitment and support to get results; their autonomy and support from the central office is essential.
- The Learning Organization - Everyone must learn the same thing from the same source. Staff development should be for everyone in the building so that they share the same language.
- Decision by Consensus - There will be some compromise, but there must be both commitment and consensus.

Other aspects of the Dearborn experience in building commitment and consensus include the development of peer coaching teams to increase professional and student learning. The primary focus of peer coaches is to increase teacher effectiveness and student achievement.

---

Saturday, October 16, 1999 9:00 a.m.  
Houston Independent School District  
Airline Drive, Houston, TX 77022  
ph: (713) 696-7650 fax: (713) 696-7655

**Presenters:** Herlinda Naranjo, Title VII Program Director  
Sylvia Holub, Title VII Parent Involvement Specialist

The team from the Houston Independent School District (ISD) North described various features of their Title VII program including:

- Hiring Title VII staff;
- Identifying administrative commitment;
- Developing and supporting model programs;

- Securing program buy-in;
- Equity for all; and
- Staff development programs.

The presentation team stressed the following elements of Houston ISD's Title VII program:

1. Building commitment and consensus for a Title VII program is largely dependent on securing the "buy-in" of the greatest number of people. Staff, administrators, parents, and local citizens (whether involved directly with the program or not) must be made aware of the program's contributions to the district's educational goals and its benefits to the wider community. This involves employing an array of resources and tactics including:
  - Involving the district's public relations office in advertising the program through local media;
  - Encouraging teachers to submit articles and "success stories" to local papers;
  - Organizing workshops and conferences involving parents and community leaders; and
  - Meeting one-on-one with as many people as possible.
2. Houston ISD initially had trouble assembling enough non-LEP students to team up with LEP students in dual language programs. Parents unfamiliar with the benefits of the program were hesitant to commit their children, and meetings addressing the issue were too poorly attended to make a difference. Program administrators found that by making house calls to the parents, their efforts to obtain commitment had a "100 percent success rate".
  - The presenters stressed the importance of direct communication with principals to convince them of the program's assets for their school community, tying program goals to the schools' goals. Principals should be encouraged to provide some of the program funding, because they are then more likely to become actively involved and committed.
  - The managers of program funds must consider the incremental decrease in funding over the five-year period, and "spread out the money" to benefit as many people as possible. Investing in professional development or computer hardware and software can help to ensure the future of the program after the funding ends.

**SESSION: STAFFING**

Friday, October 15, 1999 10:30 a.m.  
Cambridge Public Schools,  
159 Thorndike Street,  
Cambridge, MA 02141  
ph: (617) 349-6466 fax: (617) 349-6515

**Presenters:** Mary Cazabon, Director of Bilingual Programs  
Corinne Varon, Coordinator of Bilingual Programs

Addressing the issue of school reform, the team described the objectives of the Cambridge Bilingual Education Reform Project, 1995-2000:

1. All Cambridge LEP students participating in the bilingual education systemwide reform program will develop/maintain literacy in the native language.
2. All Cambridge native English-speakers participating in the bilingual education systemwide reform program will develop literacy in the second language.
3. All participating children will achieve the high academic standards articulated in city and state curriculum frameworks for Science, Math, Social Studies, Language Arts, Health and Human Development and Educational Technology.
4. Cambridge students from diverse backgrounds participating in the project will develop meaningful cross-cultural relationships with other children.
5. All children in the project will develop more favorable attitudes towards bilingualism and multicultural education.

Other innovative features of the program involve teachers, students and parents. They are as follow:

- After school Study Group;
- After school Culture Club involving teachers as well as students;
- Evening Parent Training - Systematic Training and Effective Parenting (STEP) Training - offering native language computer training, ESL, and Spanish courses; and
- Visiting Artists' Program, a parent initiative in which bilingual artists teach art to the students.

Each year, the project concentrated on different areas:

Year One: Commitment and Consensus Building

Year Two: Teaming

Year Three: Continued Staff Development

Year Four: Concerted Curriculum/Assessment Effort

Year Five: Building Capacity

---

Saturday, October 16, 1999 10:30 a.m.  
Broward County Public Schools,  
1441 North Federal Highway, Fort Lauderdale, FL 33316  
ph: (305) 765-6680

**Presenter:** Dan Konigsberg, Project Coordinator

Project EMPOWER aims to attract and retain teachers, and provides stipends for teacher training towards certification. In addition, the project uses a performance-based curriculum for limited English proficient students. Mr. Konigsberg described some characteristics of his district and solutions to the challenges of attracting and retaining teachers.

"Innovation Zones" was one solution that involves:

- Establishing a group from elementary and high schools who share the same students, families, and communities to stimulate greater interest, understanding and ownership of the schools;
- Creating a community feeling in every high school; and
- Solving the challenge of large mobility rates and incoming LEP students from other countries.

Innovation Zones address the challenges to their schools through:

- Strategic planning;
- Student learning environment;
- Family and student support services;
- School, parent, and community partnerships; and
- Professional development training.

Innovation Zone Support Services were founded on the belief that teachers are best able to identify needs and seek solutions that work for them. Support staff includes trainers, field experience coordinators, and ESOL resource teachers.

The presenter described the "Sunshine State Standards." Built on benchmarks, they delineate high quality standards for every grade. They also dictate "essential teacher knowledge" to hold teachers, principals and administrators accountable for student attainment of the standards. This endeavor establishes the basis for professional development programs to ensure that teachers have the capacity to teach to the high quality standards established.

Community-based organizations and partnerships also contributed to the resolution of staffing issues. These included:

- Broward Academy for Teaching Excellence;
- Clearinghouse of Effective Instructional Practices;
- Collaborative Action Research;
- Parent Involvement;
- Demonstration Classrooms; and

- Partnerships with local universities.

The grant funded services and resources to foster a more collegial environment amongst teachers and the realization that staff development must be customized to meet teachers' needs at their levels of knowledge. These include:

- professional development with study groups;
- demonstration classrooms;
- action research; and
- learning communities.

## **SESSION: SYSTEMIC REFORM/PLANNING FOR CHANGE**

Friday, October 15, 1999 10:30 a.m.  
Buffalo City School District  
731 City Hall, Buffalo, NY 14202  
ph: (716) 851-3704 fax: (716) 851-3882

**Presenter:** David Báez, Director of Foreign Languages and Bilingual Education

Mr. Báez observed that the Buffalo Public Schools receive 70% of its funding from the state. The systemwide grant, currently in its fifth year, has had to meet recently-adopted state standards. The project has faced several challenges:

- The need to overcome implementation resistance from district administrators and principals;
- Bilingual teachers who were Spanish dominant, or conversely, teachers who were not fully fluent in Spanish;
- Groups of students with differing English and Spanish proficiency levels in reading, writing, and speaking;
- Shortage of certified bilingual teachers; and
- Transportation issues.

Through the grant, Buffalo Public Schools has successfully improved program design, curriculum development, operations and procedures, student achievement, family education and parental involvement, and staff development. Buffalo Public Schools has achieved a greater degree of congruence, consistency and cross-program coordination in all the project components.

The grant enabled the Buffalo Public Schools to:

1. fund classes for certification in bilingual education and ESL;
2. fund parent education in areas such as leadership training, involvement with schools, and literature translation;
3. fund in-service training on test-taking skills;

4. create a "Future Teachers" club; and
5. provide books and other resources materials (e.g., microscopes, calculators, etc.).

---

Saturday, October 16, 1999 9:00 a.m.  
Ysleta Independent School District  
9600 Sims Drive, El Paso, TX 79925  
ph: (915) 595-5701 fax: (915) 595-6813

**Presenters:** Antonia Tapia, Coordinator, Project Mariposa  
Lucille Housen, Director, Project Mariposa

Ysleta Independent School District (YISD) serves approximately 46,879 students in 54 schools. Thirty-three percent (over 15,000) of these students are limited English proficient (LEP) and from this group, 40% (over 6,000) are considered non-English proficient. The percentage of LEP students continues to increase. The overwhelming majority of the LEP students are dominant in Spanish. In terms of school level and LEP, approximately 76% of secondary school students and 85% of elementary students are Hispanic.

The presenters described various features and components of their project in this session entitled, "Successful Administration Training Model: A Pivotal Point for Creating a Quality School." Project Mariposa is designed to implement a district-wide two-way dual language immersion model K-12 and build capacity through systemic change, administrator training, and teacher training.

The Mariposa model is characterized by planning for the whole staff, particularly K-1 teachers. The development of a vision statement, "All students who enroll in our schools will graduate from high school fluently bilingual and be prepared to enter a four-year college or university" was adopted as policy.

Project Mariposa was designed with a systemic approach to change, targeting people at the different levels of the educational system simultaneously. Taking this approach into account, the understanding of the staff development component of Project Mariposa requires describing the personnel involved in the program.

Each of the members of the staff contributes to the success of Project Mariposa. In order to ensure the highest potential for success, Project Mariposa maintains a strong professional development component. All personnel working directly with Project Mariposa are working on degrees to upgrade their skills. This contributes to the maintenance and expansion of two-way dual language, late-exit bilingual education and parent involvement programs beyond the grant period. Once trained, they progress into central office administration, principal or bilingual teacher positions.

The objective of Project Mariposa was to improve the academic performance of LEP students as measured by the TAAS. To accomplish this objective, a

new philosophy (and mission) and methodology of teaching bilingual education had to be established. The strategy to introduce this change was systemic. The first step was to find a group of employees committed to bilingual education and students. By targeting people at different levels of the educational system simultaneously and providing training (leadership and content-related competence), a small group was able to infuse the new philosophy throughout the system. The competence and commitment was critical towards establishing credibility throughout the system.

Initially a core group of people were trained on the new philosophy and methodology. This core group was composed of a coordinator, change agents, bilingual teachers, administrative interns and teachers interns. The group had two objectives while working with Project Mariposa: a) continue their education towards degrees and b) act as change agents at different levels of the system.

Once they left the program, they entered the educational system with knowledge of the new philosophy and methodology and advanced managerial skills (i.e., competence). They become agents of change within the system at different levels: Principals, administrators or bilingual teachers. By training different core groups, the new vision will be spread throughout the system and the change will be accomplished.

In terms of success, five major elements can be distinguished. They are:

1. A clear statement of the mission and objectives and the share of those by all people involved in the process;
2. A systematic approach to change attempting to target the different levels of the educational system simultaneously. Change was introduced top-down and bottom-up;
3. The close connection between the content of staff development activities and the nature of the new approach to bilingual education;
4. The ongoing training and access to information and technology once the teachers and other participants have finished the program and the multiplication effect achieved by trainer of trainer programs; and
5. The yearly evaluation of the objectives and dissemination of the positive results to different levels of the educational system played as a motivator for people to be involved and to continue with their work.

## **SESSION: CAPACITY BUILDING**

Friday, October 15, 1999 4:00 p.m.  
Glendale Unified School District  
319 N. Central Avenue, Glendale, CA 91203  
ph: (818) 247-3803 fax: (818) 247-4126

**Presenter:** Lynn Marso, Teacher Specialist

The presenter described Project SUCCESS (Schools Uniting, Collaborating, Communicating, and Educating Students Successfully). The following interrelated steps and activities are key components of Project SUCCESS' capacity building through professional development.

- "Train-the-Trainers" Program: teachers from each school received training, then returned to their own schools and trained fellow teacher.
- In years one and two of the grant, data were gathered at each site through needs assessment and practice profiles.
- In years three and four, data analysis meetings were held and programs were designed at each school site.
- During the fourth year, Project SUCCESS was integrated into the district's professional development process to build capacity and ensure continuation after the grant.
- The grant co-funded professional development. The school paid for substitutes while SUCCESS paid for presenters.

Practice Profiles are key tools in the capacity building process. A Practice Profile is an anonymous self-evaluation form completed by each teacher and used to evaluate teacher practices and identify needs. The SUCCESS Director/Evaluator meets directly with every principal to explain the program and review profiles. Each administrator or principal must also complete their own Profile to address issues such as, "How many of my teachers practice ELD [English Language Development], balanced literacy, or SDAIE [Specially Designed Academic Instruction in English]?"

The program's implementation has resulted in many positive outcomes. The program has:

- focused on coordinating programs;
- moved from assumptions to "what is;"
- identified a problem and therefore, a commitment to change;
- connected professional development activities to student achievement; and
- revealed structural and/or systemic issues (e.g., "changing the students to fit the system vs. changing the system to fit the students").

Systemwide activities that enhanced capacity building include:

- data analysis meetings;
- summer literacy/SDAIE Institutes;
- teacher focus groups;
- cluster articulation meetings;
- Spanish literacy institute;
- Glendale High School pre-algebra pilot;
- visitations;
- site-level training of trainers;
- conference attendance: CABE, NABE, CTR, etc.; and

- culturally responsive training for administrators.

---

Saturday, October 16, 1999 11:30 a.m.

Centennial BOCES, 800 8<sup>th</sup> Avenue, Suite B10, Greeley, CO 80631  
 ph: (970) 352-7404 fax: (970)352-7350

**Presenter:** Bernie Martínez

Mr. Martínez told the group that it had taken his project almost five years to "master" the intricacies of the program, especially in the areas of communication and "buy-in" that are critical to the success of the program. Also key to the success of the systemwide program was a change to the terminology used throughout educational settings (e.g., reform, change, improve and restructure).

The BOCES is distinguished by:

- Small districts within ten to twenty miles of each other;
- 23 schools per district;
- Five districts with a total of 1,500 LEP students;
- Some student mobility (many are migrant students from Mexico and other states);
- Increasing student enrollment, putting a strain on staff; and
- An integrated ESL approach in each school (though intending to follow a bilingual education model, many administrators support an ESL model).

Mr. Martínez defined capacity building as the ability to wield power through communication and to develop the resources enabling certain activities. There were several areas of the BOCES project that build capacity by:

1. Improving staff performance through professional development: This means communicating with administrators (principals included) and superintendents.
2. Adding resources: One lesson is in the need for outside partnerships. "Look elsewhere, such as in the Technical Assistance Centers; Joel Gómez made excellent suggestions about technology as a medium with the centers."
3. Restructuring how the work is organized from a management standpoint to build capacity: Staff was added to address certain needs, one of the which was restructuring the delivery of services.

Mr. Martínez discussed other considerations in capacity building. These include:

- Promoting a project vision that is structured according to school dynamics;
- Making certain that the major "players" possess the appropriate level of understanding;

- Ensuring there is commitment and "buy-in;"
- Adding staff and buying materials in germane areas;
- Exploiting internal and external resources;
- Communicating on a continual basis;
- Evaluating for accountability; and
- Recognizing issues that are driven by data collection.

## **SESSION: COLLABORATION**

Friday, October 15, 1999 4:00 p.m.  
 Lovington Municipal Schools,  
 P.O. Box 1537, 310 N. 5th Street, Lovington, NM 88260  
 ph: (505) 396-2891 fax: (505) 396-6450

**Presenters:** Joe Palomo, Bilingual Coordinator  
 Mary Palomo, Teacher  
 Susan Stratton, External Evaluator

Lovington Municipal Schools has 3,000 students with a limited English proficient population of 634. The student population is 54% Hispanic. Of 129 teachers, 29 possess a bilingual endorsement. The school system is characterized by low mobility rates among students.

The presenters defined collaboration as "a two-way effort and agreement of support to work toward and obtain a specific goal." Issues in collaboration included:

- Personnel;
- Funds;
- Communication;
- Space;
- Professional development;
- Testing data (For example, sharing testing data between Migrant, Title I and Special Education Programs, and using results from pre-and post-assessments); and
- Collaborating with local colleges and universities

-Mr. Palomo shared a recent experience in which, by talking with a Dean of Eastern New Mexico University, he was informed about funding for ESL teacher training (an opportunity of which he was previously unaware). He concluded, "One has to really look for such opportunities".

The presenters noted that programs should be sensitive to challenges in collaboration, such as:

- Language barriers in parental involvement;
- Getting beyond the "my money, your money" mentality; and
- Familiarity with other constituents and their needs.

The team also noted some tips for approaching a superintendent and other

groups with funding needs. For example, it is important to research and gather proof of what is needed to attain program goals. Present concise ideas to the superintendent and be able to display the benefits to the entire district.

Additional suggestions to enhance collaboration include:

- Involve parents from the beginning to gain program backing and convince administrators to support your program;
- Urge the media to take an interest in your program.

---

Saturday, October 16, 1999 11:30 a.m.  
 San Francisco Unified School District,  
 300 Seneca Avenue, San Francisco, CA 94112  
 ph: (415) 469-4000 fax: (415) 469-4783

**Presenter:** Veronica Fern, Director, Clearinghouse and Technology, Bilingual Education/ Language Academy

The systemwide grant (currently in its fifth year) funds the San Francisco Unified's Language Academy. The grant is focused on "English Plus" and aims to promote academic bilingual education and quality academic programs. The Language Academy serves 16 schools with a total enrollment of 60,000 students, of which 33,000 are language minorities. The mission of the Language Academy is competency in English and an additional language while enabling all students to achieve to high standards.

The Language Academy's stated goals are:

- remedial enrichment;
- compliance with best practices;
- focus on integrating technology into the bilingual curriculum;
- create a cadre of CLAD and BCLAD teachers who are technology proficient; and
- collaborate at all levels.

Leadership and administration components of the Language Academy include:

- the Clearinghouse;
- compliance;
- field services;
- personnel related services; and
- parent/community/business engagement.

There is an additional effort to address the specific needs of the Chinese and Spanish speaking communities.

A number of outreach efforts to language minority parents were mentioned, with the goal of promoting leadership skills and empowerment. For instance, schools' improvement plans must make provisions for language minority

parents (e.g., children can be translators in meetings).

Schools can be funded if they agree to "Academic Master Principles" (AMPs):

- Research-based design either with intensive English or dual language;
- Clear criteria for participation;
- Grade level achievement;
- Strict monitoring of progress by a Language Proficiency Academic Committee (LPAC) and adherence to a portfolio assessment rubric;
- Curriculum standards: Language and Literacy Assessment Rubric (LALAR), English Language Development (ELD) curriculum;
- Curriculum guides;
- Ample texts and materials for students funded by the school not the systemwide grant;
- Competency in language and pedagogy;
- Co-curricular and extra-curricular activities; and
- Parents and staff knowledge of the 10 AMPs.

Some barriers to collaboration include:

- Personality conflicts;
- Accountability vs. bureaucracy;
- Authority vs. authoritarian;
- Trust/delegation vs. micro-management;
- Mentoring vs. supervision; and
- Reality vs. perception (by the media).

## **SESSION: EVALUATION**

Friday, October 15, 1999 4:00 p.m.

Saturday, October 16, 1999

11:30 a.m.

**Presenter:** Susan Durón, META Associates

Dr. Susan Durón, a private consultant and former Title VII director, substituted for Dr. Judith Wilde who was unable to attend due to a death in the family. Dr. Durón began by saying, "Evaluation is a puzzle... kind of a Dick Tracy trying to get to the bottom of things... How can you make it as painless as possible?" Dr. Durón's presentation centered on the elements of the Southwest Comprehensive Assistance Center's guide entitled IASA Title VII: Writing the Biennial Evaluation Report. The presentation revolved around two major points: 1) Requirements of Title VII Evaluations, and 2) Approaches for Writing the Evaluation.

**Point 1.** Title VII Evaluation Requirements

Dr. Durón asked the participants, "What are the requirements from the Department of Education... the requirements to meet IASA?" and, "Does everyone know when their evaluations are due?"

Correct Answer: Biennial reports are due at the end of the second and fourth years, and the final report is due upon completion of the fifth year. Evaluation reports are typically due 90 days after the close of the project.

Dr. Durón referred participants to specific sections of the guide. She also stressed that reports should be 10-20 pages in length and include:

- Proficiency in English;
- Academic achievement; and
- Education reform efforts.

### **Point 2:** Approaches for Writing the Title VII Biennial Report

Dr. Durón referred participants to the "clipboard hints" – what to remember when assembling the Biennial Report. She also reminded the audience that it is essential to provide a contract number. Two sections - Executive Summary and Introduction - are optional but should be included.

Other sections that should be included in the report include information on issues such as:

- school/district setting/context;
- program goals/objectives;
- past accomplishments;
- reliability/validity;
- surveys; and
- test scores.

In terms of evaluation instruments, Dr. Durón noted the importance of building a case in support of the instruments used and why they were selected.

Because it is not in the guide, Dr. Durón discussed the Annual Performance Report, which is to be written by the program staff with input from the evaluator. The Annual Report is important to secure future funding and document program evaluation.

The remainder of group discussion focused on the issue of assessment. Representatives, voiced their concern that tests do not accurately assess LEP students' skills and knowledge. Nearly everyone expressed frustration in obtaining valid instruments to test the academic progress of their LEP populations, to which Dr. Durón offered the following suggestions:

1. Use local LEP populations as control/comparison groups, rather than the national norms for limited English proficient students.
2. Find a norm within your particular LEP population.
3. Locate instruments that focus on the abilities for which a certain

population is reputed (an example was given in which Native Americans in the Four Corners region scored higher on tests in which "attention to detail" was a factor).

4. Use instruments that focus on all four modalities of language proficiency.

## **CONCURRENT SMALL GROUP DISCUSSIONS**

### **BY PROGRAM YEAR**

Friday, October 16, 1999 11:45 a.m.

### **SESSION: FIRST-YEAR PROGRAMS**

West Contra Costa Unified School District,  
1108 Bissell Avenue, CA 94801  
ph: (510) 412-5034 fax: (510) 412-5039

**Moderators:** Toni Oklan-Arko and Susan Dunlap

The moderators' first-year Title VII systemwide improvement program, entitled Project REEL (Restructuring Education for English Learners), is characterized by five breakthrough strategies:

1. High standards for English language learners;
2. Powerful English Language Development (ELD) and academic core curriculum;
3. Professional development focusing on goals for student learning;
4. Authentic partnerships with parents and families; and
5. Student-centered schools and school communities.

One of the primary challenges of this first-year program was a high staff turnover rate, a common problem in first-year programs. One way Project REEL combated turnover was to obtain commitment and "buy-in" from all of the players involved. Commitment from administrators and teachers is critical in order to accommodate change and provide continuity.

The OBEMLA representative for some of the California projects reminded the group that by the time an application is submitted and the grant is awarded, much has changed. It is critical that project staff obtain commitment and consensus from the entire district. Often, what causes projects not to succeed is personnel mobility, which leaves projects floundering. Session participants agreed upon the need for some kind of capacity building system so that all personnel become advocates for the program.

The role that data and assessment play in these programs cannot be emphasized enough. This was echoed by several OBEMLA staff members in the audience.

OBEMLA personnel also stated that networking is very important in order to

maintain consistency from school to school so that lessons can be transferred accordingly. Evaluators are needed to monitor and assist project personnel and the data they provide informs decisions lending support to the systemwide program.

## **SESSION: THIRD-YEAR PROGRAMS**

Lodge Grass Public Schools, P.O. Box 810,  
124 North George, Lodge Grass, MT 59050  
ph: (406) 639-2304 fax: (406) 639-2388

**Moderator:** Sharon Peregoy, Director of Federal Programs

The moderator introduced the two systemwide improvement projects in Montana – Poplar and Lodgegrass, both comprised of Native American populations. Both share a struggle to reform. Ms. Peregoy offered the following quotation from football coach Lou Holtz of the University of Notre Dame to summarize the year-three experience: "We aren't where we want to be, we aren't where we ought to be, but thank goodness we aren't where we used to be." She indicated that participants need to focus on what characterizes each systemwide program:

- What makes it unique?
- Why did the federal government fund it?
- Where is it going? (This is particularly important for third year programs, which have had time to build experience.)

Ms. Peregoy's advice: It is typical to make program modifications or changes, and one should not fear this; change is a dynamic process. What seems good on paper may not necessarily work in practice, and you should not be tied to the proposal (adhere to the goals, not the proposal). Capacity building must begin from the first day and if it does not occur in the third year, then it must be addressed.

Ms. Peregoy described the following process as one that her project employed to build the program by including all stakeholders:

### **Stage one:** Getting together

Establish a steering committee.

Lodge Grass public school system already had some components in place prior to the grant, including the university system and tribal college system. As issues arise, modifications and adjustments can and should be made.

### **Stage two:** Building trust and ownership

Staff "buy-in" can be difficult, and even impossible to some extent. Staff and students are all affected by change. Commitment has to be cultivated at all levels or the programs will not be implemented.

**Stage three: Developing a strategic plan**

These plans are malleable. If they fail, throw them out and replace them. Do not tie yourself to a vision that does not work. If people do not buy into your plan, then return to stage one.

**Stage four: Taking action**

If the strategic plan does not work, which components do work? "Don't throw the baby out with bathwater;" keep the elements that worked, examine what did not work and determine why.

**Stage five: Going to scale**

Implementation: Lodge Grass, currently in year three, is now going to scale up after two years of building. There may need to be self-correction even at this stage. This is the beauty of the two-year evaluation: the opportunity to see what works and what does not.

Montana is realigning its curriculum goals to outcome-based standards, and using the grant to catalyze the creation of a culturally-relevant curriculum.

The role of collaboration is key, Ms. Peregoy told the audience. It is essential to focus on collaboration in terms of systems, thinking not simply within the bilingual programs, but across all of the different service components (e.g., Title I and Indian Education). A collective examination of the types of services being provided is critical. This stage of collaboration – between cooperation and integration – affords the possibility to restructure the expertise and resources of partners/agencies in order to design and deliver services that are developmental rather than remedial.

Staff development is equally critical, as it acknowledges the impact on the individuals being asked to change. Staff needs support recognizing faults in the old practice so they can progress, and different people are in different stages of this recognition. For systemic reform to succeed, you must manage each of the transitions of change: from the realization of ending – through the neutral zone – to new beginnings.

Ms. Peregoy elaborated on how the perception of change is critical in the third year program. The transformation that occurs from leading to facilitating to shared decision-making involves the acknowledgement of different ways of seeing, knowing, learning and understanding. The process allows for this change by: finding common ground in mission or vision, beliefs and expectations; allowing for various cultural styles; and utilizing the mother tongue to convey meaning. Through collective interpretation and consensus building, the framework for outcomes can be established. This does not occur in one session but evolves over a time period that all stakeholders agree upon. Ownership and commitment to the vision are integral components that transcend all language and cultural barriers. The community must be involved in effective change.

Session participants generated descriptions of their greatest challenges at the third-year stage of their programs. These included:

- Lingering at cooperation level and not at collaboration level;
- Coordination of services;
- Inexperienced staff;
- Barriers impeding gains;
- Carryover money;
- "Buy-in" at school level;
- Greater need for professional development;
- District management versus grant management;
- Barriers to cooperation (local politics, particularly with school boards and principals); and
- Inadequate money for systemic evaluation.

Ms. Peregoy told participants that stakeholders are key to effect change, so it is important to find and include all key people. Without commitment there can be no progress.

## **SESSION: FIFTH-YEAR PROGRAMS**

Tenkiller Public School,  
26106 East 863 Road, Welling, OK 74471  
ph: (918) 457-4378 fax: (918) 457-5619

**Moderator:** Sharon Ballew

The moderator articulated the following specific challenges in Year Five:

- Growth of LEP population over the past four years;
- Influx of new language populations; and
- Increase in the number of schools being served by the grant.

Participants generated the following general challenges:

- Friction with other departments ("jealous" due to the perception that grantees receive special treatment);
- Promoting the program in the community; and
- "Selling" bilingual education to the parents of non-LEP students.

Ms. Ballew asked participants to describe the programs' impact on student achievement in their different locales. The following were some of their responses:

- A representative from Texas stated that the performance gap between English-dominant and Spanish-dominant elementary school students in his district was "pretty much closed," according to the Texas Essential Knowledge and Skills test. Middle and High School students, however, had not demonstrated much improvement.

- Some frustration was expressed concerning the standards by which LEP student achievement is gauged. One participant stated, "We need to develop types of assessment specifically aimed at the LEP population..."

Session participants listed several means of ensuring the program's continuation. Their list included:

- Marketing;
- Training parents to be advocates for their LEP children; and
- Systemic reforms including dual-language programs and restructuring the ESL component in elementary

## **SESSION: ASK THE EXPERT PANEL** October 15

### **Panelists:**

1. Buoy Te, Deputy Director, OBEMLA, U.S. Department of Education
2. Susan Durón, Evaluation Consultant, META Associates, and former Title VII Project Director
3. Neal Chalofsky, Associate Professor of Human Resource Development, Graduate School of Education and Human Development, George Washington University
4. Denise McKeon, Senior Policy Analyst, National Education Association

### **Discussion Moderator:**

John Ovard, OBEMLA Cluster Director, U.S. Department of Education

### **Question: Is anyone taking a national look at the Systemwide Improvement (SI) Programs?**

Response:

Susan Durón: Evaluators have by answering the following questions: 1) Are students achieving to high content standards? and 2) Are they learning English? Design differences make these difficult to answer. The audience should also be aware that there is an Expected Gains study focusing on student achievement and progress in English.

Buoy Te: NCBE recently completed a study on professional development. Vignettes from five systemwide improvement programs were included in the report.

### **Question: What are OBEMLA's funding priorities?**

Responses:

Buoy Te: Professional development; program development and implementation; foreign language; and systemwide improvement concepts.

Harpreet Sandhu (OBEMLA Project Officer): The reauthorization proposal is being revised so that it is comprehensive in nature. Desirable programs include capacity building in second language learning and strategies for accountability so that the project can achieve its goals.

Jim Lockhart (OBEMLA Project Officer): Programs on safe and drug-free schools.

**Question: What are the academic priorities?**

Responses:

Buoy Te: Reading and writing.

Harry Logel (OBEMLA Project Officer): Retain invitational priorities that have appeared in the past such as reading, challenging mathematics, and post-secondary education.

**Question: What are some of the current research models?**

Responses:

Neal Chalofsky: Current models in Adult and Human Resource Development (HRD) promote self-directed learning. This focuses on helping people learn on their own and obtain the skills needed to become more effective learners, such as: critical thinking, problem solving, decision-making, reflection, analysis, and the ability to make sound judgements. And students should access information from all sources, not just the web; find out what is relevant, important, and accurate.

Denise McKeon: Professional development (PD) is the next hot item at the National Education Association (NEA); much is going to happen with state policy and PD as it relates to teacher content knowledge. It needs to be further explored since there is not much information on the topic. Also, the National Staff Development Council's publication focused on middle schools that work, looking at national content standards in math, science, social studies, and language arts with regards to student achievement to highlight what works. The Council for Policy Research Evaluation (CPRE) has a comprehensive web-site that highlights Professional Development.

**Question: Evaluation designs are very different, so what are the characteristics of an effective evaluator, and/or evaluation?**

Response:

Susan Durón: Evaluators need to have some kind of relationship with the organization being evaluated. There is not an even quality in many of the current evaluation reports. There is a need to find an evaluator with qualitative/quantitative skills, who uses a hands-on approach, and

who is team oriented.

**Question: How does one make cause/effect connections during the evaluation process?**

Response:

Susan Durón: Look really closely at the fidelity with which the program keeps to the high standards. Observe how this happens in classrooms to reduce the gap when evaluators make inferential statements. It is scary to assess student achievement when the tools in the classroom are not conducive to that. For example, how do you assess the appropriate use of technology in classrooms?

**Question: For those programs that have three years remaining, can evaluations be supported so that the evaluator can be intimately involved in something that is ongoing?**

Responses:

Denise McKeon: Do you generally have access to an evaluator? Evaluators need to build an attachment to the district and it's a step-by-step process – one of the goals should be to provide the professional development that the evaluator is going to need to evaluate that program (long range goal).

OBEMLA East Cluster Team Leader: There is a whole paradigm shift in general; it is not just the evaluator's role, but also how the information is used to instruct and inform program design. Design has to go beyond the collection of data, and data has to be used in a meaningful way. Responsibility falls on everyone's shoulders.

**Question: The worst examples of pedagogy are in teacher preparation programs. Are you aware of that sentiment on the part of practitioners? Is the future of teacher preparation in the classroom or on campus?**

Responses:

Neal Chalofsky: Teacher preparation should be in both places. There is a difference between teaching people and helping people learn – this creates a paradox.

Denise McKeon: There are certain promising practices that still take place on campus, but that is mixed with what takes place in the classroom. Also, NCATE is embarking on a provision for accreditation standards with a larger focus on content areas. The National Board for Professional Teaching Standards provides a master's level award for teachers who have spent time in the classroom and demonstrated that they have perfected their teaching. Models for education in other professions show that doctors are trained in hospitals as well as in universities, where they get to apply what they have learned.

Regarding teacher preparation in schools, there is a tension between the need for teachers and the need for teacher preparation; fear is associated with this because it is impossible to do both at the same time, leading to high turnover rates.

**Question: Can you expand on the concept of adult learners and teacher education? What are the different practices being used?**

Response:

Neal Chalofsky: There is a whole theory of adult learning (several theories, actually) that applies to the classroom. Instead of giving strict criteria about what is expected, teachers should allow students to create what they want to gain from the whole experience. It is not what the professor wants, but what you want.

Denise McKeon: NEA sees a role for professional development to enable teachers to become more responsible for their own learning. Accountability winds up in the classroom and appears as pressures and challenges that did not exist before.

Neal Chalofsky: True learning does not occur unless you are willing to take risks, and by being cognizant of external forces.

**Question: What are the strategies of ensuring the transfer of successful practices?**

Response:

Neal Chalofsky: Transfer only occurs if there is reinforcement. If there is none, it will be extinguished.

**SESSION: ASK THE EXPERT PANEL** October 16

**Panelists:**

- Minerva Gorena, Director, National Clearinghouse for Bilingual Education, Center for the Study of Language and Education, Institute for Educational Policy Studies, Graduate School of Education and Human Development, George Washington University
- Arthur Gosling, Director, National Clearinghouse for Comprehensive School Reform, Institute for Educational Policy Studies, Graduate School of Education and Human Development, George Washington University
- Janet Orr, Associate Director, Region III Comprehensive Center, Center for Equity and Excellence for Education, Institute for Educational Policy Studies, Graduate School of Education and Human Development, George Washington University
- Dr. Alex Stein, Program Analyst, Comprehensive School Reform Demonstration Program, Office of Elementary and Secondary

## Education, U.S. Department of Education

The overriding issue raised by participants dealt with professional development.

**Question: Why is there a focus on research (and giving people information), and not vehicles for professional development (such as actual models)? Is this type of technical assistance available or is there a way to develop this?**

Response:

Janet Orr: This is one of the reasons the comprehensive centers exist. Grantees are encouraged to make suggestions or devise a professional development plan in order to get the services that they want.

Alex Stein: OERI has new contracts out for development models involving several hundred schools. There are two models, one for middle and high schools (which have been less served than elementary schools) and a second for capacity building, aimed at handling increased demand (Title I schools need the most assistance due to the poverty level in some schools). Model developers have difficulty meeting the time demands placed upon them, so that is why they are requesting an increase in capacity building. Participants should visit the OERI website at [www.ed.gov/offices/OERI/](http://www.ed.gov/offices/OERI/) for more information.

Minerva Gorena: An effort was set in motion to establish a national database of people involved in reform, or consulting in professional fields on training and implementation. Institutions of Higher Education (IHEs) are another source, although they can be expensive. And Newline (a feature of the NCBE website) announces federal news in a synthesized format; participants can visit the NCBE website and search for other grantees that have been funded so they can contact them.

Timothy D'Emilio (OBEMLA Program Officer): There are three categories of requests: basic reform, reclamation (dysfunctional as a whole), some that need a bit of tweaking, and new projects that face a district that is in flux and unsettled – their objectives are obsolete due to the shifting sands.

Joel Gómez: Most of education is funded through the state. How can the federal sector provide help? One way is through the technology currently available. Do the systemwides have the capabilities for this technology? Many IHEs can provide this for you if your district cannot.

## SESSION: RESOURCES FOR SYSTEMWIDE PROJECTS

Friday, October 15, 1999 3:15 p.m.  
The National Clearinghouse for Bilingual Education

**Presenter:** Andrea Todd, Research Associate

Andrea Todd performed an on-line demonstration of the NCBE web site, providing examples of materials, resources and links available in each of the site's sections listed below:

[About NCBE](#) ... additional information on NCBE and its partners.

[AskNCBE](#) ... look here for answers to the most frequently asked questions.

[What's New ?](#) ... see the latest additions to the site, or find out about funding opportunities and other news.

[Online Library](#) ... includes hundreds of full text articles and other documents for educators.

[Technical Assistance](#) ... useful links to national, regional, and state educational resources.

[Language & Education Links](#) ... hundreds of links all over the web for language and education issues.

[Databases](#) ... search NCBE's Bibliographic Database or access other databases on the web.

[Success Stories](#) ... selections from NCBE's Online Library describing effective practices.

[In the Classroom](#) ... includes schools on the web, lesson plans, and practical classroom information.

[Conference Calendar](#) ... calendar of educational meetings and conferences throughout the U.S.

[State Resources](#) ... access state-by-state policies and resources relating to language minority students.

[NCBE Newsline](#) ... NCELA's weekly online news bulletin -- click here to view archives or subscribe via email.

[NCBE Roundtable](#) ... information and subscription for NCBE's discussion group for educators.

In closing, Ms. Todd mentioned that NCBE welcomes publications from practitioners, and that anyone interested should call or e-mail to obtain guidelines. She also pointed out NCBE's new logo and its theme, "Your Access to Answers!"

## EVENING PLENARY SPEAKER

Dr. J. David Edwards, Executive Director of the Joint National Committee on Languages discussed national education policy within the context of the changing federal role in education. Applying some historical perspective, he pointed out that federal involvement in education dates back less than fifty years, and that only five years ago its legitimacy was still being debated in Congress. In the last few years, the focus of debate has shifted dramatically from whether there is a federal role in education to what form that role should take. The current administration has acted as a catalyst for this change by making education a national priority and by "attempting to approach education reform systemically."

Education reform is now a key issue of any political platform and, although there are intense, ideological conflicts involved, a middle ground seems to have emerged with the question of accountability. This is particularly evident in the recent proposals for ESEA reauthorization. It may be too early to tell exactly what the final product will look like, but, as Dr. Edwards stated, "One thing is clear. Reform is now committed every bit as much, or more, to quality as it is to equity."

## CLOSING STATEMENT, October 16

Dr. Joel Gómez, Director of George Washington University's Institute for Education Policy Studies, thanked the presenters and the National Clearinghouse for Bilingual Education staff. He encouraged participants to focus on solutions, to network, to coordinate, and to continue their excellent efforts. He promised the participants that this summary of the conference proceeding would be provided to them.

Dr. Gómez concluded by reminding the participants that systemic reform is forever evolving. He challenged them to consider every person as a change agent.

**GO TO:** [Title Page & Table of Contents](#)

SUMMARY: TITLE VII SYSTEMWIDE IMPROVEMENT GRANTEES CONFERENCE  
OCTOBER 14-16, 1999 WASHINGTON, DC

[National Clearinghouse for Bilingual Education](#)  
Institute for Educational Policy Studies  
Graduate School of Education & Human Development  
The George Washington University



*Office of Bilingual Education  
and Minority Languages Affairs*  
Washington, DC

SYSTEMWIDE GRANTEES CONFERENCE

Omni Shoreham Hotel  
Washington, DC  
October 14-16, 1999

## THURSDAY, OCTOBER 14

**4:00 pm - 7:00 pm**  
REGISTRATION CHECK-IN (PALLADIAN)

**5:30 am - 7:00 pm**  
WELCOMING RECEPTION (PALLADIAN)

## FRIDAY, OCTOBER 15

**8:00 am - 8:45 am**  
REGISTRATION CHECK-IN  
CONTINENTAL BREAKFAST (DIPLOMAT)  
*Informal Meetings with OBEMLA Project Officers*

**9:00 am - 9:20 am**  
WELCOME AND INTRODUCTIONS (PALLADIAN)  
Speaker: Art Love  
*Acting Director, Office of Bilingual Education and  
Minority Languages Affairs (OBEMLA), U.S.  
Department of Education, Washington, DC*  
Speaker: Joel Gómez  
*Director, Institute for Education Policy Studies,  
Graduate School of Education and Human  
Development, The George Washington University,  
Washington, DC*

**9:20 am - 9:30 am**  
REVIEW OF AGENDA (PALLADIAN)  
Speaker: Nancy Zelasko  
*Research Scientist, National Clearinghouse for  
Bilingual Education (NCBE), The George  
Washington University, Washington, DC*

**9:30 am - 10:15 am**  
SYSTEMIC REFORM (PALLADIAN)  
Speaker: Pierce Hammond  
*Director, Office of Reform Assistance and  
Dissemination, Office of Educational Research and  
Improvement, U.S. Department of Education,  
Washington, DC*

**10:15 am - 10:30 am**  
BREAK (PALLADIAN)

**10:30 am - 11:30 am**  
CONCURRENT SMALL GROUP DISCUSSIONS  
SESSION A: OBTAINING COMMITMENT AND  
CONSENSUS (PALLADIAN)  
Presenter: Cheryl Kreger  
*Director, Dearborn Public Schools, Michigan*  
Presenter: Wageh Saad  
*Project Director/Coordinator, Dearborn Public  
Schools, Michigan*  
Presenter: Judy Dawson  
*Coordinator, Dearborn Public Schools, Michigan*  
Presenter: Maura Sedgeman  
*Resource Teacher, Dearborn Public Schools, Michigan*  
Presenter: Marci Fayz  
*Resource Teacher, Dearborn Public Schools, Michigan*

SESSION B: STAFFING (SENATE)  
Presenter: Mary Cazabon  
*Director of Bilingual Programs, Cambridge  
Public Schools, Massachusetts*

**10:30 am - 11:30 am Continued**  
Presenter: Corinne Varon  
*Coordinator, Bilingual Programs, Cambridge  
Public Schools, Massachusetts*

SESSION C: SYSTEMIC REFORM/PLANNING FOR  
CHANGE (COUNCIL)  
Presenter: David Báez  
*Director, Foreign Languages and Bilingual  
Education Buffalo Public Schools, New York*

**11:45 am - 12:30 pm**  
CONCURRENT SMALL GROUP DISCUSSIONS  
SESSION A: YEAR 5 PROJECTS (SENATE)  
Presenter: Sharon Ballew  
*Program Director, Tenkiller School, Oklahoma*

SESSION B: YEAR 3 PROJECTS (PALLADIAN)  
Presenter: Sharon Peregoy  
*Director, Lodge Grass Public Schools, Montana*

SESSION C: YEAR 1 PROJECTS (COUNCIL)  
Presenter: Toni Oklan-Arko  
*Director, Project REEL, West Contra Costa USD,  
California*  
Presenter: Susan Dunlap  
*Coordinator, Project REEL, West Contra Costa USD,  
California*

**12:30 pm - 2:00 pm**  
LUNCHEON (DIPLOMAT)

**2:15 pm - 3:15 pm**  
ASK THE EXPERT PANEL (PALLADIAN)  
Panelist: Buoy Te  
*Deputy Director, OBEMLA, U.S. Department of  
Education, Washington, DC*  
Panelist: Neal Chalofsky  
*Associate Professor of Human Resource Development,  
Graduate School of Education and Human  
Development, The George Washington University,  
Washington, DC*  
Panelist: Denise McKeon  
*Senior Policy Analyst, National Education  
Association, Washington, DC*  
Panelist: Judith Wilde  
*Senior Associate, SW Comprehensive Assistance  
Center, New Mexico Highlands University, New Mexico*

**3:15 pm - 3:45 pm**  
RESOURCES FOR SYSTEMWIDE PROJECTS (PALLADIAN)  
PRESENTATION BY STAFF OF THE NATIONAL  
CLEARINGHOUSE FOR BILINGUAL EDUCATION  
(NCBE), THE GEORGE WASHINGTON UNIVERSITY,  
WASHINGTON, DC



**FRIDAY, OCTOBER 15 Continued****3:45 pm - 4:00 pm**  
**BREAK (PALLADIAN)****4:00 pm - 5:00 pm**  
**CONCURRENT SMALL GROUP SESSIONS BY TOPIC****SESSION A: CAPACITY BUILDING (PALLADIAN)**Presenter: Lynn Marso  
*Teacher Specialist, Project SUCCESS, Glendale Unified School District, California***SESSION B: COLLABORATION (SENATE)**Presenter: Joe Palomo  
*Bilingual Coordinator, Lovington Municipal Schools, New Mexico*  
Presenter: Susan Stratton  
*External Evaluator, Lovington Municipal Schools, New Mexico***4:00 pm - 5:00 pm Continued**Presenter: Mary E. Palomo  
*Teacher, Lovington Municipal Schools, New Mexico***SESSION C: EVALUATION (COUNCIL)**Presenter: Judith Wilde  
*Senior Associate, SW Comprehensive Assistance Center, New Mexico Highlands University, New Mexico***5:15 p.m. - 5:30 pm**  
**SUMMARY AND PLANNING FOR SATURDAY (PALLADIAN)****6:30 pm - 8:30 pm**  
**DINNER (DIPLOMAT)**Speaker: J. David Edwards  
*Executive Director, Joint National Committee on Languages, Washington, DC***SATURDAY, OCTOBER 16****8:00 am - 8:45 am**  
**CONTINENTAL BREAKFAST**

DISCUSSION GROUP TABLES (DIPLOMAT)

**9:00 am - 10:00 am**  
**SMALL GROUP SESSIONS****SESSION A: OBTAINING COMMITMENT AND CONSENSUS (PALLADIAN)**Presenter: Herlinda Naranjo  
*Title VII Program Director, Houston Independent School District, Texas*  
Presenter: Sylvia Holub  
*Title VII Parental Involvement Specialist, Houston Independent School District, Texas***SESSION B: STAFFING (SENATE)**Presenter: Dan Konigsberg  
*Project Coordinator, Multicultural/Foreign Language/ESOL Education Department, Broward County Public Schools, Florida***SESSION C: SYSTEMIC REFORM/PLANNING FOR CHANGE (COUNCIL)**Presenter: Antonia Tapia  
*Coordinator, Ysleta ISD, Texas*  
Presenter: Lucille Housen  
*Director, Ysleta ISD, Texas***10:00 am - 10:15 am**  
**BREAK (PALLADIAN)****10:15 am - 11:15 am**  
**ASK THE EXPERT PANEL - TECHNICAL ASSISTANCE PROVIDERS (PALLADIAN)**Panelist: Minerva Gorená  
*Director, National Clearinghouse for Bilingual Education, The George Washington University, Washington, DC*  
Panelist: Janet Orr  
*Associate Director, Region III Comprehensive Center, The George Washington University, Center for Equity and Excellence in Education, Washington, DC***10:15 am - 11:15 am Continued**Panelist: Arthur Gosling  
*Director, National Clearinghouse for Comprehensive School Reform, The George Washington University, Washington, DC*Panelist: Alex Stein  
*Program Analyst, Comprehensive School Reform Demonstration Program, Office of Elementary and Secondary Education, U.S. Department of Education, Washington, DC***11:30 am - 12:30 pm**  
**SMALL GROUP DISCUSSIONS****SESSION A: CAPACITY BUILDING (PALLADIAN)**Presenter: Bernie Martinez  
*Centennial BOCES, Colorado***SESSION B: COLLABORATION (SENATE)**Presenter: Veronica Fern  
*Director, Clearinghouse & Technology, Bilingual Education/Language Academy, San Francisco Unified School District, California***SESSION C: EVALUATION (COUNCIL)**Presenter: Judith Wilde  
*Senior Associate, SW Comprehensive Assistance Center, New Mexico Highlands University, New Mexico***12:30 pm - 2:00 pm**  
**LUNCH AND WRAP UP (DIPLOMAT)**

*Special Appreciation to the Members of the  
Conference Planning Committee*

Cambridge Public Schools, MA  
Mary Cazabon and Corrine Varon

Dearborn Public Schools, MI  
Wageh Saad, Cheryl Kreger, Judy Dawson, Maura Sedgeman, and Marcia Fayz

Glendale Unified School District, CA  
Lynn Marso

Houston Independent School District, TX  
José Hernandez and Herlinda Naranjo

Lovington Municipal Schools, NM  
Joe R. Palomo

Palm Beach Public Schools, FL  
Dean Stocker



*Office of Bilingual Education  
and Minority Languages Affairs*  
Washington, DC

sponsored by:



THE GRADUATE SCHOOL OF EDUCATION AND HUMAN DEVELOPMENT  
**INSTITUTE FOR EDUCATION  
POLICY STUDIES**





TOP  
OF PAGE

---

## RESOURCE GUIDE FOR SYSTEMWIDE PROJECTS

TOP  
OF PAGE

INSTITUTE FOR EDUCATIONAL POLICY STUDIES  
GRADUATE SCHOOL OF EDUCATION AND HUMAN DEVELOPMENT  
THE GEORGE WASHINGTON UNIVERSITY

TOP  
OF PAGE

OCTOBER 1999

### TABLE OF CONTENTS

---

TOP  
OF PAGE

[Systemic Reform](#)

TOP  
OF PAGE

[Capacity Building](#)

TOP  
OF PAGE

[Building Commitment and Collaboration in Schools](#)

TOP  
OF PAGE

[Professional Development](#)

[Teacher Shortages and Turnover](#)

---

## SYSTEMIC REFORM

**Anstrom, Kris and Silcox, Barbara. *Going Systemwide with Bilingual Education*. Directions #11, Fall 1997. National Clearinghouse for Bilingual Education. <http://www.ncela.gwu.edu/pubs/directions/11.htm>**

With an emphasis on the kind of change that takes place in school districts, this report highlights some of the systemwide initiatives that facilitate these changing environments, such as the collaboration between bilingual and mainstream personnel.

---

**Herman, Rebecca, et.al. *An Educator's Guide to School Reform*. American Institutes for Research. <http://www.aasa.org/Reform/index.htm>**

This report examines 24 approaches to schoolwide reform and measures the success of each of these reforms with quantifiable data. The report finds that only a few of the approaches have documented positive effects on student achievement. Readers are cautioned that while the other methods may hold promise, they lack evidence to verify their success. The report recommends that when reforms are implemented at schools, they need to be studied over time to determine their effectiveness.

---

**Stringfield, Sam et al. *Scaling Up School Restructuring in Multicultural, Multilingual Contexts: Early Observations from Sunland County*. Center for Research on Education, Diversity, & Excellence. <http://www.cal.org/crede/pubs/research/rr2.htm>**

Focusing on how systemwide change is implemented, this report presents six design models in order to demonstrate how different elementary schools have customized their reform efforts for the linguistically and culturally diverse student population.

---

**U.S. Department of Education. (updated March, 1998). Comprehensive School Reform Demonstration Program.**

<http://www.ed.gov/offices/OESE/compreform.html>

This is the website for the U.S. Department of Education's Comprehensive School Reform Demonstration (CSR D) Program, which is part of the Office of Elementary and Secondary Education. CSR D provides overall leadership, direction and grants to States to assist public schools across the country to implement effective, comprehensive school reforms that are based on reliable research and effective practices, and that include an emphasis on basic academics and parental involvement.

---

**U.S. Department of Education. (1998). *Implementing Schoolwide Programs: An Idea Book on Planning*.** [http://www.ed.gov/pubs/Idea\\_Planning/](http://www.ed.gov/pubs/Idea_Planning/)

Published by the U.S. Department of Education's Comprehensive School Reform Demonstration Program, this document thoroughly outlines effective methods and useful resources for planning schoolwide programs and for measuring their success.

---

**U.S. Department of Education. (1995). *Studies of Education Reform: Systemic Reform*.** Consortium for Policy Research in Education, National Center for Research on Teacher Learning, and The Pew Forum on Educational Reform. <http://www.ed.gov/pubs/SER/SysReform/index.html>

This comprehensive study of school reform was designed to (1) expand knowledge of state approaches to systemic education reform, (2) examine district, school and teacher response to state reform policies in a small number of reforming schools and school districts, (3) identify challenges at the state, district, school and classroom levels to reforming education, (4) study the capacity of the educational system to support education reform, and (5) provide guidance to policymakers at all levels of the education system as they design and implement education reform policies. The study asserts that systemic reform embodies three integral components: the promotion of ambitious student outcomes for all students; alignment of policy approaches and the action of various policy institutions to promote such outcomes; and restructuring of the public education governance system to support improved achievement. The findings are based on case studies of 12 reforming schools and describe the approaches used by educators and policymakers as they undertake major reform efforts in diverse settings and the challenges that confront them, discuss how those moving in directions consistent with systemic reform see the contributions of state policy to their efforts, and describe how the study sites are using elements of standards-based reform to enhance systemic capacity.

---

**Walpole, Margaret. (1999). *A Model for Systemwide Reform: The Centennial BOCES Title VII Program*.** National Clearinghouse for Bilingual Education.

<http://www.nclae.gwu.edu/titlevii/systemwide/centennial/centennial.htm>

The Centennial Board of Cooperative Educational Services (BOCES) in north central Colorado has been successfully administering a Title VII Systemwide grant since 1996. This document details the goals, project description, and project results of their systemwide reform efforts, focusing on the achievement of limited English proficient students (LEP).

## CAPACITY BUILDING

**Anstrom, Kris and Silcox, Barbara. (1997). *Project SUCCESS: Glendale's Title VII Systemwide Improvement Project*. NCBE Cross Currents, vol. 4. <http://www.ncela.gwu.edu/pubs/currents/currents4/success.htm>**

This is a case study of the Glendale Unified School District's Project SUCCESS, funded under a Title VII Systemwide Improvement Grant in 1995. Project SUCCESS works to ensure that LEP students are provided access to the core curriculum and achieve to the same high standards established for all students in the district and the state.

---

**U.S. Department of Education. (1996). *Capacity Building and Systemic Reform*. <http://www.ed.gov/pubs/SER/SysReform/chap6.html>**

This comprehensive report discusses the dimensions of capacity building, and emphasizes the ways that educators, researchers, and policymakers are enhancing the ability of the system and its teachers to improve student learning. Focus is also given to teacher capacity and the most effective ways for individual capacity to interact with organizational capacity.

---

**U.S. Department of Education. (1998). *School Capacity Building and Professional Development*. [http://www.ed.gov/pubs/Idea\\_Planning/res1cat3.html](http://www.ed.gov/pubs/Idea_Planning/res1cat3.html)**

This is a bibliographic reference of publications providing additional information on capacity building and professional development.

---

**Wolk, Ron. (1998). *Strategies for Fixing Failing Public Schools*. *Education Week on the Web*. <http://www.edweek.org/ew/1998/12pew.h18>**

This article discusses issues and solutions for reversing the performance of low-performing schools. Successful examples and strategies from across the nation are highlighted.

## BUILDING COMMITMENT AND COLLABORATION IN SCHOOLS

**Melville, Atelia. (1993). *Critical Issue: Linking At-Risk Students and Schools to Integrated Services*. North Central Regional Education Library.**

<http://www.ncrel.org/sdrs/areas/issues/students/atrisk/at500.htm>

This article asserts that all school personnel must collaborate with each other and with outside institutions and the community in order to successfully meet the need of children, families, and their communities. The article outlines four goals of collaboration and implementation pitfalls to be avoided.

**Olson, Lynn. (1998). *The Importance of 'Critical Friends': Reform Efforts get Teachers Talking*. Education Week on the Web. <http://www.edweek.org/ew/vol-17>**

This article highlights a successful program at one elementary school in which teachers and staff meet and problem solve in structured small groups on a regular basis. The program is based on research showing that in schools with a collaborative professional community, innovation flourishes and achievement rises.

**Peterson, Kent. (1995). *Critical Issue: Building a Collective Vision*. North Central Regional Education Library.**

<http://www.ncrel.org/sdrs/areas/issues/educatrs/leadrshp/le0cont.htm>

This article calls for a collective vision among school personnel in order to focus attention on what is important, motivate staff and students, and increase the sense of shared responsibility for student learning. The article asserts that schools will be more successful in achieving in-depth learning when leaders work with staff and the community to build a collective educational vision that is clear, compelling, and connected to teaching and learning.

**Peterson, Kent. (1995). *Critical Issue: Linking At-Risk Students and Schools to Integrated Services*. North Central Regional Education Library.**

<http://www.ncrel.org/sdrs/areas/issues/educatrs/leadrshp/le100.htm>

This article defines successful teamwork within schools, stating that teams and individual team members need to have clear, shared goals; a sense of commitment; the ability to work together; mutual accountability; and access to needed resources and skills. Furthermore, as opposed to individuals, teams tend to be better at problem solving, have a higher level of commitment, and include more people who can help implement an idea or plan.

## PROFESSIONAL DEVELOPMENT

**Anstrom, Kris. and Barrerra-Capistran, José R. (1995). *Refining the Role of Professional Development*. NCBE Forum vol.18, no.3.**

<http://www.ncela.gwu.edu/pubs/forum/volume18/03.htm>

This article addresses the necessity for new types of professional development in light of the shift away from "routine-driven, standardized" teaching. It recommends that teachers be involved as learners and problem solvers in the same manner as

their students. Suggestions are provided for opportunities to engage teachers as learners.

---

**Corcoran, Thomas B. (1995). *Helping Teachers Teach Well: Transforming Professional Development*. Consortium for Policy Research in Education. <http://www.ed.gov/pubs/CPRE/t61/index.html>**

This report reviews the current state of professional development and offers suggestions for the future. It discusses organization, costs, and effects on practice of professional development. The report also offers principles to guide professional development and provides a framework for designing and assessing professional development policies and programs.

---

**Inger, Morton. (1993). *Teacher Collaboration in Urban Secondary Schools*. ERIC/CUE Digest (ED363676) [http://www.ed.gov/databases/ERIC\\_Digests/ed363676.html](http://www.ed.gov/databases/ERIC_Digests/ed363676.html)**

This document discusses benefits and barriers to successful teacher collaboration, specifically focusing on the needs of diverse urban public schools. It suggests that collaborations should be an integral part of the school day and should be supported by school policy.

---

**National Partnership for Excellence and Accountability in Teaching. *Characteristics of Effective Professional Development*. <http://www.npeat.org/dialogue.htm>**

The National Partnership for Excellence and Accountability in Teaching lists eight characteristics of professional development and provides a discussion and examples of implementation for each characteristic.

---

**U.S. Department of Education. *Report on Capacity Building and Systemic Reform*. <http://www.ed.gov/pubs/SER/SysReform/chap6b3.html>**

This publication outlines and discusses features of effective professional development based on interviews and discussions with teachers. It highlights features of well-designed and well-implemented programs.

---

**U.S. Department of Education. *Building Bridges: The Mission and Principles of Professional Development*. <http://www.ed.gov/G2K/bridge.html>**

The U.S. Department of Education's Professional Development Team established ten principles of high quality professional development in accordance with Goals 2000 objectives.

## TEACHER SHORTAGES AND TURNOVER

**Diaz-Rico, Lynne T. and Smith, Jerilynn. (1994). *Recruiting and Retaining Bilingual Teachers: A Cooperative School Community-University Model*.**

**The Journal of Educational Issues of Language Minority Students, vol. 14.**

<http://www.ncela.gwu.edu/pubs/jeilms/vol14/diazrico.htm>

This article discusses the bilingual teacher shortage, illustrating the growth in the Hispanic population coupled with the decline in minority teachers. It highlights two cooperative programs between university schools of teacher education and school districts designed to increase the number of minority teachers. The article further highlights the Bilingual Teacher Ladder Program, a staff development component which provides means for existing and future personnel to qualify for bilingual teacher certification.

**Dozier, Terry. (1997). Statement by T. Dozier, Special Advisor to the Secretary of the U.S. Department of Education, to the House Committee on Education and the Workforce Subcommittee on Postsecondary Education, Training and Lifelong Learning.** <http://www.ed.gov/offices/OLCA/dozier2.html>

This speech, by a former National Teacher of the Year, outlines the critical teacher shortage, especially in urban and rural schools and among minorities. The speechmaker calls on Congress to reauthorize Title V of the Higher Education Act, which focuses on recruitment, preparation, and support of new teachers.

**National Center for Education Statistics. (1997). *Characteristics of Stayers, Movers, And Leavers: Results from the Teacher Followup Survey: 1994-95.*** <http://nces.ed.gov/pubs97/97450.html>

This is a compilation of results from a teacher survey and presents statistics and demographic information on teacher attrition and compiles teacher-given reasons for leaving.

**Nehring, James. (1999). *Cure for Teacher Shortage: Let Teachers Teach.*** Education Week on the Web. <http://www.edweek.org/ew/1999/18nehrlin.h18>

This article partially attributes teacher shortages to the fact that talented, creative people feel stifled in school environments. This is due to the large quantity of students for whom a teacher is responsible and to the pressure to teach a curriculum designed by others. The author highlights a school in which teachers design the curriculum and have time for planning, collaboration and creativity.

The National Clearinghouse for Bilingual Education (NCBE) is funded by the U.S. Department of Education's Office of Bilingual Education and Minority Languages Affairs (OBEMLA) and is operated under Contract No. T295005001 by the George Washington University, Graduate School of Education and Human Development, Center for the Study of Language and Education. This document was prepared under Task Order EDOBEM-98-008127, Model 11. The opinions, conclusions, and recommendations expressed herein do not necessarily reflect the position or policy of the George Washington University or the U.S. Department of Education and no official endorsement should be inferred. The mention of trade names, commercial products or organizations does not imply endorsement by the U.S. government. Readers are free to duplicate and use these materials in keeping with accepted publication standards. NCBE requests that proper credit be given in the event of reproduction.

**Alamo Navajo Community Schools****NM***Title VII Systemwide Grant**Year 3***Setting** Rural District**District Enrollment** 395    **LEP Enrollment** 350    **Grades Served** preK-12**Language Groups Served** Navajo**Project focuses on:** Professional Development  
Student Assessment  
Curriculum Development  
Parental Involvement**Description**

The Bilingual Program at Navajo has four primary goals for the improvement of both English and Navajo languages.

- 1) Students who are limited English proficient will improve their English language skills in reading.
- 2) Students will improve their oral Navajo language ability and increase their cultural awareness.
- 3) Staff members will improve their English and Navajo language skills and Navajo cultural awareness.
- 4) Parents will become more involved in promoting the literacy of their children.

The program utilizes a number of approaches and assessment tools to instigate change and determine effectiveness.

**Contact Information**

Gail Campbell  
Alamo Navajo Community School  
P.O. Box 907  
Magdalena, NM 87825  
Phone: (505) 854-2635 Ext. 1192  
Fax: (505) 854-2545  
gailc@gilanet.com

**Banning Unified School District****CA**

*Systemwide Approach to Achievement & Proficiency*      *Year 3*

**Setting** Rural District

**District Enrollment** 4,485    **LEP Enrollment** 1,290    **Grades Served** K-12

**Language Groups Served** Spanish, Hmong, Lao, Romanian, Arabic

**Project focuses on:** Professional Development  
 Student Assessment  
 Curriculum Development  
 Parental Involvement  
 Technological Support  
 School reform model is currently being employed

**Description**

This year will be the second year of the implementation of the Two-Way Language Immersion Program at Central Elementary. Our program offers the English proficient students and limited English proficient students the opportunity to acquire both English and Spanish. The integrative approach will help to improve intergroup attitudes toward the target language and culture of both language minority and language majority children.

The following list characterizes our Two-Way Bilingual Program: 1) it is equally focused on the development of English and Spanish language through Grade 5 and beyond; 2) one language is not acquired at the "expense" of the other; 3) there is less of a feeling of separateness between English and Spanish speakers; 4) ELD is more a part of ongoing thematic instruction; and 5) there is statistically proven highest academic achievement in all content areas for both language groups.

These are what we consider to be the benefits of the program: 1) being bilingual is viewed as desirable; 2) all students benefit from acquiring a second language; 3) there is a general rise in student self-esteem for both language groups; 4) barriers between English and Spanish speaking students are destroyed and this creates a more positive school culture; and 5) all students are provided the opportunity to acquire a second language at no cost to their home language and culture.

**Contact Information**

Aurora González, Director  
 Title VII-ASAP  
 Banning Unified School District  
 161 W. Williams St.  
 Banning, CA 92220  
 Phone: (909) 922-0221  
 Fax: (909) 922-2725  
 imonsivaiz@banning.k12.ca.us

**Bassett Unified School District****CA***Achievement Unlimited**Year 5***Setting** Suburban District**District Enrollment** 5,863    **LEP Enrollment** 2,028    **Grades Served** K-12**Language Groups Served** English, Spanish, Tagalog, Vietnamese**Project focuses on:** Professional Development  
Curriculum Development  
Parental Involvement**Description**

The purpose of the grant is to restructure and reform the Bassett Unified School District to upgrade and improve its programs-policies and practices in order to create a learning system that promotes and enhances the achievement of all students in the District.

Goals: 1) Review, restructure and upgrade the curriculum, integrating updated and enhanced bilingual programs to assure rigorous, challenging learning for all students. 2) Implement higher grade and promotion standards. 3) Review and reform student assignment policies and practices, assuring access to the entire curriculum by LEP students. 4) Review and upgrade family, adult education and outreach programs to assist parents to become actively involved in the education of their children. 5) Design and implement activities and programs which provide tutoring, mentoring and coaching, and career counseling for LEP student. 6) Implement improved staff development programs and recruiting processes, including enhanced career development and bilingual certification strategies. 7) Review, structure, enhance and enrich the instructional program for LEP students by upgrading instructional materials, educational software, and technology resources. 8) Implement other systemic reforms identified in the Strategic Planning Process to be conducted in the preservice phase and attended by representatives of all of our stakeholders.

**Contact Information**

Joan Gazdik  
Bassett Unified School District  
904 N. Willow Avenue  
La Puente, CA 91746  
Phone: (626) 931-3023  
Fax: (626) 918-9579  
jgazdik@bassett.k12.ca.us

**Brawley & Westmorland Elementary School District****CA***Proyecto Especial**Year 1***Setting** Rural District**District Enrollment** 4,128    **LEP Enrollment** 1,609    **Grades Served** K-8**Language Groups Served** Spanish

**Project focuses on:** Professional Development  
 Student Assessment  
 Curriculum Development  
 Parental Involvement  
 School reform model is currently being employed

**Description**

The goals of Proyecto ESPECIAL are to:

1. restructure reading, math, and English Language Development instruction to align with state standards in an active learning environment;
2. upgrade parent involvement by providing parents opportunities to acquire the literacy skills necessary to assist their children in school;
3. reform teaching strategies through professional development academies maximizing peer coaching, "Trainer of Trainers", and implementing model teaching strategies in the classroom and the Community Learning Center;
4. enhance students' learning by presenting character education, multicultural education, critical thinking activities, and hands-on projects integrating classroom learning with life applications.

The program will be implemented in each classroom in the district and in the Community Learning Center through a staff that consists of a project coordinator, two bilingual specialists, a clerk/parent coordinator, and a teacher-leader at each of the school sites.

The Community Learning Center will provide programs for students, staff and parents in a highly technological setting that will include video-conferencing, satellite distance learning and other on-line technologies.

The intended outcome of the project is to develop a model standards-based instructional program for students through the comprehensive reform of staff development and the upgrade of parent involvement activities with links to educational and community institutions.

**Contact Information**

Terri L. Decker  
 Brawley & Westmorland Elementary School District  
 261 D Street  
 Brawley, CA 92227  
 Phone: (760) 344-2330  
 Fax: (760) 344-8928  
 tldecker@ICOE.k12.ca.us

**Brawley & Westmorland Elementary School District****CA***Project EMPOWER**Year 5***Setting** Urban District**District Enrollment** 240,281 **LEP Enrollment** 22,065 **Grades Served** K-12**Language Groups Served** Spanish, Haitian/Creole, Portuguese, French, Chinese**Project focuses on:** Professional Development  
Curriculum Development**Description**

Project EMPOWER is designed to support and increase the academic success of English Language Learners (ELL's) through technology and intensive teacher training. Using funds from the Emergency Immigrant Education Program, the Multicultural/Foreign Language/ESOL Education Department has provided more than 430 computers and language development software applications to 43 schools (K-12) served by project EMPOWER.

Carefully selected software applications combined with integrated instructional management systems and effective instruction have lead to improved student achievement. This technology facilitates diagnostic student placement, provides prescriptive instruction and generates critical data specific to ELL assessment and performance. Students throughout the district participate in teacher designed project-based activities that are aligned with state and district standards in reading, writing and mathematics.

Curriculum training seminars have been designed to improve the delivery of effective, comprehensible and comparable instruction to ELL students. The primary goal of all seminars is to create a greater awareness of developed and available software applications that could facilitate the integration of technology and student assessment within the operational frameworks of a language arts performance-based curriculum.

**Contact Information**

Vilma T. Diaz  
Multicultural/Foreign Lang. /ESOL Education Dept.  
School Board of Broward County  
1441 South Federal Highway  
Ft. Lauderdale, FL 33316  
Phone: (954) 765-6680  
Fax: (954) 765-6526  
vdiaz@browardschools.com

**Buffalo City School District****NY***Systemwide Improvement Project*      *Year 5*[www.ncbe.gwu.edu/titlevii/systemwide/buffalo](http://www.ncbe.gwu.edu/titlevii/systemwide/buffalo)**Setting**    Urban District**District Enrollment**    45,145    **LEP Enrollment**    3,312    **Grades Served**    K-12**Language Groups Served**    Spanish, Arabic, Vietnamese, Russian, Somali**Project focuses on:**    Professional Development  
Curriculum Development  
Parental Involvement  
Program Redesign**Description**

The Buffalo City School District's Title VII systemwide Improvement grant will reform, upgrade and improve existing programs for limited English proficient (LEP) students and the operations relevant to those programs on a systemwide basis.

The project consists of the following components: program redesign, curriculum development, operations and procedures, student achievement, family education and parental involvement, and staff development. The overall goal is to achieve a greater degree of congruence, consistency and cross-program coordination in all the project components.

The objectives are written to specifically address the needs and allow for innovative ideas to design programs to meet those needs -- all with the ultimate goal of ensuring that LEP students master English and develop high levels of academic achievement. The objectives encompass a five-year plan and include the development and publication of several written products.

**Contact Information**

David E. Báez  
Office of Foreign Languages, Bilingual/ESL  
Buffalo City School District  
731 City Hall  
Buffalo, NY 14202  
Phone: (716) 851-3704  
Fax: (716) 851-3882  
[dbaez@buffnet.net](mailto:dbaez@buffnet.net)

**Cambridge Public Schools****MA**

*Cambridge Bilingual Education Reform Project (CBERP)*                      *Year 5*

<http://www.neighborhoodsight.com>

**Setting**    Urban District

**District Enrollment**    8,000    **LEP Enrollment**    1,000    **Grades Served**    K-12

**Language Groups Served**    Spanish, Portuguese, Chinese/Mandarin, Haitian-Creole/French, Korean

**Project focuses on:**    Professional Development  
                                   Student Assessment  
                                   Curriculum Development  
                                   Parental Involvement  
                                   Enrichment Programs  
                                   School reform model is currently being employed

**Description**                      The Cambridge Bilingual Education Reform Project (CBERP), supported by the Title VII Systemwide grant, addresses the needs of students, teachers and families in the bilingual programs in Cambridge and invites English-only speakers to join them in learning two languages. The goal is to enable all children to become bilingual and biliterate; and for teachers to join forces in creating programs where collaboration and integration are the mode. Our focus is to integrate standard monolingual programs with existing bilingual programs in five schools; developing curriculum; and providing support for the alignment of curriculum with the city and state frameworks. CBERP is also working towards incorporating an International Baccalaureate Program at the middle school level and planning its continuation at the secondary level.

**Contact Information**

Mary Cabazon  
 Cambridge Public Schools  
 159 Thorndike Street  
 Cambridge, MA 02141  
 Phone: (617) 349-6466  
 Fax: (617) 349-6515  
 Marcaz@banet.net

**Campbell Union School District****CA**

*Second Language and Academic Excellence*                      *Year 5*

**Setting**    Urban District

**District Enrollment**    7,700    **LEP Enrollment**    1,700    **Grades Served**    K-8

**Language Groups Served**    Spanish, Vietnamese, Korean, Serbo-Croatian, Punjabi

**Project focuses on:**    Professional Development  
    Student Assessment  
    Curriculum Development  
    Parental Involvement

**Description**                      The purpose of our program is to institutionalize additive Spanish/English dual language programs, while maintaining high academic standards for all students. Our International Academy serves those students assessed as beginning English Language Learners through content-based, hands-on ELD instruction. We engage parents and our local communities as partners with the assistance of a parent liaison. Further, we support our dual language and program staff through staff development. We sponsor a summer Multicultural Institute for teachers who engage in the study of a particular region, its literature, history, and culture. To date, that study has culminated in teacher study tours of Mexico, Vietnam, and China.

**Contact Information**

Shirley Olson  
 Campbell Union School District  
 155 N. 3rd St.  
 Campbell, CA 95008  
 Phone: (408) 341-7000    Ext. 6217  
 Fax: (408) 341-7250  
 Shirley\_Olson@campbellusd.k12.ca.us

**Centennial BOCES****CO**

*Centennial BOCES Systemwide Title*      *Year 5*  
*VII Bilingual Education*

**Setting** Rural District

**District Enrollment** 6,234    **LEP Enrollment** 1,493    **Grades Served** K-12

**Language Groups Served** Spanish

**Project focuses on:** Professional Development  
 Student Assessment  
 Curriculum Development  
 Parental Involvement  
 Standards/Content

**Description** Centennial BOCES provides bilingual instructional services to LEP students in grades K-12 in five school districts.

The project, through the collaborative efforts of member districts, addresses: 1) linguistic and academic needs; 2) coordination with other programs of member districts; 3) home, school, community partnerships; and 4) coordination of programs under Colorado's reform efforts.

**Contact Information**

Margaret Walpole  
 Centennial BOCES  
 800 8th Avenue  
 Suite B10  
 Greeley, CO 80631  
 Phone: (970) 352-7404  
 Fax: (970) 352-7350  
 mwalp@net-tlc.org

**Dalton Public Schools****GA***Georgia Project**Year 3***Setting** Rural District**District Enrollment** Not Available **LEP Enrollment** Not Available **Grades Served** K-12**Language Groups Served** Not Available**Project focuses on:** Professional Development  
Curriculum Development**Description** Not Available**Contact Information**

Sheila Evans  
Dalton Public Schools  
P.O. Box 1408  
100 South Hamilton Street  
Dalton, GA 30722-1408  
Phone: (706) 278-8766  
Fax: (706) 226-4583

**Dearborn Public Schools****MI***Project Accelerate**Year 1***Setting** Urban District**District Enrollment** 16,500 **LEP Enrollment** 7,000 **Grades Served** PreK-12**Language Groups Served** Arabic, Spanish, Romanian, Albanian, Urdu

**Project focuses on:** Professional Development  
 Student Assessment  
 Curriculum Development  
 Parental Involvement  
 School reform model is currently being employed

**Description** The focus of Project Accelerate is to improve, reform and upgrade relevant programs and operations that serve Dearborn's large LEP population and their families. Project Accelerate will focus on aligning curriculum, assessment, instruction, and staff development to increase LEP student achievement using the same rigorous state performance standards as non-LEP students.

**Contact Information**

Cheryl Kreger  
 Dearborn Public Schools  
 18700 Audette  
 Dearborn, MI 48124  
 Phone: (313) 730-3029  
 Fax: (313) 791-3301  
 kregerc@dearborn.k12.mi.us

**Des Moines Public Schools****IA***Project TEACH**Year 3***Setting** Urban District**District Enrollment** 32,194 **LEP Enrollment** 2,312 **Grades Served** K-12**Language Groups Served** Spanish, Bosnian, Vietnamese, Lao, Sudanese**Project focuses on:** Professional Development  
Student Assessment  
Curriculum Development  
Parental Involvement**Description**

Project T.E.A.C.H. (Training to Ensure Achievement of Children) is designed to improve, reform and upgrade the ESL/bilingual education program and the total instructional program provided to LEP students in the Des Moines School District.

The focus of project T.E.A.C.H. is to promote higher academic achievement for all limited English proficient students by increasing staff expertise in delivering instruction and to increase each building staff's ownership of the responsibility for LEP student learning to higher standards.

-- Professional Staff Development: An intensive training program with a leadership teach approach.

-- Parent Training: An intensive training program for teams of parents

-- Curriculum Revision: Teams of ESL and regular teachers work on updating the curriculum of the district ESL programs to be delivered consistently across all ESL schools.

-- Welcome Center: A Welcome Center where families of LEP children have a warm introduction to the Des Moines schools, where their children will be evaluated for math skills, literacy skills in English and in their native language. Literacy survival classes for students who have had limited schooling and are not literate in English and their first language will be offered from grade 3 to 12.

**Contact Information**

Dinh Van Lo  
Des Moines Public Schools  
1800 Grand Ave., Rm. 551  
Des Moines, IA 50320

Phone: (515) 242-7784

Fax: (515) 242-8168

van2odi@dmps.des-moines.k12.ia.us

**District of Columbia Public Schools****DC**

*PRIME DC (Parents Reinforcing Instruction for Mathematics Excellence)*      *Year 3*

**Setting** Urban District

**District Enrollment** Not Available    **LEP Enrollment** Not Available    **Grades Served** PreK-3

**Language Groups Served** Spanish

**Project focuses on:** Professional Development  
Parental Involvement  
Raising Students Mathematics Scores

**Description** Not Available

**Contact Information**

Susan C. Williams  
Prime D.C. Project  
Bancroft School  
1755 Newton St., N.W., Rm. 211  
Washington, DC 20010  
Phone: (202) 673-4579  
Fax: (202) 673-4390

**East Side Union High School District****CA**

*Postsecondary Education Access and Readiness for LEP Students (P.E.A.R.L.S.)*      *Year 3*

**Setting**    Urban District

**District Enrollment**    22,370    **LEP Enrollment**    6,862    **Grades Served**    9-12

**Language Groups Served**    Spanish, Vietnamese, Tagalog, Chinese, Cambodian

**Project focuses on:**    Professional Development  
                                  Student Assessment  
                                  Curriculum Development  
                                  Parental Involvement

**Description**                    The purpose of Project PEARLS is to reform and upgrade the current bilingual education program being offered at East Side Union High School District. In working with the Instructional Services Division, the project will work toward providing avenues for LEP students to gain access to the mainstream, to prepare LEP students for postsecondary education including college, university and vocational education, and to foster an environment where they are confident in finding success in education and that this should be their lifelong endeavor.

**Contact Information**

Ngyuen Pham, Title VII Coordinator  
 Andrew Hill High School  
 3200 Senter Rd.  
 San Jose, CA 95111  
 Phone: (408) 227-8800    Ext. 4942  
 Fax: (408) 226-2089

**Franklin-McKinley School District****CA***Project Bridge to the 21st Century*      *Year 3***Setting** Urban District**District Enrollment** 10,688    **LEP Enrollment** 5,653    **Grades Served** K-8**Language Groups Served** Spanish, Vietnamese, Kmer, Philipino, Cantonese

**Project focuses on:** Professional Development  
 Student Assessment  
 Curriculum Development  
 Parental Involvement  
 Technology  
 School reform model is currently being employed

**Description** Success for All is a comprehensive approach to restructuring elementary schools to ensure the success of every child. The program emphasizes prevention and early intervention to anticipate and solve any learning problems. Success for All provides schools with research-based curriculum materials; extensive professional development in proven strategies for instruction, assessment, and classroom management; one-to-one tutoring for primary grade children who need it; and active family

**Contact Information**

Charles Parchement, Ph.D.  
 Franklin-McKinley School District  
 645 Wool Creek Dr.  
 San Jose, CA 95112  
 Phone: (408) 283-6067 Ext. 101  
 Fax: (408) 283-6013  
 charles.parchement@fmsd.org

**Fremont School District #38****WY***Title VII Systemwide Grant***Setting** Rural District**District Enrollment** 270    **LEP Enrollment** 252    **Grades Served** K-8**Language Groups Served** English, Arapahoe, Spanish

**Project focuses on:** Professional Development  
 Student Assessment  
 Curriculum Development  
 Parental Involvement  
 Character Building, Technology

**Description** Arapahoe School is currently receiving assistance from NWRL in selecting a model that best fits the Native American population and current school improvement programs.

**Contact Information**

Ken Egelston  
 Arapahoe School  
 P.O. Box 9211  
 Arapahoe, WY 82510  
 Phone: (307) 856-9333  
 Fax: (307) 856-2440  
 keggelston@schooltalk.fremont38.k12.wy.us

**Fresno Unified School District****CA***Project Access**Year 3***Setting** Urban District**District Enrollment** 78,700 **LEP Enrollment** 25,567 **Grades Served** K-12**Language Groups Served** Spanish, Hmong, Lao, Khmer, Vietnamese

**Project focuses on:** Professional Development  
 Curriculum Development  
 Parental Involvement  
 Articulation with other departments regarding LEP issues  
 School reform model is currently being employed

**Description**

The goals and objectives of the project reflect a commitment to provide equal access to LEP's by 1) improving the professional development programs, the instruction, and the curriculum to meet the needs of the different language groups; 2) reforming the articulation and collaboration between all departments regarding bilingual issues; 3) upgrading direct instruction in academic language for all students; and 4) creating a two-way immersion bilingual model in Spanish at an elementary site. The overall goal is to improve LEP students' academic achievement as well as increasing the skills of teachers and administrators who serve them.

Regular workshops are provided for teachers, administrators, parents, and community members to develop an awareness of the different cultures represented in the district. Collaboration with the local colleges and universities focuses on LEP issues and multicultural awareness. There are also partnerships with the local media to help disseminate information to the largest language groups, Spanish and Hmong. Hmong materials have been developed for use in Hmong bilingual classrooms and to promote Hmong literacy, as well as workshops promoting Hmong literacy.

**Contact Information**

Rose Lee Patron  
 Office of Multilingual/Multicultural Education  
 Fresno Unified School District  
 2348 Mariposa  
 Fresno, CA 93721  
 Phone: (559) 457-3648  
 Fax: (559) 237-7355  
 rlpatro@fresno.k12.ca.us

**Glendale Unified School District****CA***Project SUCCESS**Year 5***Setting** Suburban District**District Enrollment** 30,212 **LEP Enrollment** 12,790 **Grades Served** K-12**Language Groups Served** Armenian, Spanish, Korean, Philipino/Tagalog, Arabic**Project focuses on:** Professional Development**Description**

Project SUCCESS (Schools Uniting, Collaborating, Communicating, Educating Students Successfully) will enable each school to provide professional development for its staff so that they may deliver outstanding programs for all LEP students. The training will prepare staffs to engage in a school-wide effort to design the most appropriate instructional programs for all LEP students at the school and to implement the chosen comprehensive, high quality instructional program for LEP students in each classroom. Administrators, teachers and paraprofessionals at each site will participate in a unique training program based on their own assessment of site needs.

**Contact Information**

Lynn B. Marso  
 Professional Development Programs Center  
 Glendale Unified School District  
 319 N. Central Ave.  
 Glendale, CA 91203  
 Phone: (818) 247-3803  
 Fax: (818) 247-4126  
 lmarso@glendale.k12.ca.us

**Hartford Public Schools****CT***Think and Learn***Setting** Urban District**District Enrollment** 23,900 **LEP Enrollment** 3,600 **Grades Served** K-8**Language Groups Served** Spanish, Vietnamese**Project focuses on:** Professional Development  
Parental Involvement  
Student Enrichment/Research and Study Skills**Description**

Think and Learn, a five-year systemwide project, is a comprehensive initiative designed to improve, reform and upgrade the bilingual program in conjunction with the objectives and strategies set forth in 1994 by the Hartford Board of Education's "We Believe in Tomorrow -- A Framework for the Strategic Direction of the Hartford Public Schools." The Bilingual Department, in cooperation and partnership with the National Children's Educational Reform Foundation, has designed and continues to implement the project.

Think and Learn's interconnected activities of professional staff development for teachers and administrators, training for parents, and enrichment programs for students work in concert to create and implement systemwide change to support and empower limited English proficient (LEP) students in the Bilingual Program. The project has established three teams -- Think-Kids, comprised of Hartford's LEP students; Think-Coaches, comprised of teachers and administrators; and Think-Parents-Are-Powerful, comprised of the parents of bilingual program students. All work in concert to improve the thinking/learning skills, academic achievement and work force readiness education for Hartford's Bilingual Program students.

**Contact Information**

Carol Shapiro Bernson  
Bilingual Dept.  
Hartford Public Schools  
153 Market St.  
Hartford, CT 06103  
Phone: (860) 297-8449  
Fax: (860) 722-8953

**Hatch Valley Municipal Schools****NM***Hatch Valley Municipal Schools  
Systemwide Project**Year 3***Setting** Rural District**District Enrollment** 1,492    **LEP Enrollment** 1,270    **Grades Served** K-12**Language Groups Served** Spanish**Project focuses on:** Professional Development  
Student Assessment  
Curriculum Development  
Parental Involvement**Description**

The Hatch Valley Public Schools Title VII Systemwide Improvement Project addresses major objectives. Specifically, the improvement of students' linguistic and academic needs are accomplished through extensive staff development, expansion of dual-language instruction, a six-tiered parent education program, upgrading/revision of K-12 curricula, special material to coincide with new programs, curriculum reform, a peer-tutoring program at grades 9-12, tutorials for elementary and middle school children, family counseling sessions, upgrading of technology, an extended testing program and management information system for student tracking, and a special approach for objectives accomplishment through monitoring of the educational change process and maximal utilization of resources.

**Contact Information**

Adela Holder  
Hatch Valley Municipal Schools  
P.O. Box 790  
Hatch, NM 87937  
Phone: (505) 267-8225  
Fax: (505) 267-5224  
abholder@hotmail.com

**Lawndale School District****CA***Project LEARN**Year 5***Setting** Urban District**District Enrollment** 5,804 **LEP Enrollment** 2,013 **Grades Served** PreK-8**Language Groups Served** Spanish, Vietnamese

**Project focuses on:** Professional Development  
 Curriculum Development  
 Parental Involvement  
 Preschool  
 School reform model is currently being employed

**Description**

Project LEARN serves 2013 LEP students in 6 elementary and 1 middle school. Preschools have been established at each of the elementary schools. High/Scope is used in the preschools and in some knidergartens. Breathrough to Literacy is implemented in preschool through grade 2. Math/Science/Technology centers, staffed by certified teachers, have been established at each of the elementary schools. Intensified instruction is offered at the middle school. Parent education, using Niños Bien Educados, as well as ESL classes at the elementary schools are offered. Extensive staff development has taken place.

**Contact Information**

Joan Davis  
 Lawndale School District  
 4161 W. 147th St.  
 Lawndale, CA 90260  
 Phone: (310) 644-8458  
 Fax: (310) 978-2960  
 jdavis@laedu.lalc.k12.ca.us

**Lodge Grass Public Schools****MT***Ashammaliaxxia Project**Year 3***Setting** Rural District**District Enrollment** Not Available **LEP Enrollment** Not Available **Grades Served** K-12**Language Groups Served** Crow**Project focuses on:** Professional Development  
Curriculum Development  
Parental Involvement**Description**

The Lodge Grass School District No. 2 and 27 Systemwide Improvement Grant proposes to improve the education of limited English proficient Crow Indian students and their families by focusing upon the following goals:

1. Improving the education of all students by reviewing, restructuring and upgrading the school's educational goals, curriculum guidelines and content, standards and assessments.
2. Developing partnerships with families/community by providing family education programs that promote the Crow language and culture, adult literacy training, and outreach activities.
3. Professional development for district staff, instructional assistants and teachers to develop and expand their knowledge in working with culturally and linguistically diverse students for graduate, undergraduate or continuing education credit.
4. Collaborate with existing students retention, Incentive programs for K-12 students, and develop an At-risk Student Crow Cultural Mentorship program for 6-12 grades, to ensure high school graduation, increased academic achievement, and maintenance of Crow language and cultural knowledge.
5. Provide Crow Bilingual Class 7 Certified teachers, who are knowledgeable about the culture and language, and are specifically trained to provide services to children and youth of Limited English and Limited Crow Proficiency.

**Contact Information**

Sharon Stewart Peregoy  
Lodge Grass Public Schools  
P.O. Box 810  
124 North George  
Lodge Grass, MT 59050  
Phone: (406) 639-2304  
Fax: (406) 639-2388  
sharonp@lodgegrass.k12.mt.us

**Los Angeles U.S.D.: Gardena/Washington Cluster****CA***Project Rebuild**Year 5***Setting** Urban District**District Enrollment** 12,000 **LEP Enrollment** 4,800 **Grades Served** K-12**Language Groups Served** Spanish, Korean, Vietnamese, Cantonese, Tagalog**Project focuses on:** Professional Development  
Curriculum Development**Description** Support in literacy through math and science through use of technology.**Contact Information**Cheri Tuinstra, Technology Facilitator  
Los Angeles U.S.D.  
1208 Magnolia  
Gardena, CA 90247  
Phone: (310) 515-3044  
Fax: (310) 532-4674  
ctuin@aol.com

**Los Angeles U.S.D.: Huntington Park Cluster****CA***Success Unlimited**Year 3*[http://www.lausd.k12.ca.us/huntington\\_park\\_cluster](http://www.lausd.k12.ca.us/huntington_park_cluster)**Setting** Urban District**District Enrollment** 18,073 **LEP Enrollment** Not Available **Grades Served** K-12**Language Groups Served** Spanish

**Project focuses on:** Professional Development  
 Student Assessment  
 Curriculum Development  
 Parental Involvement  
 Visual and Performing Arts  
 School reform model is currently being employed

**Description**

Success Unlimited is designed to improve, upgrade and reform all programs in the Huntington Park Cluster so that ELL students meet rigorous and challenging content and performance standards. The Huntington Park cluster is composed of eight elementary schools, one middle school, one comprehensive high school and one continuation high school. The 11,055 ELL students represent 65.5% of the total enrollment. Success Unlimited is built on the theory of constructivism as a way of teaching and learning. This theory was chosen because of its proven effectiveness and consistency with the communicative approach to language learning, an essential element of any model used in the Cluster where over 85% of the students are English language learners. The focus is on the cultural background and history of students and the following beliefs: Learners must be actively engaged in constructing their own understanding and knowledge. New knowledge builds on previous knowledge, and learner's background knowledge plays a significant role in the construction of meaning. Classroom tasks should closely parallel real-life tasks to which students may expect to apply their knowledge and skills. Real-life tasks are meaningful, purposeful, and rooted in context. Approaches to assessment should reflect the complexity of integrating knowledge and skills into performances. Schools work within the cultural context and inclusion in the arts is necessary to learning and to define culture.

**Contact Information**

Ileana M. Dávalos  
 Los Angeles Unified School District  
 2151 N. Soto St.  
 Los Angeles, CA 90032  
 Phone: (213) 625-6132  
 Fax: (323) 227-5574  
 llypig@aol.com

**Lovington Municipal Schools****NM***Los Abuelos**Year 3***Setting** Rural District**District Enrollment** 2,867 **LEP Enrollment** 672 **Grades Served** K-12**Language Groups Served** Spanish, English**Project focuses on:** Professional Development  
Parental Involvement  
School reform model is currently being employed**Description** This program seeks to create more equitable opportunities for both limited English proficient students and fluent English proficient students and increase their educational achievement. It creates an enrichment opportunity for fluent English speakers and provides the necessary assistance for the limited English speakers.**Contact Information**Joe R. Palomo  
Lovington Municipal Schools  
P.O. Box 1537  
310 N. 5th Street  
Lovington, NM 88260  
Phone: (505) 396-2891  
Fax: (505) 396-6450  
Jpalomo@Leaconet.com

**Lynwood Unified School District****CA***Title VII Systemwide Grant**Year 3***Setting** Urban District**District Enrollment** 18,238 **LEP Enrollment** 7,669 **Grades Served** K-12**Language Groups Served** Spanish, Samoan, Lao, Philipino, Gujarati**Project focuses on:** Professional Development  
Student Assessment  
Parental Involvement**Description**

The aim of the Title VII Systemwide Improvement Grant Project is to improve, reform and upgrade the existing bilingual transitional program to better serve LEP students at Lynwood schools. The project is guided by four overall objectives, as follows. These overall goals will be incorporated into benchmarks so that they can be better evaluated.

1. To provide professional skills development training of teachers and instructional support staff in the use of effective strategies and pedagogical techniques that will improve the second language acquisition of the students as indicated by the scores on standardized assessment by at least a minimum of 25% above previous baseline scores.
2. To provide services to new students so that the time required for the intake process to enroll LEP students is reduced to 40%.
3. To provide professional skills development training to designated teachers and instructional support staff so that continuous training can be conducted throughout the year.
4. To provide 10 Saturday workshops for parents and students that improve language acquisition skills through the use of computer technology.

**Contact Information**

Barbara Johnson/Olga Keegan  
Lynwood Unified School District  
11321 Bullis Road  
Lynwood, CA 90262  
Phone: (310) 886-1637  
Fax: (310) 886-3278

**Magdalena Municipal Schools****NM***Title VII Systemwide Grant**Year 3***Setting** Rural District**District Enrollment** 413    **LEP Enrollment** 134    **Grades Served** K-12**Language Groups Served** Navajo, Spanish

**Project focuses on:** Professional Development  
 Student Assessment  
 Curriculum Development  
 School reform model is currently being employed

**Description**

The Magdalena Title VII Program is a K-12 structured English immersion program serving approximately 134 Native American students. This standards-based program is designed to ensure that our Limited English Proficient students reach high levels of performance and meet rigorous and world-class standards. At all levels K-12 students demonstrate mastery in academic core areas of knowledge by completing a portfolio and presentations of high quality. Teaching methodologies emphasized are inquiry-based investigations, cooperative learning techniques, Cambourne's Conditions of Learning and the Ten Common Principles of the Coalition of Essential Schools, in addition to oral and written English language development through expanded core area content.

The program's professional development component is integrated into the District's long range school improvement plan. Our continuous and ongoing professional development has built capacity by building on the expertise of our teacher leaders via "training of trainers", and supporting all our teachers through peer coaching and mentoring.

**Contact Information**

Kitty Martin  
 Magdalena Municipal Schools  
 PO Box 24  
 Magdalena, NM 87825  
 Phone: (505) 854-2241  
 Fax: (505) 854-2531  
 kmartin@magdalena.K12.nm.us

**Mountain Empire School District****CA**

*English Language Learner (ELL) Year 1  
Success*

**Setting** Rural District

**District Enrollment** 1,817    **LEP Enrollment** 662    **Grades Served** K-12

**Language Groups Served** Spanish, Kumeyaay

**Project focuses on:** Professional Development  
Student Assessment  
Curriculum Development  
Parental Involvement

**Description**

The project provides direct services to Hispanic LEP students and Kumeyaay Nation Native American students who learn language arts and science through experiential, community-based, real-life projects that not only link students to the surrounding community but which also provide meaningful content as they develop English literacy. Computer technologies are an integral part of the project as tools for learning, research and production as well as for communication with peers and mentors in other tribes, regions, and countries. Mentors drawn from the local community, Cuyamaca Community College and from the Tribal Colleges members of the school's national partner, PETE (Partnership for Environmental Technology Education), not only serve as positive role models but also assist students with their research and community-based projects, apprenticeships and other real-life experiences. Active experiential learning, mentors, apprenticeships, meaningful community projects and distance learning are the vehicles used to motivate students, to allow for greater comprehension and to inspire Native American and Latino learners to pursue careers in math, science and technology fields.

**Contact Information**

Geni Boyer, Project Director  
Mountain Empire School District  
3921 Buckman Springs Rd.  
Pine Valley, CA 91962  
Phone: (209) 577-5021  
Fax: (209) 577-0672  
Gboyer5021@aol.com

**New York C.S.D. #32****NY***Project Build**Year 3***Setting** Urban District**District Enrollment** Not Available **LEP Enrollment** Not Available **Grades Served** K-3, 6-8**Language Groups Served** Spanish, Chinese, Bengali, Haitian, Vietnamese**Project focuses on:**  
Professional Development  
Student Assessment  
Curriculum Development  
Parental Involvement**Description**  
Project BUILD is a developmental dual language education program designed for English Language Learners and English-proficient students in grades K-3 and 6-8. The program will build excellence in the second and native languages. The project will use a hands-on active learning model augmented by technology. It also has a comprehensive staff development program and a strong parental involvement program. The program is being implemented in three elementary and two intermediate schools.**Contact Information**Elsie Loperena  
New York C.S.D. #32  
797 Bushwick Ave.  
Brooklyn, NY 11221  
Phone: (718) 574-1139  
Fax: (718) 574-1196

**New York City Board of Education****NY***Big Apple**Year 1***Setting** Urban District**District Enrollment** 1,093,071 **LEP Enrollment** 148,399 **Grades Served** K-12**Language Groups Served** Spanish, Chinese, Russian, Haitian/Creole, Bengali**Project focuses on:** Professional Development**Description**

Coalition of Essential Schools (K-12) in collaboration with Brown University for Action Research. Thirteen schools in four boroughs at three different levels participate in "Big Apple". This program provides professional development, parent leadership, and extended instruction models in order to deliver better services to the identified schools. All schools participate in the collaborative with Brown University in order to ensure best practices are used to help all students progress academically.

**Contact Information**

Lorraine Dunlon  
 Office of Bilingual Education  
 New York City Board of Education  
 131 Livingston St.  
 Brooklyn, NY 11201  
 Phone: (718) 935-5424  
 Fax: (718) 935-4041

**Oak Grove School District****CA***Project Side by Side**Year 3***Setting** Urban District**District Enrollment** 12,168 **LEP Enrollment** 2,464 **Grades Served** PreK-8**Language Groups Served** Spanish, Vietnamese, Philipino, Punjabi, Cantonese

**Project focuses on:** Professional Development  
 Student Assessment  
 Curriculum Development  
 Parental Involvement  
 Career Ladder

**Description**

Project Side by Side's main purpose is to assist ELL's to achieve academic excellence and prepare themselves for success in the society and economy of the 21st century by improving, reforming and upgrading services in the following areas: extended education opportunities, parent involvement and family education, staff development, and curriculum reform. This purpose and the activities supported by the grant are aligned with the district's strategic plan and vision statement.

1) The Teaching and Learning Component focuses on strengthening the instructional program for ELL's by aligning it with District standards, developing new materials, and upgrading assessment.

2) The School Readiness Component provides a summer readiness program for ELL's designed to develop Kindergarten readiness skills.

3) The Professional Development Component strengthens district efforts to provide training to all instructional staff on effective methods for teaching ELL's through: a) English Language Development (ELD), b) Specially Designed Academic Instruction in English (SDAIE), and c) Complex Instruction (CI).

4) The Career Ladder Component supports instructional assistants, teacher interns and classroom teachers in attaining degrees and credentials that will qualify them for working with ELL's, thereby assisting the district to remedy its current shortage of qualified instructional personnel.

5) The Parent Outreach and Family Education Component envisions the development of a strong partnership with parents of ELL's, on a district-wide basis, that will empower them to be active participants in their children's educational success.

**Contact Information**

Kim Anh Vu  
 Oak Grove School District  
 6578 Santa Teresa Blvd.  
 San Jose, CA 95119

Phone: (408) 227-8300 Ext. 268

Fax: (408) 225-3548

kavu@ogsd.k12.ca.us

**Oceanview School District****CA***Project Renaissance**Year 5***Setting** Rural District**District Enrollment** 2,500 **LEP Enrollment** 1,200 **Grades Served** K-8**Language Groups Served** Spanish, Tagalog, Samoan, Korean, Vietnamese

**Project focuses on:** Professional Development  
 Curriculum Development  
 Parental Involvement  
 Leadership Training for Administrators and Teachers

**Description** Project Renaissance will provide a permanent District capacity for ensuring that LEP students achieve meaningful and lasting success. Implementation and coordination of the four program components will result in systemwide changes in the way bilingual programs and other services are structured. The project activities constitute a comprehensive plan for: 1) bringing parents and community services into partnership with the district through an on-site Family Center for training and services, 2) training site-based leadership teams to guide their schools to create higher quality programs, 3) delivering improved curriculum and instruction to LEP students, and 4) training staff in state-of-the-art methodologies and the use of technology.

**Contact Information**

Marcia Turner  
 Oceanview School District  
 2382 Etting Rd.  
 Oxnard, CA 93033  
 Phone: (805) 986-6732  
 Fax: (805) 986-6797  
 mturner@ovsd.k12.ca.us

**Omaha Public Schools****NE***Project CASTL2E**Year 1***Setting** Urban District**District Enrollment** 45,000 **LEP Enrollment** 2,500 **Grades Served** PreK-12**Language Groups Served** Spanish, Nilotic, Vietnamese, Chinese

**Project focuses on:** Professional Development  
 Student Assessment  
 Curriculum Development  
 Parental Involvement  
 Dual Language

**Description** Project CASTL2E (Creating Academic Success Through Language Learning Excellence) will focus on the goals of:

1. high student achievement for LEP students
2. developing a highly skilled professional staff, and
3. increasing the involvement of parents of LEP students

The main components include:

1. curriculum reform that emphasizes best practices and ongoing assessment
2. integration of technology
3. development of a dual language program and Newcomer center
4. parent involvement, and
5. professional development

**Contact Information**

Susan Mayberger  
 TAC - Omaha Public Schools  
 3215 Cuming St.  
 Omaha, NE 68131  
 Phone: (402) 342-6606  
 Fax: (402) 557-2499  
 maybergs@ops.org

**Pajaro Valley Unified School District****CA***College Bound Project**Year 1***Setting** Rural District**District Enrollment** 18,895 **LEP Enrollment** 8,810 **Grades Served** K-12**Language Groups Served** Spanish, Tagalog, Portuguese, Ilocano, Punjabi

**Project focuses on:** Professional Development  
 Student Assessment  
 Curriculum Development  
 Parental Involvement  
 Collaboration/Articulation  
 School reform model is currently being employed

**Description**

The primary purpose of Project College Bound is to increase the number and percentage of ELL and former ELL students who graduate and complete the requirements for entry to four-year universities. Accomplishing this purpose will require a comprehensive reform of programs, with emphasis on improving students' academic preparation and personal determination to succeed in school. The project goals and objectives encompass all areas of operation of the schools, including the instructional program, student assessment, support services, articulation within and between schools, collaboration with the universities, staff development and parent involvement/family education.

The project will complement and be integrated with other district reform efforts based on the Local Improvement Plan. The particular activities of the project will be organized around five components: teaching and learning; assessment; collaboration and articulation; parent involvement and family education; and staff development.

**Contact Information**

Janet Welch  
 Pajaro Valley Unified School District  
 P.O. Box 50010  
 Watsonville, CA 95077-5010  
 Phone: (831) 728-6200 Ext. 272  
 Fax: (831) 728-6210

## Palm Beach County School District

FL

*Communities and Schools*  
*Accelerating LEP Students*  
*(C.A.S.A.S.)*

*Year 3*

**Setting** District covers rural, suburban and urban areas

**District Enrollment** 149,235    **LEP Enrollment** 19,422    **Grades Served** PreK-12

**Language Groups Served** Spanish, Haitian/Creole, Portuguese, Kanjobal, Vietnamese

**Project focuses on:** Parental Involvement  
 Guidance Services, Community Involvement

### Description

The CASAS project offers academic support and counseling services to language minority students and their families. Through the program, students receive academic assistance, career orientation, college outreach programs, leadership training, take home laptop computer, and a mentor program.

Parent support through home visits by the parent liaisons, as well as individual, group and family counseling by guidance counselors and contracted social service agencies is offered. CASAS provides parent workshops that help parents support their student children at home and in school. To better communicate and assist our diverse community, all of the CASAS personnel are bilingual and bicultural.

In addition to the counseling team and parent liaisons, CASAS has formed partnerships with multicultural, non-profit agencies and churches. Three CASAS parent liaisons, housed in non-profit agencies, work in the community to support parents with their children's academic performance. This partnership will result in providing better services to the students, the parents and the schools.

### Contact Information

Connie Berry, Project Manager  
 Department of Multicultural Education  
 Palm Beach County School District  
 3372 Forest Hill Blvd., Suite C-141  
 West Palm Beach, FL 33406

Phone: (561) 434-7348

Fax: (561) 357-7683

CBerry21@AOL.com

**Palm Beach County School District****FL***CARE/Extra CARE 2000**Year 5***Setting** District covers rural, suburban and urban areas**District Enrollment** 150,000 **LEP Enrollment** 18,000 **Grades Served** K-12**Language Groups Served** Spanish, Haitian/Creole, Portuguese, Chinese, Arabic**Project focuses on:** Professional Development  
Curriculum Development**Description**

CARE/Extra CARE 2000 is a systemwide special alternative instruction project to reform and upgrade the instructional program for LEP students in grades two through twelve in southern most administrative area of Palm Beach County Schools. There are three components to the project: CARE, Extra CARE, and the Florida Atlantic University Teacher training program.

CARE (Computer Assisted Reading in English) is a highly interactive, highly computerized reading program in English as a second language. Extra CARE is a communicative based sheltered English program with an emphasis on content based writing. The Florida Atlantic University teacher training program provides teachers each year with the five graduate level courses necessary to obtain Florida endorsement in ESOL.

**Contact Information**

Dean C. Stecker  
 Palm Beach County School District  
 3372 Forest Hill Blvd., B-101  
 West Palm Beach, FL 33406-5870  
 Phone: (561) 434-8781  
 Fax: (561) 434-8074  
 dcstecker@smtp.palmbeach.k12.fl.us

**Palmdale School District****CA***Project P.A.L.M.A.S.**Year 3***Setting** Suburban District**District Enrollment** 19,402 **LEP Enrollment** 3,718 **Grades Served** K-8**Language Groups Served** Not Available**Project focuses on:** Not Available**Description** Not Available**Contact Information**

Roger Gallizzi  
 Palmdale School District  
 39139 Tenth Street East  
 Palmdale, CA 93550  
 Phone: (661) 267-0509  
 Fax: (661) 266-2575  
 rdgallizzi@psd.k12.ca.us

**Pimeria Alta Learning Center****AZ***Title VII Systemwide Grant**Year 3***Setting** Rural District**District Enrollment** 261    **LEP Enrollment** 154    **Grades Served** 7-12**Language Groups Served** Spanish, English**Project focuses on:** Professional Development  
Student Assessment  
Curriculum Development  
Parental Involvement**Description**

To improve relevant programs and operations within the school system through: development and implementation of an improved technological curriculum; improved student information; management and assessment capability; increased numbers of multiple endorsed teachers in ESL, bilingual education, and special education; increased parent/community involvement; and acquisition of materials which are appropriate and in sufficient quantity to meet the needs of all targeted students. This is accomplished in a comfortable, safe, holistic environment, in a bilingual mode, with caring and supportive staff, and emphasizing the team philosophy and approach of the Total Quality School perspective.

**Contact Information**

Sandra Potter  
Pimeria Alta, Inc.  
310 N. Grand Court Plaza Dr.  
Nogales, AZ 85621

Phone: (520) 287-3540 Ext. 101

Fax: (520) 287-7902

sandra-pimeria@nova.novanet.com

**Poplar Public Schools****MT***Bilingual Education Program**Year 3***Setting** Rural District**District Enrollment** 1,013 **LEP Enrollment** Not Available **Grades Served** K-12**Language Groups Served** Spanish, Dakota, Asian

**Project focuses on:** Professional Development  
 Student Assessment  
 Curriculum Development  
 Parental Involvement  
 School reform model is currently being employed

**Description**

The program is currently in its third year of funding with project goals being accomplished accordingly. The bilingual program has professional staff members to fulfill the duties and to accomplish the goals of the project. The director is currently working with the school technology committee on K-12 English language skills acquisition. The Intergenerational program is working on issues between the school and community relationships, which should shorten the communication gap. We also have a committee working on the Dakota language curriculum K-12, which should be finalized this year for the entire K-12 program. The program has implemented a professional development plan utilizing the technology program as a resource of information.

**Contact Information**

Thomas Brown  
 Poplar Public Schools  
 P.O. Box 458  
 Poplar, MT 59255  
 Phone: (406) 768-3524  
 Fax: (406) 768-5510  
 2csap@nemontel.net

**San Benito CISD****TX**

*Opening Doors to the Future through  
Maintenance Bilingual/ESL Programs*      *Year 3*

**Setting**    Urban District

**District Enrollment**    8,776    **LEP Enrollment**    1,816    **Grades Served**    PreK-12

**Language Groups Served**    Spanish

**Project focuses on:**    Professional Development  
    Curriculum Development  
    Parental Involvement  
    School reform model is currently being employed

**Description**    Not Available

**Contact Information**

Margarita Y. Greer  
 San Benito CISD  
 240 North Crockett  
 San Benito, TX 78586  
 Phone: (956) 361-6147  
 Fax: (956) 361-6128  
 mgreer@mail.sanbenito.k12.tx.us

**San Dieguito Union High School District****CA***ASPIRE**Year 3***Setting** Suburban District**District Enrollment** 29,523 **LEP Enrollment** 7,380 **Grades Served** 7-12**Language Groups Served** Spanish

**Project focuses on:** Professional Development  
 Student Assessment  
 Curriculum Development  
 School reform model is currently being employed

**Description**

ASPIRE Purpose & Goals: This system-wide improvement project directly addresses the need for rigorous State content and student performance standards by implementing a bilingual language arts program modeled after Project WRITE, a Title VII State and National Academic Excellence exemplary program. Project ASPIRE expands Project WRITE to include literacy in a bilingual model that promotes reading and writing for high academic achievement in English. This new system-wide project supports high standards for all English learners and meets State content and performance standards, IASA (Improving America's Schools Act), and Goals 2000 objectives.

Goal 1: To improve English learners' proficiency in English literacy and to improve assessment to meet State and National standards.

Goal 2: To employ proven staff development strategies that foster English learners' academic achievement and systemic reform.

Goal 3: To improve English learners' proficiency in Spanish as a basis for higher academic achievement in English to meet State and National standards.

**Contact Information**

Donna Heath  
 San Dieguito Union High School District  
 710 Encinitas Blvd.  
 Encinitas, CA 92024

Phone: (760) 753-6491 Ext. 5551

Fax:

dheath@sduhsd.k12.ca.us

**San Francisco U.S.D.****CA***The Language Academy Schools**Year 3*<http://www.sf.bilingual.net>**Setting** Urban District**District Enrollment** 65,579 **LEP Enrollment** 19,370 **Grades Served** K-12**Language Groups Served** Chinese, Spanish, Philipino, Vietnamese, Russian**Project focuses on:** Professional Development  
Student Assessment  
Curriculum Development  
Parental Involvement  
Technology Integration/Information Dissemination**Description** The Language Academy programs commit to upholding the Ten Academic Master Principals and the Bilingual Education Language Academy Department assists them in meeting this commitment through ongoing professional development for teachers, administrators and parents; a leadership training course for parents and Home Instructional Program for Preschool Youngsters (HIPPY) in Spanish, Chinese and Vietnamese; development of curricula and alignment with standards; development of a standards/performance-based assessment rubric; and dissemination of all program initiatives through an information clearinghouse including a website, library and print publications.**Contact Information**Veronica Fern  
Bilingual Education/Language Academy  
San Francisco U.S.D.  
300 Seneca Ave.  
San Francisco, CA 94112  
Phone: (415) 469-4000  
Fax: (415) 469-4783  
[vfern@muse.sfusd.edu](mailto:vfern@muse.sfusd.edu)

**San Ysidro School District****CA**

*Bilingual Education: Systemwide  
Improvement Grant*                      *Year 5*

**Setting**    Urban District

**District Enrollment**    4,381    **LEP Enrollment**    2,797    **Grades Served**    K-6

**Language Groups Served**    Not Available

**Project focuses on:**    Not Available

**Description**    Not Available

**Contact Information**

Carolina Flores  
San Ysidro School District  
4350 Otay Mesa Rd.  
San Ysidro, CA 92173  
Phone: (619) 428-4476    Ext. 3029  
Fax: (619) 690-4409  
carolina@sysd.k12.ca.us

**Santa Ana Unified School District****CA**

*Biliteracy Underlies Intellectual & Linguistic Development (BUILD)*      *Year 3*

**Setting** District

**District Enrollment** 57,950    **LEP Enrollment** 39,133    **Grades Served** 4-12

**Language Groups Served** Spanish, Vietnamese, Cambodian

**Project focuses on:** Professional Development  
 Student Assessment  
 Curriculum Development  
 Parental Involvement  
 School reform model is currently being employed

**Description** Biliteracy Underlies Intellectual and Linguistic Development (BUILD) is designed to improve, reform, and enhance Santa Ana Unified's bilingual and special alternative English Immersion programs, by focusing on higher levels of literacy, district wide for LEP students in the 4th through 12th grades. Project BUILD supports local and state frameworks and model curriculum standards by concentrating on the following areas: raising English ability, developing biliteracy, raising academic achievement to or above grade level, enhancing intercultural relationships, increasing staff and professional development, increasing family and parent participation, and collaborating with local businesses and institutes of higher education.

**Contact Information**

Howard Bryan  
 ELD/Bilingual Education Dept.  
 Santa Ana Unified School District  
 1601 E. Chestnut Ave.  
 Santa Ana, CA 92701-6322  
 Phone: (714) 558-5855  
 Fax: (714) 558-5612  
 hbryan@sausd.k12.ca.us

**Springfield Public Schools****MA***Title VII Systemwide Grant**Year 3***Setting** Urban District**District Enrollment** 27,000 **LEP Enrollment** 3,247 **Grades Served** K-12**Language Groups Served** Spanish, Russian, Vietnamese**Project focuses on:** Professional Development  
Student Assessment  
Curriculum Development  
Parental Involvement**Description**

The Springfield Public Schools are implementing a five-year Title VII Systemwide Improvement grant to support the implementation of its systemwide two-way bilingual inclusionary program designed to reform, restructure, and upgrade all relevant programs and operations for children with limited English proficiency (LEP) at five Title I schools -- Brookings, Brunton, Chestnut, Gerena, and Walsh schools. The project will expand to additional sites during the fourth and fifth years of the funding cycle and after the cycle ends. Students will benefit from the program that merges general and special education monolingual (EP) and LEP students in two-way bilingual inclusionary classes characterized by flexible instructional groups and schedules and collaborative planning and teaching practices. Children are thriving in these nurturing, success-oriented environments that enable all children to become literate in two languages. In this model, teachers mentor one another, sharing their strengths and strategies with a joint mission -- to infuse their goals of high expectations, high standards, and high achievement for all into all aspects of the instructional process.

**Contact Information**

Yolanda Gómez  
Springfield Public Schools  
195 State Street  
Springfield, MA 01102-1410  
Phone: (413) 787-7060  
Fax: (413) 787-7060  
gomezy@sps.springfield.ma.us

**Tenkiller Public School****OK**

*Project S.E.R.V.E. (Systemic Educational Reform Validating Excellence)*                      *Year 5*

**Setting** Rural District

**District Enrollment** 2,941    **LEP Enrollment** 1,714    **Grades Served** K-8

**Language Groups Served** Cherokee, English, Spanish

**Project focuses on:** Professional Development  
Student Assessment  
Curriculum Development  
Parental Involvement  
Dissemination

**Description** Project S.E.R.V.E. (Systemic Educational Reform Validating Excellence) is a systemwide improvement grant being implemented by a consortium of ten, small, rural school districts in northeast Oklahoma. The project serves over 1,700 limited English proficient students in grades K-8. The project addresses equity and excellence for all children by engaging in comprehensive and systemic local reform. The project focuses on improving the quality of education for all students by enhancing student learning through a long-term, board-based effort to promote coherent and coordinated improvements in the system of education at the local level. Project S.E.R.V.E. objectives focus on instruction, professional development, curriculum development, parent/community involvement, and dissemination with specific outcomes that are measurable and manageable. Project S.E.R.V.E. staff consist of a Project director and ten Project Resource Teachers, one for each site. Intensified instruction in math, science, and technology is closely aligned with the state student performance standards.

**Contact Information**

Sharon Ballew  
Tenkiller Public School  
26106 East 863 Road  
Welling, OK 74471  
Phone: (918) 457-4378  
Fax: (918) 457-5619  
spballew@intellex.com

**Tucson Unified School District****AZ***Project META**Year 5***Setting** Urban District**District Enrollment** 62,000 **LEP Enrollment** 10,029 **Grades Served** K-12**Language Groups Served** Not Available**Project focuses on:** Not Available**Description**

Project META (Multi-literacy Empowerment Through Articulation) is a Systemwide Improvement Grant whose overarching goal is the empowerment of a total community of linguistic minority people through the implementation of the Tucson Unified School District Comprehensive Plan for Bilingual Education, the Tucson Unified School District Compliance Procedures Manual for Bilingual Education, and an innovation group of articulated K-12 programs for the development of literacy in first and second languages.

**Contact Information**

Leonard E. Basurto  
 Bilingual Education Department  
 Tucson Unified School District  
 1010 E. 10th St.  
 Tucson, AZ 85719  
 Phone: (520) 617-7210  
 Fax: (520) 617-7225  
 lbasurto@tusd.k12.az.us

**Weld County School District Re-8****CO***Systemwide Program**Year 3***Setting** Suburban District**District Enrollment** 2,500 **LEP Enrollment** 740 **Grades Served** P-12**Language Groups Served** English, Spanish**Project focuses on:** Professional Development  
Student Assessment  
Curriculum Development  
Parental Involvement**Description**

Fort Lupton School District Re-8 is committed to district-wide improvement of the Language Programs, preschool through 12th grade. The Fort Lupton District's commitment is exemplified by: 1) School Board policy requiring all students to speak, read, and write in two languages, and 2) School Board adoption of district-wide Language Program options to better serve all students.

The district recognizes that, in order to viably support LEP students to be successful in school, it must impact institutional factors that, properly supported, will provide avenues for LEP and non-LEP students to become proficient in English, Spanish or another language, increase their academic achievement and improve their graduation rates. This project will impact the District in the following four ways: 1) improve the effectiveness of the current Two Language program in grades PK-12, 2) increase the knowledge base and instructional practices of teachers by supporting them to become endorsed in bilingual and/or ESL education, 3) significantly increase the amount and quality of parent participation in the school process, and 4) develop a district-wide evaluation system that is designed to support LEP students.

**Contact Information**

Tikki Heublein/Denys Vigil  
Weld County School District Re-8  
616 S. Denver Avenue  
Fort Lupton, CO 80621  
Phone: (303) 854-2876  
Fax: (303) 857-5909

**West Contra Costa Unified School District****CA**

*Restructuring Education for English Learners (REEL)*      *Year 1*

**Setting**    Urban District

**District Enrollment**    32,419    **LEP Enrollment**    8,049    **Grades Served**    K-12

**Language Groups Served**    Spanish, Mien, Tagalog, Lao, Vietnamese

**Project focuses on:**    Professional Development  
    Student Assessment  
    Curriculum Development  
    Parental Involvement

**Description**

The goal of Project REEL is to improve achievement for English Learners through five breakthrough change strategies. These strategies center around high standards for English Learners, rigorous ELD and academic core curriculum, professional development, student-centered schools and school communities and authentic partnerships with parents and families. The process promotes a common vision of effective schools and schooling for language minority children through a planning process between school sites and the district system to ensure that systems are in place both at the site and at the district level to support sustained school level change and improved student achievement.

**Contact Information**

Susan Dunlap  
 ELD Services  
 West Contra Costa Unified School District  
 1108 Bissell Ave.  
 Richmond, CA 94801  
 Phone: (510) 412-5034  
 Fax: (510) 412-5039  
 sdunlap@wccusd.k12.ca.us

**Ysleta Independent School District****TX***Project Mariposa**Year 5*[http://www.ysleta.isd.tenet.edu/html/about\\_us.html](http://www.ysleta.isd.tenet.edu/html/about_us.html)**Setting** Urban District**District Enrollment** 48,000 **LEP Enrollment** 12,000 **Grades Served** 1-7**Language Groups Served** English, Spanish**Project focuses on:** Professional Development  
Student Assessment  
Curriculum Development  
Leadership**Description**

Project Mariposa is a district-wide effort to upgrade, restructure, and improve bilingual education for Spanish-speaking students in the Ysleta ISD. This effort is funded through a Title VII Systemwide grant from OBEMLA.

The project has two major components: 1) the Instructional Component: Two-Way Dual Language and Spanish S. and 2) the Administrative Component: Designed to build capacity through the training of bilingual teachers in administration.

YISD is committed to the high academic and multilingual success of the Latino population as evidenced in the District's Vision Statement: "All student who enroll in our schools will graduate fluently bilingual and prepared to enter a four-year college or university."

**Contact Information**

Lucille A. Housen, Director  
Bilingual Education/ESL Dept.  
Ysleta Independent School District  
9600 Sims Drive  
El Paso, TX 79925

Phone: (915) 595-5701

Fax: (915) 595-6813

yisdlah@earthlink.net

**Zuni Public School District****NM***A;shiwí A:wan Bena:we**Year 5***Setting** Rural District**District Enrollment** Not Available **LEP Enrollment** Not Available **Grades Served** K-12**Language Groups Served** Zuni, English

**Project focuses on:** Professional Development  
 Student Assessment  
 Curriculum Development  
 School reform model is currently being employed

**Description**

1. Coalition of Essential Schools - Twin Buttes High School is a full partner and implements all programs and program activities. Zuni High School is using some of the components to develop its School Improvement Plan.
2. Carbo Reading Styles Program (K-8). Both elementary schools are using this program to attain their goal of getting all of their students to read at grade level.
3. Integrated Thematic Instruction (K-12). The School District is not implementing this model per se, however, it is training its staff through the model's Curriculum Development activities to use teaching strategies which integrate several areas of academic topics.

**Contact Information**

Wilfred Eriacho, Sr.  
 Bilingual Education Program  
 Zuni Public School District  
 PO Drawer A  
 Zuni, NM 87327  
 Phone: (505) 782-5511 Ext. 47  
 Fax: (505) 782-5870  
 weriac@zuni.k12.nm.us


[www.ncbe.gwu.edu](http://www.ncbe.gwu.edu)


---

## ORGANIZATIONAL DEVELOPMENT FOR SYSTEMWIDE BILINGUAL

NEAL CHALOFKY, ED.D.  
SEPTEMBER 1999

---

### TABLE OF CONTENTS

- [Organizational Development](#)
- [History](#)
- [Organizational & Institutional Change](#)
- [Systems](#)
- [Ownership](#)
- [The OD Process](#)
- [Entry \(& Contracting\)](#)
- [Diagnosis \(& Data Collection\)](#)
- [Feedback and Action Planning](#)
- [Interventions](#)
- [Evaluation and Follow-up](#)
- [Large Group Interventions](#)
- [Future Search Conference](#)
- [Real Time Strategic Change \(RTSC\)](#)
- [The Conference Model](#)
- [SimuReal](#)
- [Conclusion](#)
- [References](#)

### ORGANIZATIONAL DEVELOPMENT

Organization development (OD) is a systematically planned, sustained effort at system analysis and improvement. It focuses on change in formal and informal procedures, processes, norms, work processes, and/or structures. It is based on behavioral science concepts and its goals are to improve both the quality of work life of individuals and improve the effectiveness of organizations, with a direct or indirect focus on educational issues (Schmuck and Runkel, 1994). It is important to note that OD is a concept, not a technique. There are actually several techniques (called interventions) one can choose from to apply to different needs, problems, or situations.

### HISTORY

OD has been applied in all types of organizational and community settings but it was first used in business in the mid-1950's. The early influence on OD started with the famous Hawthorne experiments at Western Electric (the forerunner of Bell Labs and now Lucent Technologies) during the late 1920's and early 1930's. These experiments were designed to investigate the effect of changing the physical working conditions on a group of workers. The findings surprised the investigators; no matter what changes were instituted, the experimental group's productivity increased. What was discovered was that the attention given to the group and the group's feeling of being special was what was motivating their productivity. This became known as the *Hawthorne Effect* and was the beginning of the end of the scientific management era and the start of the human relations era.

In the 1940's, Kurt Lewin and the Research Center for Group Dynamics at MIT began to experiment with laboratory training, essentially unstructured small groups in which participants learn from their own interactions and the dynamics of the group as a whole (French and Bell, 1984). Laboratory training (later to become known as T [training]-groups, sensitivity groups, and eventually encounter groups) grew out of experiments with the use of discussion groups to achieve changes in behavior. The

most well known of these groups was the one held in 1946 at the Connecticut State Teachers College in New Briton, Connecticut and sponsored by the Connecticut Interracial Commission. This workshop was the first demonstration that feedback to the group members about individual and group behavior appeared to produce more learning and change than did lectures and seminars. This experience led to the establishment of the National Training Laboratories for Applied Behavioral Science. More importantly, these experiments and behavioral science efforts led to the understanding of the human side of organizational functioning. It is interesting to note that several of the early pioneers in OD were profoundly influenced by John Dewey's philosophy of education and social change (French and Bell, 1984).

This early work with groups evolved into research on groups in work settings and eventually to actual change efforts with groups in organizations. The efforts to help groups change in the work setting itself, rather than in an artificial setting like a conference center, became known in the late 1960's and early 1970's as "organization development." It became an umbrella concept for the use of any human interaction-based technique or series of techniques that were used in a planned and organized fashion.

## **ORGANIZATIONAL AND INSTITUTIONAL CHANGE**

A critical aspect of OD is the concept of planned change. Historically, Lewin's model of change has been the foundation of OD:

1. Unfreezing - creating an awareness and an openness to change current beliefs, values, and/or practices;
2. Movement - initiating action(s) to move from the current mode to a new mode; and
3. Refreezing - developing and maintaining the new level of operating (Lippitt, 1951).

In the 1970's, Robert Chin and Ken Benne identified three approaches to planned change:

1. Empirical-Rational - People will change based on the assumption that it is in their self-interest;
2. Normative-Reeducative - People will change based on the assumption that the norms guiding their behavior change through an educative process; and
3. Power-Coercive - People will change based on compliance with those in power (Chin and Benne, 1976).

The second approach, normative-reeducative, is the one OD relies on most of the time, although it is not the only approach used by consultants. To illustrate these approaches in practice, we can consider trying to have teachers adopt a new curriculum guide. Under the first approach, the school system can try to convince teachers that the guide is the best way of helping students achieve higher test scores, or it may reward teachers at the end of the year if they can demonstrate that they have used the new guide. Using the second approach, it can conduct training to help teachers understand how to apply the guide and discuss how the school system is going to adopt it at all the schools, or talk about how the guide is quickly becoming the most accepted way of improving learning. The third approach would have the principal mandating that all teachers use the guide and monitoring them in the classroom.

While the approach to planned change has guided OD interventions for the past 25 years, our basic understanding of change itself has been transformed. The current mindset about change is still that it is something "abnormal" we need to deal with,

resolve, or eliminate so that we can get back to "normal." But the rate and scope of change has been increasing so fast that change has become the norm. Peter Vaill, an OD academic, coined a term for this: permanent white water. We need to accept continual change as a normal condition of our lives and our systems, and approach change from a different perspective.

If change is continual and normal, then the way to deal with change is not to resolve it or eliminate it, but instead to manage it as a part of everyday existence. OD as a concept can take this perspective into account by using interventions that help people cope with and accept change, rather than resist and fight change.

Resistance to change is to be expected, most of us get used to the "status quo" even if we don't like the actual conditions of the current situation. And many of us are fearful of change because "what we don't know can hurt us". Resistance to change will also be discussed below, but for now that it is as normal as change itself.

## SYSTEMS

We are all familiar with human systems - the circulatory system, the digestive system, the respiratory system, and so on. Just as the circulatory system needs the heart, the arteries, and the veins to function, the human system needs all the internal sub-systems in order to function. It's all about systems within systems; if each of them did not function both *independently* and *interdependently*, the human body would cease to live.

An organization is also a system that consists of sub-systems: the human resource system, the financial system, the supply system, and so on. There are functional systems, such as the formal structure of an organization (the typical organization chart), and there are less tangible systems like the informal communication system (who shares information or who dispenses all the gossip) and the political system (who wields power and control). An organization can also be a sub-system for a larger entity, such as an industry, and whole industries are part of the national economic system. In addition, there are levels in an organization: the individual level, the group level, and the systemwide level. At the group level, there are functional groups or teams (part of the formal organization structure - e.g., the math department), cross-functional teams (the interdisciplinary curriculum committee), and networks (the teaching assistants).

It is important to realize that because all the parts of a system are interconnected, whatever happens to one part of a system has some impact on every other part of the system. And it is often impossible to predict where, when, and to what extent the impact will be felt.

## OWNERSHIP

This is one of the most critical aspects of OD and one of the few "truths" about organizational effectiveness. The more a member of an organization is involved in the identification and resolution of a problem or issue, the more committed she/he will be to the successful implementation of the solution. By being involved in the problem solving and decision making process, people come to have a sense of *ownership* for the process. They have a personal and/or work-related reason for seeing the problem solved or eliminated. Conversely, if people who will be affected by the problem and its solution are not involved, then it can lead to the "it's not my problem" syndrome.

This is why so many changes that leaders introduce in their organizations fail. If the staff is not involved, they do not have a vested interest in effectively implementing

change. They have seen so many change efforts come and go, and the problems remain, that after a while they get burned out and figure "this too shall pass". Or they can become so resentful of the change being imposed on them that they react with anything from passive resistance at one end of the continuum to active hostility and sabotage at the other end.

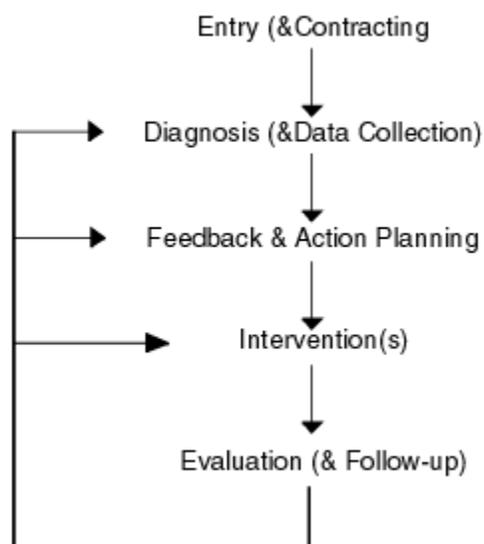
Involving staff in the problem solving and decision making processes usually means giving the people who have been "living" with the problem the opportunity to solve it. Although they often are the most knowledgeable about the problem and potential solutions, unfortunately, they are usually never asked - which is another reason for resistance to change.

Another important concept related to systemwide ownership is called *stakeholder theory*. This theory states that there are various individuals and groups that have a "stake" in being involved in the process and its outcome because the change can affect them to a greater or lesser extent. In a systemwide school/community situation, the stakeholders are not just the people who are directly affected, such as teachers, students, or the administration of the school; the city council, the chamber of commerce, the non-teaching staff, or the local boys & girls club may also be affected. The same holds true for a systemwide entity as for any other group, the more you involve the people who will be affected by any potential change, the more you will decrease resistance and increase ownership.

## THE OD PROCESS

OD goes through a process similar to a typical problem-solving model in order to accomplish the end-goal of systematic and effective organizational change (see figure 1).

Figure 1. AN ODMODEL



### ENTRY (& CONTRACTING)

Assuming the OD effort is being conducted by an outside consultant, this phase focuses on getting to know and starting to build a relationship with the *client* (the person in the organization with decision-making authority), and beginning to identify the client's concerns. The purpose of this phase would hold true for an internal consultant as well, although the internal consultant is usually more aware of the problems and the people in the system and would not have to "start from scratch" as an outsider would. Ideally, the best approach is a partnership (or a team) of

outside and inside change agents who bring the advantages of both perspectives to the effort. The points to be decided include:

- a mutually understood and agreed upon need for a change effort;
- a commitment to undertake and be a part of the change effort by the client;
- needed financial and human client resources are available;
- consultants have the skills to accomplish the effort, or that other resources have to be added to the project team;
- an understanding of the potential risks in undertaking the effort; and
- a resolution of conflict in the working styles of the client and the consultant.

The entry phase usually ends with a contract between the client and the consultant that specifies the scope of work, timetable, fees (if any), and the end goals (also known as the deliverables or products).

### **DIAGNOSIS (& DATA COLLECTION)**

The information collected during this phase will determine what intervention(s) are appropriate for effective change to occur. The focus of this phase is to look beyond the symptoms and identify the "root" issues that need to be targeted. There are various methods that can be employed to collect the data; usually it is preferable to use more than one method to obtain multiple data points or perspectives.

It is important to emphasize that data collection is itself an intervention. Once you start to collect data you are raising expectations that something is going to be done as a result. This means that, again, the more people involved in the data collection effort, the more commitment there will be to support the interventions.

The data collection methods include the following research tools.

- Interviews (individual and/or group) - Simply talking to people often elicits the most meaningful information about how people feel about their work, their department, their school, and the barriers and opportunities they perceive. Interviews usually provide the most in-depth data of any technique, and can even be quantified if the interview protocol (the priority list of questions) is very structured and the interviewer asks for very specific answers.
- Focus Groups - Some people consider focus groups to be similar to group interviews, but they have very different purposes and processes. A group interview elicits information from one person at a time while the other interviewees listen. A focus group encourages and actually facilitates group discussion in response to questions. The purpose is to have people interact based on the questions asked, so that the interaction stimulates more reflective and in-depth responses. The leader facilitates the discussion while someone else takes notes.
- Surveys and Questionnaires - these techniques are good for collecting information from large numbers of people, people who are geographically dispersed, or for quantitative information. While developing surveys and questionnaires from "scratch" can be very time-consuming, there are numerous "off-the-shelf" instruments that may be more than adequate for purpose of the diagnosis. They can be found in a number of resources for OD consultants as well as from vendors to consultants and organizations. It is recommended that any survey or questionnaire be pilot tested to ensure it is providing the needed information and is "user-friendly".
- Rating Scales - These scales are more for personal feedback, such as the Myers-Briggs, but the data collected in the aggregate can yield important information about a given set of people. (This is assuming that the individual

information is kept confidential and permission is given by the respondents to use their ratings).

- Direct Observation - Observing teachers is a common practice in schools, so this technique would probably be comfortable in educational settings. The goal of observation for diagnostic purposes is the same as for observing performance - to see the actual behavior that may be the cause of the problem or issue.
- Documents and Records - These can be very revealing with regard to different facets of the organization culture and operations. If needed, they can provide information about the past that may inform the future.

There are other techniques that can be used to collect very specific kinds of data, but the ones described above are the most common.

Figure 2 is a guide for determining what kinds of information need to be collected and what kinds of data collection methods should be utilized, based on the level of the system being examined. The guide is a useful tool to start planning a diagnosis.

Figure 2. **Diagnosing Organizational Subsystems**

| <b>Target Diagnostic Focus or Target</b>   | <b>Explanation and Identifying Examples</b>   | <b>Typical Information Sought</b>   | <b>Common Methods of Diagnosis</b>   |
|--|---|---|--|
| The total organization (having a common "charter" or mission and a common power structure) | The total system is the entity assessed and analyzed. The diagnosis might also include, if relevant, extrasystem (environmental) organizations, groups, or forces, such as customers, suppliers, and governmental regulations. Examples are a manufacturing firm, a hospital, a school system, a departmental store chain or a church denomination. | What are the norms ("cultural oughts") of the organization? What is the organization's culture? What are the attitudes, opinions, and feelings of system members toward various "cognitive objects" such as compensation, organization goals, supervision, and top management? What is the organization climate –open vs. closed, authoritarian vs. democratic, repressive vs. developmental, trusting vs. suspicious, cooperative vs. competitive? How well do key organizational processes, such as decision making and goal setting, | Questionnaire surveys are most popular with a large organization. Interviews, both group and individual, are useful for getting detailed information, especially if based on effective sampling techniques. A panel of representative members who are surveyed or interviewed periodically is useful to chart changes over time. Examination of organizational "potsherds" –rules, regulations, policies, symbols of office and/or status, etc., yields insight into the |

|   |   |   |   |
|---|---|---|---|
|   |   | function? What kind and how effective are the organization's "sensing mechanisms" to monitor internal and external demands? Are organization goals understood and accepted?   | organization's culture. Diagnostic meetings held at various levels within the organization yield a great amount of information in a short time period.  |
| Large subsystems that are by nature complex and heterogeneous | This target group stems from making different "slices" of the organization, such as by hierarchical <i>level</i> , <i>function</i> , and geographical <i>location</i> . Two criteria help to identify this set of subsystems: first they are viewed as a subsystem by themselves or others; and second they are heterogeneous in makeup, that is, the members have some things in common, but many differences from each other, too. Examples would be the middle-management group, consisting of | All of the above, plus: How does this subsystem view the whole and vice versa? How do the members of this subsystem get along together? What are the unique demands of this subsystem? Are organization structures and processes related to the unique demands? Are there "high" and "low" subunits within the subsystem in terms of performance? Why? What are the major problems confronting this subsystem and its subunits? Are the subsystem's goals | If the subsystems are large or widely dispersed, questionnaire and survey techniques are recommended. Interviews and observations may be used to provide additional supporting or hypothesis-testing information. |
|   | managers from diverse functional groups; the personnel department; members of an organization that has widely dispersed operations with a personnel group at each location; everyone in one plant in a company that has 10 plants; a division made up of several functional groups  | compatible with organization goals? Does the heterogeneity of role demands and functional identity get in the way of effective subsystem performance?   |   |
| Small subsystems that are simple and relatively homogeneous   | These are typically formal work groups or teams that have frequent face-to-face interaction. They may be permanent groups, temporary task forces,   | The questions of culture, climate, and feelings are relevant here, plus: What are the major problems of the team? How can team  | Typical methods include the following individual interviews followed by a group meeting to review the   |

|  |  |   |   |
|--|--|---|---|
|  | <p>or newly constituted groups (e.g., the group charged with the "start-up" of a new operation, or the group formed by an acquisition or merger). Examples are the top-management team, any manager and his or her key subordinates, committees of a permanent or temporary nature, task force teams, the work force in an office, the teachers in a single school, etc.</p>   | <p>effectiveness be improved? What do people do that gets in the way others? Are member/leader relations those that are desired? Do individuals know how their jobs relate to group and organizational goals? Are the group's working processes, i.e., the way they get things done as a group, effective? Is good use made of group and individual resources?</p>                            | <p>interview data; short questionnaires; observation of staff meetings and other day-to-day operations; and a family group meeting for self-diagnosis.</p>  |
| <p>Small, total organizations that are relatively simple and homogeneous</p> | <p>An example would be a local professional organization. Typical problems as seen by officers might be declining membership, low attendance, or difficulty in manning special task forces.</p>  | <p>How do the officers and the members see the organization and its goals? What do they like and dislike about it? What do they want it to be like? What is the competition like? What significant external forces are impacting on the organization?</p>   | <p>Questionnaires or interviews are frequently used. Descriptive adjective questionnaires can be used to obtain a quick reading on the culture, "tone," and health of the organization. Diagnostic family group meetings can be useful.</p>   |
| <p>Interface or intergroup subsystems</p>                                    | <p>These consist of subsets of the total system that contain members of two subsystems, such as a matrix organizational structure requiring an individual or a group to have two reporting lines. But more often this target consists of members of one subsystem having in common problems and responsibilities with members of another subsystem. We mean to include subsystems with common problems and responsibilities such as production and maintenance overlaps, marketing and sales overlaps.</p> | <p>How does each subsystem see the other? What problems do the two groups have in working together? In what ways do the subsystems get in each other's way? How can they collaborate to improve the performance of both groups? Are goals subgoals, areas of authority and responsibility clear? What is the nature of the climate between the groups? What do the members want it to be?</p> | <p>Confrontation meetings between both groups are often the method for data gathering and planning corrective actions. Organization mirroring meetings are used when three or more groups are involved. Interviews of each subsystem followed by a "sharing the data" meeting or observation of interactions can be used.</p> |

| <b>Target Diagnostic Focus or Target</b>                | <b>Explanation and Identifying Examples</b>  | <b>Typical Information Sought</b>  | <b>Common Methods of Diagnosis</b>  |
|---|--|--|---|
| Dryads and/or triads                                    | Superior/subordinate pairs, interdependent peers, linking pins –i.e., persons who have multiple group memberships –all of these are subsystems worthy of analysis.   | What is the quality of the relationship? Do the parties have the necessary skills for task accomplishment? Are they collaborative or competitive? Are they effective as a subsystem? Does the addition of a third party facilitate or inhibit their progress? Are they supportive of each other? | Separate interviews followed by a meeting of the parties to view any discrepancies in the interview data are often used. Checking their perceptions of each other through confrontation situations may be useful. Observation is an important way to access the dynamic quality of the interaction. |
| Roles   | A role is a set of behaviors enacted by a person as a result of his occupying a certain position within the organization. All persons in the organization have roles requiring certain behaviors, such as the secretaries, production supervisors, accountants.  | Should the role behaviors be added to, subtracted from, or changed? Is the role defined adequately? What is the “fit” between the person and role? Should the role performer be given special skills and knowledge? Is this the right person for this role?                                      | Usually information comes from observations, interviews, role analysis technique, a team approach to “management by objectives.” Career planning activities yield this information as an output.  |
| Between organization systems constituting a suprasystem | An example might be the system of law and order in a region, including local, county, state, federal police or investigative and enforcement agencies, courts, prisons, parole agencies, prosecuting officers and grand juries. Most such suprasystems are so complex that change efforts tend to focus on a pair or a trio of subparts. | How do the key people in one segment of the suprasystem view the whole and the subparts? Are there any frictions or incongruities between subparts? Are there high-performing and low-performing subunits? Why?  | Organizational mirroring, or developing lists of how each group sees each other, is a common method of joint diagnosis. Questionnaires and interviews are useful in extensive, long-range interventions.  |

In the case of a systemwide change effort, the diagnosis should include all of the stakeholders in the system, not just the educational components. Probably the two key criteria for deciding what data collection methods to use will be how many people will be questioned and the depth of the inquiry for each group of stakeholders.

## FEEDBACK AND ACTION PLANNING

Feedback is concerned with preparing the analysis of the findings from the diagnosis and presenting it to the client, along with recommendations for interventions (if needed). The presentation should be conducted orally, with a written report accompanying the presentation. The format is the same as for a research study or an evaluation report: background, problem(s), methodology for diagnosis, findings, and recommendations.

Action planning is actually laying out the implementation of the interventions that have been agreed to by the client. It is important at this point for the client to be very clear as to the goals of the intervention phase. Another way to think of this is: what do we want to see happen at the end of the intervention phase, or what changes do we want to achieve as a result of the intervention phase. These decisions will also guide the evaluation and follow-up phase. Another term for action planning is project planning. This kind of planning requires decisions about the following in addition to the goals of the effort:

- Role clarification - who will be responsible for what;
- Timelines for the intervention(s) - what will be done when;
- Resources needed - materials, outside experts, training programs;
- Schedules from staff and others participating in the effort; and
- Logistics - meeting rooms, multi-media equipment, snacks.

Only after the action plans are fully delineated does the actual implementation of the interventions begin.

## INTERVENTIONS

There are numerous interventions that are used to help bring about change in systems. Figure 3 describes most of the major types of interventions in use today. What is important is that there are different interventions for different purposes and, as mentioned earlier, one intervention in itself is not usually enough to ensure that the goals will be met. Organizational problems are usually too complex to be solved with a single intervention. Interventions must be selected and coordinated carefully, since often either the inappropriate intervention or the lack of additional interventions dooms the effort from the start, if not creates more problems than it solves.

Figure 3. A List of OD Interventions

| TYPE                | BRIEF DESCRIPTION  |
|---------------------|--|
| Counseling/Coaching | <p><i>Individual</i></p> <p>An Intervention designed to formalize/ increase helping relationships in which individuals may relate their problems to sympathetic listeners or be advised how to deal with work or interpersonal problems.</p> |

|                               |  |
|-------------------------------|--|
| Training                      | An intervention designed to provide individuals with knowledge, skills, or attitudes that may be applied immediately on the job.   |
| Individual Goal Setting       | An intervention intended to increase planning for performance improvement between employees and their immediate supervisors.   |
| Performance-Appraisal Systems | An intervention intended to change or improve methods for measuring employee performance and provide feedback to employees about their performance.  |
| Statistical Process Control   | A technique used to track production/performance and its (SPC) variations.   |
| Job Descriptions              | An intervention intended to analyze duties performed by job incumbents and to describe what results they are to achieve.<br>Changes in job descriptions may affect individual behaviors and accomplishments. |
| Values Clarification          | An intervention designed to help access or determine individual or group values.   |
| Life and Career Planning      | An intervention designed to help individuals plan for their lives and careers.   |
| People Policy Development     | An intervention designed to establish broad guidelines for action to be followed by employees when they encounter common problems in the course of their work.   |
| Procedures Manuals            | An intervention designed to establish or formalize methods of handling common problems encountered by people in an organization. The procedures stem from the organization's policies.                       |
| Process Improvement           | An intervention designed to change the way in which processes are performed to make them more effective or efficient.  |
|                               | <b><i>Team or Unit</i></b>   |
| Team Building                 | An intervention designed to increase cohesiveness/cooperation of people who work together.   |
| Job Enrichment                | An intervention designed to change job duties and expected results, providing job incumbents with greater responsibilities.  |
| Quality of Work Life          | An intervention designed to improve working conditions and to increase employee participation in decisions that affect them and their organizations.   |
| Quality Circles               | An intervention designed to use small groups, often work groups, to identify methods of improving production or to solve work problems.  |
| Unit Goal Setting             | An intervention designed to help members of a work group to establish goals (often involving production output) for their work group.  |
| Conflict Management           | An intervention designed to reduce destructive conflict between members of a work unit.  |
| Open System Mapping           | An intervention designed to identify relevant inputs, outputs, and transformation processes of an organization.  |
| Process Consultation          | An intervention designed to focus attention on how individuals or groups interact.   |

|  |  |
|--|--|
|  | <b><i>Intergroup</i></b>   |
| Work Flow Planning                               | An intervention designed to plan the flow of work between two or more components of an organization.   |
| Scheduling Review                                | An intervention designed to assess how work is scheduled.  |
| Interorganizational Development                  | An intervention in which two groups or organizations work together to establish and/or maintain more effective relationships.  |
| Intergroup Conflict Management                   | An intervention designed to deal with destructive conflict between two or more work units.   |
| Third Party Intervention                         | An intervention designed to improve relationships that have been marred by previous conflict.  |
| Cross Functional Training                        | An intervention designed to provide individuals or groups with the knowledge they need to work well with another unit or organization.   |
|  | <b><i>Total Organization</i></b>   |
| Strategic Planning                               | An intervention designed to improve establishment of long-term organizational goals, objectives, and direction.  |
| Confrontation Meetings                           | An intervention designed to bring together two or more groups to resolve destructive conflict.   |
| Culture Transformation                           | An intervention designed to change assumptions about the "right" and "wrong" ways of doing things.   |
| Reengineering                                    | An intervention also known as process innovation and core process redesign—a radical redesign of business process to achieve breakthrough results.   |
| Work Redesign                                    | An intervention in which the work itself is changed.   |
| Quality and Productivity Systems                 | An intervention designed to improve quality and productivity continually across an organization.   |
| Survey Feedback                                  | An intervention designed to collect information from members of an organization, report the results, and use the results as a starting point for action planning for improvement.                              |
| Structural Change                                | An intervention designed to alter reporting relationships and the purposes/ objectives of component parts of an organization.  |
| Structural Change                                | An intervention designed to alter reporting relationships and the purposes/ objectives of component parts of an organization.  |
| Customer Service Development                     | An intervention designed to increase the sensitivity of employees to the importance of efficient, courteous customer service and to give employees the means by which to carry out effective customer service. |
| Sociotechnical Systems                           | An intervention designed to improve the link between employees and the work technology used in the organization.   |
| Large-Scale Technology/Future Search Conferences | An intervention designed to bring together 300 to 2,300 employees from all levels of an organization to create an ideal future for the organization.   |
|  | <b><i>Societal/Planetary</i></b>   |
| Transcultural Planning Processes                 | An intervention designed to improve planning across national or cultural groups.   |

**Transnational Community Building and Problem Solving** An intervention designed to improve trust and collaboration across national or cultural groups.

From *Practicing Organization Development: A Guide for Consultants* (p. 62),  
by Rothwell, W.J., Sullivan, R. and McLean, G., eds., 1995, San Francisco, CA: Jossey-Bass.  
© 1995 by Jossey-Bass. Reprinted with permission.

The descriptions of interventions in figure 3 are organized by level: individual, group or team, intergroup, etc. Another way of thinking about which interventions are appropriate for a given situation is by purpose, such as the following descriptions of families of interventions.

- Team-building interventions - activities designed to enhance the effectiveness of intact work groups. They may relate to getting the task of the group accomplished, the roles of the members on the team, or communications in the group, among others.
- Intergroup interventions - activities designed to improve the effectiveness of interdependent groups. Such issues as intergroup conflict, or networking among groups would fall under this category.
- Learning interventions - activities designed to improve the skills and knowledge, and/or to change attitudes and perceptions of individuals. This could include everything from technical skills training to diversity workshops.
- Structural and work process interventions - activities designed to improve the effectiveness of a system by re-aligning the structure of the organization or by changing how the piece (or the whole) product or service gets accomplished.
- Process consultation - a specific approach to engaging the client in identifying problems and generating solutions.
- Third-party peacemaking intervention - the use of a skilled facilitator to help two individuals work out their interpersonal conflict.
- Coaching intervention - activities that entail the use of an outside person to help individuals define and prioritize their goals, learn how others see their behavior, and learn new modes of behavior.
- Life and career planning interventions - activities, such as career assessment instruments and values clarifications exercises, designed to help people plan their career goals and work/life balance.
- Strategic and action planning interventions - activities designed to help set the vision, mission, strategic plans, and/or action plans of an organization (French & Bell, 1984).

There are other interventions that do not fall within these categories that are too numerous to mention. One group that is more recent in origin, large group interventions, will be discussed separately in the next section. One reason, among others, to hire an outside consultant is their expertise with certain interventions. But the client must beware of consultants with expertise in specific interventions advocating those interventions for any problem or issue. Therefore, it is important to have at least an awareness of the appropriateness of interventions for given situations.

## **EVALUATION AND FOLLOW-UP**

Evaluation of any kind of change effort is extremely difficult if the objective is to

show "cause and effect". The variables and dynamics of organizational change are usually very complex and the effort so spread out over time that it is difficult to determine causality.

Therefore, OD uses action research to evaluate a change effort. Action research requires that the entire change process be monitored so that problems are identified and fixed as the interventions are being implemented (which is a variation of formative evaluation). Then the whole process is analyzed in retrospect to ascertain what worked and what did not in terms of whether the goals of the effort were met (summative evaluation).

Follow-up consists of ensuring that the changes are working in improving not only the short-term attitudes and behavior but long-term effectiveness as well. Secondly, follow-up is concerned with whether additional intervention is warranted. Some change efforts do legitimately require additional interventions because the problems are often complex. But beware of consultants using follow-up to just create more business for themselves. Some consultants create a dependency situation such that the client feels the need to keep calling the consultant back again and again. A professionally ethical consultant should leave the client with the tools to be able to sustain the change and only return to provide additional and/or different services.

## LARGE GROUP INTERVENTIONS

"Large group interventions are methods for involving the whole system, internal and external, in the change process . . . these methods deliberately involve a critical mass of people affected by the change, both inside the organization and outside it" (Bunker and Alban, 1997). As such, they are particularly appropriate for systemwide reform efforts. These whole system change processes allow stakeholders to participate in:

- Understanding the need for change and improvement;
- Analyzing the current reality and deciding what needs to change;
- Generating ideas about how to change existing programs and processes;  
and
- Implementing and supporting change and ensuring its effectiveness.

Figure 4. Large Group Interventions

| Model                                     | Purpose(s)    | Size of Group | Who Participates                                       | Duration  | Facilitation Skills Needed                                     | Structure |
|---|---------------|---------------|--|---|--|-----------|
| The Conference Model                      | Redesign      | 80+           | Groups of Representatives                              | 10+ days in five conferences over at least 12 weeks | Multiple Processes of Work Redesign                            | High      |
| Fast Cycle Full Participation Work Design | Work Redesign | up to 120     | Influential reps. of the entire system, inside and out | 10+ days in five events                             | Incorporates Future Search                                     | High      |
| Future Search                             | Futuring      | 64            | Influential reps. of the entire system                 | 3 days  | Ability to Hold Time and to Help Group Seek Areas of Agreement | High      |

|                                   |   |          |  |                      |  |       |
|-----------------------------------|---|----------|--|----------------------|--|-------|
| <b>GE Work-Out</b>                | Participative Work                          | 50-100   | Multi-disciplinary work groups                             | 1-2 days             | Group Process  | High  |
| <b>ICA Strategic Planning</b>     | Strategic Planning                          | 50-200   | Stakeholder groups   | 2-7 days             | Task and Data Management   | High  |
| <b>Open Space Technology</b>      | Divergent Thinking and Sharing              | 25-500   | Everyone   | 1 to 3 days          | Large Group Dynamics<br>Comfort with Ambiguity                                   | Least |
| <b>Participative Design</b>       | Redesign                                    |          | Whole work units   |                      |  |       |
| <b>Real Time Strategic Change</b> | Futuring                                    | 100-2400 | Everyone, including reps. from outside of the organization | 2-3 days+ follow-up  | Large Group Dynamics<br>Logistics  | High  |
| <b>Real Time Work Design</b>      | Redesign                                    | 50-2400  | Everyone, including reps. from outside the organization    | Several 1 day events | Large Group Dynamics<br>Logistics  | High  |
| <b>The Search Conference</b>      | Futuring                                    | 35-40+   | Representatives within system                              | 2½+ days             | Rationalize Conflict   | High  |
| <b>SimuReal</b>                   | Decision-Making and Organizational Learning | 30-80+   | Whole group  | 1-2 Days             | Process Facilitation<br>Comfort with Ambiguity<br>Systems Observation & Feedback | Low   |

Adapted from *Large Group Interventions: Engaging the Whole System for Rapid Change* (p. 70), by Bunker, B.B. and Alban, B.T., 1997, San Francisco, CA: Jossey-Bass. © by Jossey-Bass.

Although there are 12 primary methods (with numerous variations), this section will briefly cover four methods: Future Search, Real Time Strategic Change, the Conference Model, and SimuReal. These descriptions are not detailed enough to equip someone to implement any of these methods. In fact, experiencing these methods first-hand and receiving training from experts is necessary to ensure an effective intervention. But these descriptions will provide a basic understanding of how these processes work.

## **FUTURE SEARCH CONFERENCE**

The purpose of future search is to bring together people with diverse points of view about a given issue, problem, or goal and to help them come to consensus. It takes the participants through a process of examining the history of the issue, then identifying the current trends and acknowledging the positive and negatives aspect of the present, and finally discovering common futures. It is a planning strategy that is especially suited for examining complex system issues within the environment in which it exists. It is governed by the following six principles.

1. Representation from the whole system must be in the same room at the same time. All the stakeholders need to be represented.
2. The work gets done within the context of the larger environment. Think globally and act locally.
3. There is an emphasis on common ground. The focus is on what we can agree on, disagreements are put aside and dealt with later.
4. Work groups are self-managing.

5. There are no external experts. The only outside people are the facilitators of the process.
6. Future search is not a problem-solving process, it is a future scenario building process. (Bunker & Alban, 1997)

It is also strongly suggested that structured follow-up be built into the process so that the work of the groups, which ends with action planning, be implemented and all is not lost once everyone leaves the conference.

## **REAL TIME STRATEGIC CHANGE (RTSC)**

Real Time Strategic Change (RTSC)

This process is also focused on involving the whole system in planning for change. Unlike future search, RTSC can be used for a multitude of purposes. The following four aspects of this approach which distinguish it from other large group interventions.

1. It is designed so that large numbers of people (up to approximately 2,000) can participate in decision making at one time. Logistics, as one might guess, is critical in this design.
2. There is flexibility built into the process as to how much authority the leadership gives up. This allows for a balance between accountability and empowerment.
3. Groups are purposefully mixed in terms of both internal and external stakeholders to ensure a mix of perspectives and an understanding of the "big picture".
4. The leaders are encouraged to act as role models in demonstrating risk-taking actions. This enables participants to feel more open and energized.

The process is based on the notion that change will occur when 1) there is sufficient dissatisfaction with the current situation, 2) everyone has a clear vision of the future goals, and 3) everyone is committed to action. The process itself varies based on the situation, but certain elements are usually included, such as stakeholder groups deciding what they need from the other groups in order to achieve the agreed upon goals. While it may seem complex, the reported results are worth the effort.

## **THE CONFERENCE MODEL**

This intervention uses a series of conferences to help participants through a planned change process. The usual approach involves a series of these five conferences:

1. Visioning Conference which allows participants to build a vision for the future;
2. Customer Conference, designed to help participants understand the needs of both external and internal customers;
3. Technical Conference, in which current work processes are studied in relation to the vision developed in the first conference;
4. Design Conference, in which the new designs for how the work will be accomplished are developed; and
5. Implementation Conference, in which each unit develops the support systems that will guide the implementation of the design(s).

The conferences are held about a month apart and up to 90 participants attend each conference. People who cannot attend the conferences are invited to

participate through the use of a group that shares notes and a video of what took place at the conferences. Outside stakeholders are asked to participate in each conference.

As with the other interventions, there can be many variations, but the concept of the series of conferences stays fairly constant.

## **SIMUREAL**

This intervention is designed to simulate the complexities of systemwide perspectives and to view the simultaneous transactions that go on in a system or organization. In SimuReal a large room is set up to reflect the actual structure of an organization or the actual groups of stakeholders in a system or community. A planning committee decides on the issue to be examined. The process includes the following issues.

1. Each homogeneous groups develops a view of the issue.
2. Each group reflects on just-completed work.
3. The whole group analyzes how the previous activities represent the system as a whole.
4. After the whole group hears the other groups' perspectives, they go back to rethink their positions.
5. When all the groups are ready to discuss a decision, a representative from each goes to a special table to come to consensus.

This process may go through several rounds before consensus is reached and, once it is achieved, the groups then take on the task of developing action plans to implement the decision.

SimuReal is most effective at changing existing programs, structures, or behavior and/or at testing a new structure or process before implementing it.

## **CONCLUSION**

Systemwide improvement projects are charged with implementing districtwide programs to "improve, reform, and upgrade relevant programs and operations, within an entire local educational agency that serves a significant number of children and youth of limited English proficiency..." (IASA, Title VII, § 7115, a, 1994). In many cases, the school district environment is one in which *significant* change needs to occur for limited English proficient students to be appropriately served by all departments within the school district".

Griego-Jones (Anstrom & Silcox, 1997) identified a number of factors which facilitate districtwide implementation of bilingual programs, including:

- processes and procedures that were designed to break down barriers between bilingual and non-bilingual personnel;
- strong support from the superintendent and/or school board;
- intensive and on-going staff development;
- classroom teachers as trainers;
- adequate time for change; and
- ownership of all the stakeholders.

The ultimate goal of OD is to help systems to change, and as planned change itself has moved from a linear process to a more holistic and organic process, OD has changed to emphasize the need to impact the very culture of the system. We can

no longer just change a classroom or a program, we need to change the whole context and process of how bilingual education is integrated into a school/community system. This means the school system needs to move from:

- a rigid structure to a flexible structure;
- task-centered, impersonal hierarchies to people-centered, caring networks;
- control to participation and empowerment;
- internal competition and conflict to collaboration and cooperation;
- authoritarian decision-making to participatory decision-making; and
- restricted flow of communication to open flow of communication.

The innovative, adaptive, and collaborative school system will be the most effective system of the future because it will be able to respond to all the changes in our society.

## REFERENCES

Anstrom, K. and Silcox, B. (Fall, 1997) Going Systemwide with Bilingual Education. Directions in Language and Education, No. 11, Washington, DC: The National Clearinghouse for Bilingual Education.

Bunker, B. and Alban, B. (1997) Large Group Interventions: Engaging the Whole System for Rapid Change, San Francisco: Jossey-Bass.

Chin, R. and Benne, K. (1969) General Strategies for Effecting Change in Human Systems, in Bennis, W., Benne, K. and Chin, R., eds. The Planning of Change, (2nd ed.), New York: Holt, Reinhart and Winston.

French, W. and Bell, C. (1984) Organization Development: Behavioral Science Interventions for Organizational Improvement, (3rd ed.), Englewood Cliffs, NJ: Prentice-Hall.

Lippitt, R. (1951) Training in Community Relations, New York: Harper and Row.

Schmuck, R. and Runkel, P. The Handbook of Organization Development in Schools and Colleges, (4th ed.), Prospect Heights, IL: Waveland Press.

U.S., Congress (1994) Improving America's Schools Act (IASA) (P.L. 103-382)

---

Neal Chalofsky, Ed.D. is Associate Professor and Director of the Doctoral Program for Human Resource Development in the Department of Counseling/Human and Organizational Studies in the Graduate School of Education and Human Development at The George Washington University, Washington, D.C..

This monograph focuses on an approach to helping educational communities implement systemwide bilingual education programs. The process is not unique to bilingual education; it can be used to implement any systemwide education program because it is used to ensure effectiveness within any system or organization. The discussion is presented from the point of view of a consultant or change agent. (These terms will be used interchangeably throughout this monograph.) The consultant can be an expert from outside the system or an internal staff person or leader. This was written for whoever is playing the vital role of change agent within the system.



## IASA Title VII Writing the Biennial Evaluation Report

---

### Guidance

Center for the Education and  
Study of Diverse Populations  
New Mexico Highlands  
University

Home of the Southwest Comprehensive  
Regional Assistance Center  
(CC Region IX)

1700 Grande Court, Suite 101  
Rio Rancho, NM 87124

(505) 891-6111 (voice)  
(505) 891-5744 (FAX)  
[www.cesdp.nmhu.edu](http://www.cesdp.nmhu.edu)

**Created by  
Cecilia Navarrete, PhD and Judith Wilde, PhD**

**Created for  
Delia Pompa, Director  
Office of Bilingual Education and Minority  
Languages Affairs, US Department of Education  
June 2000**



The creation of this document was funded by the Office of Bilingual Education and Minority Languages Affairs, US Department of Education through the Comprehensive Center located at the Center for the Education and Study of Diverse Populations. The authors wish to thank the many Title VII project staff and personnel within the US Department of Education for their comments on earlier versions of the work. Opinions stated herein are those of the authors and do not represent those of the Department of Education. Authors are listed alphabetically.



## Table of Contents

|   |           |
|---|-----------|
| <b>Illustrations</b> .....  | <b>v</b>  |
| <b>Introduction</b> .....   | <b>1</b>  |
| <b>Overview of Title VII, Subpart 1, Programs</b> .....           | <b>6</b>  |
| <b>Title VII Evaluation Requirements</b> .....                    | <b>9</b>  |
| Annual Performance Report .....                                   | 9         |
| Biennial Evaluation Report .....                                  | 10        |
| Evaluation Requirements .....                                     | 10        |
| <b>Approaches for Writing the Title VII Biennial Report</b> ..... | <b>13</b> |
| Executive Summary .....   | 14        |
| Introduction .....  | 15        |
| Title VII Program Type and Purpose of the Grant .....             | 15        |
| School / District Setting .....                                   | 15        |
| Program Goals and Objectives .....                                | 16        |
| Previous Year's Accomplishments .....                             | 16        |
| Evaluation Methods .....  | 17        |
| Reliability and Validity of Instruments .....                     | 17        |
| Selection of an Instrument .....                                  | 19        |
| Creating a New Instrument .....                                   | 20        |

|   |           |
|---|-----------|
| Findings .....  | 22        |
| Program Context .....   | 22        |
| Program Implementation .....  | 26        |
| Student Outcomes .....  | 31        |
| Program Objectives .....  | 45        |
| Effectiveness of the Project in Meeting the Purpose of the<br>Program ..... | 46        |
| Unanticipated Findings / Outcomes .....                                     | 46        |
| Summary, Conclusions and Recommendations .....                              | 47        |
| <b>Sharing Responsibility for the Title VII Evaluation .....</b>            | <b>49</b> |
| The Role of the Director / Coordinator / Manager .....                      | 49        |
| The Role of School or District Staff .....                                  | 50        |
| The Role of the Evaluator .....   | 50        |
| Writing the Report .....  | 51        |
| <b>Record Keeping .....</b>   | <b>52</b> |
| Types of Data to Collect .....  | 52        |
| Data Collection Methods .....   | 53        |
| <b>Summary and Final Comments .....</b>                                     | <b>55</b> |
| <b>References .....</b>   | <b>57</b> |



## Illustrations

### Tables

|   |  |    |
|---|--|----|
| 1 | Glossary of Educational Assessment Terms . . . . .   | 5  |
| 2 | Overview of Title VII , Subpart 1 Programs . . . . .                                       | 7  |
| 3 | Checklist for Required Components of the Title VII Biennial<br>Evaluation Report . . . . . | 12 |
| 4 | Types of Assessments . . . . .   | 33 |
| 5 | Checklist of Essential Evaluation Elements . . . . .                                       | 56 |

### Figure

|   |   |    |
|---|---|----|
| 1 | ASCD's 3-High Achievement Model . . . . .               | 2  |
| 2 | Example Required Element as Indicated in Text . . . . . | 11 |

### Clipboard Hints

|   |  |    |
|---|--|----|
| 1 | Writing the Executive Summary . . . . .                          | 14 |
| 2 | Validity and Reliability . . . . .                               | 19 |
| 3 | When to Assess ... When to Test . . . . .                        | 21 |
| 4 | Likert-scale Response Options . . . . .                          | 29 |
| 5 | Typical Scoring Techniques . . . . .                             | 34 |
| 7 | Writing the Summary, Conclusions, and Recommendations Section 48 |    |
| 8 | One Data Collection Method . . . . .                             | 54 |

## Samples

|    |   |    |
|----|---|----|
| 1  | Sample Program Context Survey for Comprehensive School Program .....                              | 24 |
| 2  | Report from Survey on Staff Participation .....   | 25 |
| 3  | Likert-scale Reporting Method for Effectiveness Survey .....                                      | 30 |
| 4  | Language Proficiency Report .....   | 35 |
| 5  | Grade 5 Academic Achievement Data on an NRT, Presented by Students' by Language Proficiency ..... | 37 |
| 6  | CRT Data for Grade 5 Students, by Language Proficiency .....                                      | 38 |
| 7  | Results of Grade 5 Performance Assessments by Language Proficiency Group .....                    | 39 |
| 8  | Achievements on State Standards .....   | 41 |
| 9  | Displaying Multi-year Reading Data for Limited English Proficient Students .....                  | 42 |
| 10 | Literacy Scores (Total Raw Scores) by Language Proficiency Group .....                            | 43 |
| 11 | School Retention Data .....   | 44 |

## Introduction

In 1990, the Health, Education, and Human Services Division of the US General Accounting Office completed a report to the Chairman of the US Senate Committee on Labor and Human Resources, Senator Edward Kennedy (*Limited English Proficiency: A growing and costly educational challenge facing many school districts*). In brief, the results of that report stated that

the nation's ability to achieve the national education goals is increasingly dependent on its ability to educate LEP students. Yet many districts – especially those with high numbers of LEP students who are linguistically and culturally diverse – are struggling to educate these students.

Although LEP students are heavily concentrated in a handful of states, almost every state in the nation has counties that have substantial numbers of LEP students. Districts with LEP students face a multitude of challenges beyond the obvious one of the language barrier. Almost half of all LEP students are also immigrants, representing many cultures and speaking a variety of languages, and in many cases come to this country with little or no education. LEP students are often poor and have significant social, health, and emotional needs. (Pp 1-2)

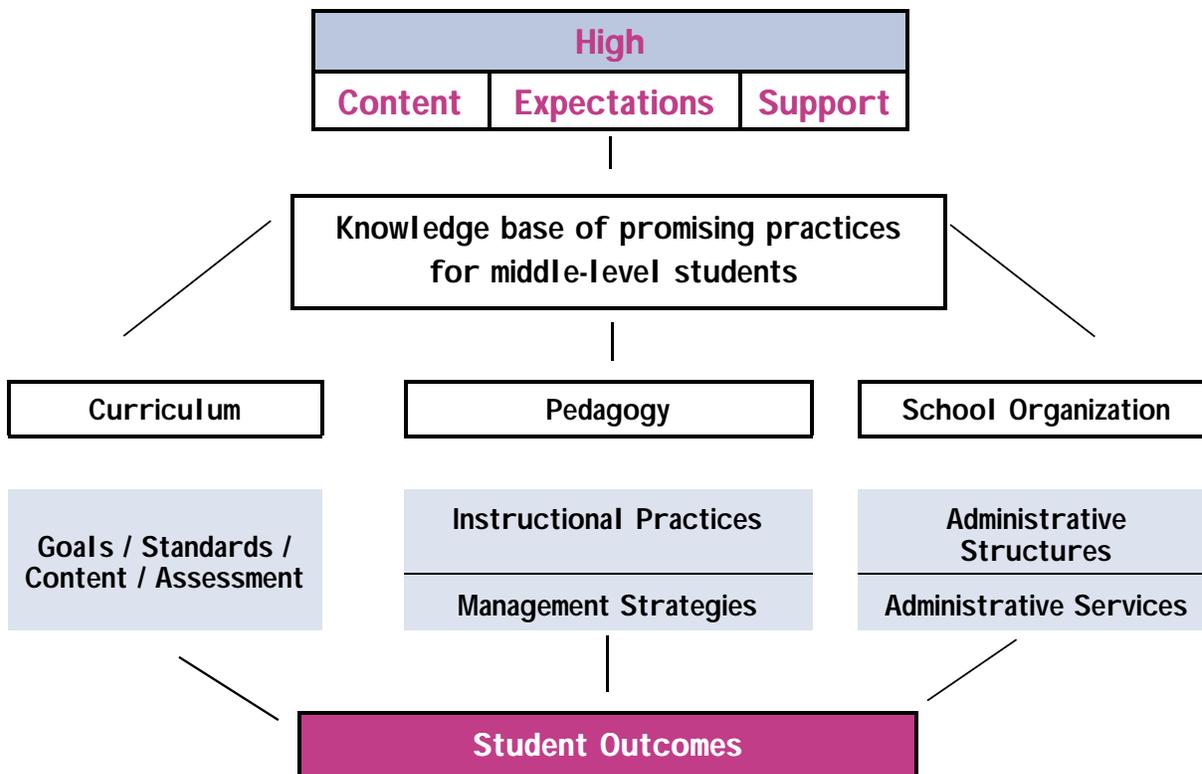
The report also indicated that districts frequently are unable to provide full bilingual instruction in academic subjects. The reasons for this included

- ◆ the number of low-incidence languages (examples: 1 district with more than 900 Vietnamese LEP students enrolled in many grades in 71 schools or 1 school with 56 Vietnamese students enrolled in 7 different grades and an additional 38 LEP students who spoke 11 other languages);

- ◆ the difficulty in finding fully endorsed bilingual teachers (the National Education Association estimated that 175, 000 additional bilingual teachers were needed);
- ◆ the obstacle of finding quality instructional materials in most languages other than English, even high incidence languages;
- ◆ the availability of tests to assess language proficiency and academic achievement remains very limited; and
- ◆ the implementation of promising approaches to instruction for LEP students is difficult, frequently requiring “significant effort” (pp 34 ff).

According to the Association for Supervision and Curriculum Development (ASCD), Improving Student Achievement Research Panel, any attempt to improve education must begin with high content, high expectations, and high support (ASCD, 1995, p ix). Their “3-High Achievement Model” is presented in Figure 1.

Figure 1.  
ASCD’s 3-High Achievement Model



These same elements are stressed in the Improving America's Schools Act programs, including those programs that fund educational efforts for students living in poverty (Title I), limited English proficient students (Title VII), and American Indian students (Title IX). Also included within IASA are (1) an emphasis on evaluation that is useful – that is, evaluation that is formative as well as summative, evaluation that can inform modifications to the program for further academic gains by students; (2) high educational expectations for all students; and (3) flexibility with accountability. More specifically, IASA Title VII Subpart 1 promotes and emphasizes the development of new, and the enhancement of existing, programs. These programs support (1) flexible and comprehensive instruction for English learners, (2) the concept of systemic reform in order to foster the development of bilingual education programs, and (3) capacity-building for staff of local schools and districts. Moreover, the new Title VII programs are based on refined models that strengthen learning for linguistically and culturally diverse students and move **all** students toward achieving high standards.

To ensure that all of these foundations of IASA are met, Title VII grantees are required to write two types of reports. The first is an annual progress report, the second is a biennial evaluation report (for more details, see the section “Evaluation Requirements” beginning on page 7). The annual reports are brief, designed only to provide an overview of progress made to date and to trigger the funds approved for the following year; the biennial reports supplement the annual reports, providing more in-depth information and showing specifically the accomplishments of the project across a two-year timeframe. Both reports are important not only as a legal requirement, but also to provide OBEMLA with information about programs that are serving English language learners. By reviewing these reports, OBEMLA staff can begin disseminating facilitating the sharing of information and can answer the many questions they receive pertaining to educating linguistically and culturally diverse students.

This guidance document is produced by the Office of Bilingual Education and Minority Languages Affairs (OBEMLA), for the programs funded through Title VII, the Bilingual Education Act, as reauthorized within the Improving America's School's Act (IASA). The overall goal of this **Guidance** is to provide Title VII staff and evaluators with basic “how to” information when preparing the biennial evaluation. It is not designed to impose new or additional requirements on Title VII programs. However, it does provide approaches for reporting program achievements that fulfill the evaluation elements of Title VII. While all Title VII programs funded for two or more years must provide biennial evaluation report(s), the focus here is on the Subpart 1 programs, those related to enhancement of existing bilingual programs, development and implementation of new programs, comprehensive school programs, and systemwide improvement programs. Programs funded under other Title VII subparts may find this document helpful, but should review the evaluation requirements for those specific programs.

The **Guidance** is designed to meet several objectives, the most important of which is assisting Title VII program personnel across the nation to produce reports that are meaningful and useful. The objectives of this document are

- ◆ to provide accessible instructions and methods for developing the evaluation report;
- ◆ to clarify the federal Title VII statutes and regulations regarding evaluation;
- ◆ to improve the usefulness of evaluation reports for identifying aspects of the program that are exemplary or that are in need of improvement; and
- ◆ to standardize the collection of local level information so OBEMLA can evaluate the Title VII program nationally.

This **Guidance** is organized into eight sections that cover all the various aspects of evaluation report preparation that are needed to meet federal Title VII regulations. The main portion of the **Guidance** is the section “Approaches for Writing the Title VII Biennial Report” that provides guidelines for writing the report itself. Other sections provide useful information about Title VII programs, Title VII evaluation requirements, data collection methods, formative and summative evaluation, and evaluation teams. The final section summarizes and focuses the main points of the entire document. Throughout the document are suggestions, helpful hints, and definitions in forms such as tables, “clipboard hints,” and sample write-ups. Educational jargon and technical terms have been kept to a minimum.

Several terms that might have multiple meanings are used throughout this document. Table 1 provides a glossary of terms that are used within the document.

**Table 1. Glossary of Educational Assessment Terms**

**Averages** are calculated by adding all the scores in a group and dividing that sum by the number of scores. They are helpful when describing a general pattern or trend in test scores.

**Criterion-referenced tests** (CRTs) compare student performance to a standard that has been established for particular set of test questions or statements.

**Focus group** is a small group of individuals brought together to discuss a specified topic. Successful focus groups are facilitated by a neutral party with a separate note taker.

**Frequencies** are counts of the number of students or persons who receive a specific score, or whose scores fall within a predetermined interval or grouping.

**Instrument** or **measure** are used in place of the terms “assessment” or “test” and are meant to be inclusive. That is, the terms are used to indicate ways to determine student progress that might be a performance assessment or a norm-referenced test.

**Levels** are categories of assessment scores that are used to describe student skills; they may be defined as “level 1, 2,” or by terms such as “nonEnglish proficient.”

**Performance assessments** (PAs) typically require students to construct a response or product that demonstrates their knowledge or skill. PAs typically are based on instructional techniques and application of higher level thinking skills practiced during regular instruction. Students have a clear understanding of what is expected and how they will be evaluated. The criteria or standards for judging degrees of success are clearly outlined; they indicate more than just right/wrong responses.

**Portfolio assessment** typically includes a broad sample of student work that has been completed over the school year. Each product can be scored with a rubric, or the portfolio as a whole can be scored.

**Norm-referenced tests** (NRTs) are designed to compare an individual’s performance to the performance of a defined group of students, rather than to a predetermined set of criteria. NRTs usually are developed by national test publishers.

**Normal curve equivalents** (NCEs) are a scoring technique recommended for comparing students’ achievement because direct comparisons among and across classes, schools, or an entire district can be made.

**Proficiency**, as used here, relates to the English and native language competency of a student. Higher proficiency levels generally will allow a student to succeed academically and socially.

**Raw scores** are the number of items answered correctly -- they are often converted to **percent correct**.

**Rubrics** are the criteria used in scoring student work (products or performances). They consist of levels or a scale (usually 1-4 or 1-6) and a description of the characteristics for each score level.

## **O**verview of Title VII, Subpart 1, Programs

The purpose of all Title VII programs is ***to provide ... bilingual education or special alternative education programs to children and youth of limited English proficiency; to ... develop proficiency in English and native language and meet the same challenging State content ... and performance standards expected for all children and youth.*** Table 1 provides an overview of the differences among the four basic types of Title VII programs and allows quick comparisons across programs. The table provides the purpose of each program, definitions, special notes, and deadlines for completing the various required reports. This is an overview; grantees should review grant application forms, the Education Department General Administrative Regulations (EDGAR), and/or other documents available from sources such as the National Clearinghouse for Bilingual Education (NCBE).

Also note that funding is on a Fiscal Year (FY) basis. Most Title VII programs are funded July 1 through June 30 or October 1 through September 30. Thus whenever FY is referred to herein, the reference is to the program's fiscal year, not the school's, the district's, or OBEMLA's.

**Table 2. Overview of Title VII, Subpart 1 Programs**

| Program Development and Implementation  | Program Enhancement  | Comprehensive School   | Systemwide Improvement   |
|---|--|--|--|
| <p><b>Basic Purpose: (1) To provide bilingual or special alternative education programs to children and youth of limited English proficiency; (2) to help such children and youth develop proficiency in English, and to the extent possible, their native language and meet the same challenging State content standards expected for all children and youth.</b></p>  |  |  |  |
| <p>To develop and implement new comprehensive, coherent, and successful programs, including programs of early childhood education, K-12 education, gifted/talented education, and vocational/applied technology education.</p>  | <p>To carry out highly focused, innovative, locally designed projects to expand or enhance existing programs.</p>            | <p>To implement schoolwide programs for reforming, restructuring, and upgrading all relevant programs within an individual school that serve all (or virtually all) children and youth in schools with significant concentrations.</p> | <p>To implement district wide programs to improve, reform, and upgrade relevant programs and operations, within an entire LEA, that serve a significant number of children and youth in LEAs with significant concentrations of such children and youth.</p> |
| <p><b>Definitions</b></p>   |  |  |  |
| <p><b>Minimum number of Limited English Proficient students required:</b></p>   |  |  |  |
| <p>Not specified</p>  | <p>Not specified</p>   | <p>25% in school</p>   | <p>25% or 1,000 in system</p>  |
| <p>3-year funding</p>   | <p>2-year funding</p>  | <p>5-year funding</p>  | <p>5-year funding</p>  |
| <p><b>If the program serves an Empowerment Zone or Enterprise Community, indicate this in the evaluation.</b></p>   |  |  |  |
| <p><b>Minimum requirements of programs (note: these do not describe or define a full program, but are minimums within the law):</b></p>   |  |  |  |
| <ul style="list-style-type: none"> <li>❖ Develop and implement comprehensive preschool, elementary, or secondary programs coordinated with other relevant programs and services to meet the full range of educational needs</li> <li>❖ Provide training to teachers, administrators, and other school or CBO personnel to improve instruction and assessment</li> </ul> | <p>Provide training to teachers, administrators, and other school or CBO personnel to improve instruction and assessment</p> | <p>No required activities.</p>   | <p>No required activities</p>  |

|   |   |   |  |
|---|---|---|--|
| <b>Activities which programs <u>may</u> include:</b>  |   |   |  |
| <ul style="list-style-type: none"> <li>❖ Implement family education and parent outreach and training</li> <li>❖ Identify, acquire and upgrade curriculum, materials, etc.</li> <li>❖ Compensate personnel for training</li> <li>❖ Provide tutorials and counseling</li> <li>❖ Provide other approved activities/services</li> </ul> | <ul style="list-style-type: none"> <li>❖ Implement family education and parent outreach and training</li> <li>❖ Identify, acquire and upgrade curriculum, materials, etc.</li> <li>❖ Compensate personnel for training</li> <li>❖ Provide tutorials and counseling</li> <li>❖ Provide intensified instruction</li> <li>❖ Provide other approved activities or services</li> </ul> | <ul style="list-style-type: none"> <li>❖ Implement family education and parent outreach and training</li> <li>❖ Identify, acquire and upgrade curriculum, materials, etc</li> <li>❖ Compensate personnel for training</li> <li>❖ Provide tutorials and counseling</li> <li>❖ Provide intensified instruction</li> <li>❖ Provide other approved activities/services</li> </ul> | <ul style="list-style-type: none"> <li>❖ Review, restructure and upgrade                             <ul style="list-style-type: none"> <li>• educational goals, curriculum, standards, and assessment,</li> <li>• personnel policies and practices,</li> <li>• promotion and graduation requirements,</li> <li>• student assignment,</li> <li>• family education programs,</li> <li>• curriculum, materials, etc.</li> <li>• tutorials and counseling, and</li> <li>• other approved activities.</li> </ul> </li> </ul> |
| <b>Special Notes</b> Note: "Need" for the program is especially important for each program-type.  |   |   |  |
| None  | None  | <i>Termination:</i> if progress toward achieving challenging State content and performance standards is not made <u>or</u> if dual language program does not promote both languages.<br><i>Planning:</i> must plan, train, develop curriculum, and acquire/develop materials before carrying out program.   | <i>Termination:</i> if progress toward achieving challenging State content and performance standards is not made <u>or</u> if dual language program does not promote both languages.<br><i>Planning:</i> First 12 months may be used exclusively for preparatory activities.   |
| <b>Evaluation Deadlines</b><br>Note: This guidance describes the evaluation report; see other OBEMLA and NCBE materials for information on the annual progress report.  |   |   |  |
| Performance Report<br>Due near end of FY 1 and FY 2   | Performance Report<br>Due near end of FY 1  | Performance Report<br>Due near end of each FY   | Performance Report<br>Due near end of each FY  |
| Biennial Evaluation<br>90 days after FY 2   | Biennial Evaluation<br>90 days after FY 2   | Biennial Evaluation<br>90 days after FY 2 and FY 4  | Biennial Evaluation<br>90 days after FY 2 and FY 4   |
| Final Performance Report<br>90 days after FY 3  | Final Evaluation Report<br>90 days after FY 2   | Final Performance Report<br>90 days after FY 5  | Final Summary Report<br>90 days after FY 5   |

## **T**itle VII Evaluation Requirements

Within IASA Title VII, two types of reports are required: the Annual Performance Report and the Biennial Evaluation Report. In this section, each of these types of reports is defined briefly, then the evaluation requirements for the Biennial Evaluation Report are presented.

### \* Annual Performance Report

The Annual Performance Report, as described in Table 2, is due during the late spring or early summer of each year. Besides serving as the “trigger” for the next year’s funding, the purpose of the Annual Performance Report is to

- provide background information about the program,
- demonstrate progress toward meeting the goals and objectives of the project,
- explain why activities or objectives have not been implemented as planned,
- furnish information about current budget expenditures, and
- provide any other information requested by OBEMLA.

The Annual Performance Report may involve data collection regarding diagnosing student difficulties and adjusting the curriculum to meet those needs, reviewing professional development activities and providing additional topics requested by staff, or assessing school context and initiating a set of activities to improve a situation. Overall, the results of activities leading to the Annual Performance Report should enable teachers and other program staff to monitor their own efforts so that they maintain a course of action that ensures student success and professional development of staff.

### \* Biennial Evaluation Report

The Biennial Evaluation Report, as described in Table 2, must be sent to OBEMLA after the second and fourth years of the project. The purpose of the Biennial Evaluation Report is to

- provide information for program improvement,
- define further goals and objectives,
- determine program effectiveness, and
- fulfill the requirements of the Department of Education.

In part, the Biennial Evaluation Report summarizes the Annual Performance Reports, adds more information, and comments about the overall success of the Title VI I program, including reform efforts for the school and district. It provides an overall statement about the program's worth and the impact the program has had on participants.

## Evaluation Requirements

Both the annual performance report and the biennial evaluation report offer the program a chance to make modifications and improvements. Both offer the program a chance to demonstrate the achievements of students, staff, and administrators have made during the funding period. Both should fulfill Department of Education requirements and the local need for information. While this guidance focuses on the biennial report, the procedures for collecting and processing data can be applied equally to the annual report.

There are five components that must be presented in the evaluation report, each of these is described briefly in Table 3 and in more detail in the later sections of this guidance. The information in Table 3 is formatted so it can be used as a checklist to ensure that each section is included in the biennial and/or final performance report. Only sections that are *required* by statute or legislation are included in the Table 3 checklist. It is important to note that the Comprehensive School and Systemwide Improvement grants include reform efforts as part of their purpose -- a description of reform efforts and their success must be included in the biennial evaluation report.

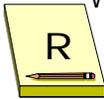
A good evaluation frequently includes other, additional, sections, such as an Introduction; these sections are *not required* by the IASA legislation or EDGAR, but can provide more insight and detail about a particular program than merely reporting what is necessary. Those sections of the report that are *required by IASA legislation are clearly marked in the sections that follow*. Each required element is indicated in the text by a small writing table with an "R" (to denote "required") on the front, and the IASA or

EDGAR citation is provided (see the example in Figure 1). In order to encourage, though not require, more than the minimum report, the sections that follow describe and outline an evaluation report that includes both required information and optional materials that enhance the value of the evaluation report.

**Figure 1.**  
**Example Required Element as Indicated in Text**

**\* Reliability and Validity of Instrument(s) - required**

Student evaluation and assessment procedures in the program [must be] valid, reliable, and fair for limited English proficient students. (IASA §7116[h](3))



Within this example, be sure to note the 3 elements that are included:  
 Title of section,  
 “Required” icon, and  
 Citation from IASA law.

These 3 elements are included for each required evaluation section.

A useful evaluation describes both strengths and needs in the program, provides direction in planning for the future, and highlights the successes of the program.

**Table 3. Checklist for Required Components of the Title VII Biennial Evaluation Report****Student Achievement**

Instruments used to measure student achievement and student achievement must be described according to IASA §7115(h)(3) and §7123(2). Areas that must be included are

- the validity and reliability of assessment instruments,
- how students are achieving the challenging state content and performance standards, and
- data comparing LEP students with nonLEP students with regards to
  - achievement in academic content areas,
  - school retention,
  - English proficiency, and
  - native language proficiency where applicable.

**Implementation**

Program implementation is addressed in IASA §7123 as well as EDGAR §75.590. Implementation deals with how the program is managed and administered. Areas which must be included in the evaluation include

- curriculum and language of instruction in relationship to students' grades and course offerings,
- program management,
- the effectiveness of the program management,
- professional development activities, and
- the effect of the project on its participants.

**Context**

Program context generally deals with the overall atmosphere and approach of the school to the project. IASA describes context more narrowly as

- the relationship of the Title VII programs' activities to the overall school program and to any other federally-, state-, or locally-funded programs serving the same (i.e., LEP) students.

**Program Responsibilities and Consequences**

The school or district must carry out the program that was funded (i.e., the program that was described in the proposal) unless specific modifications have been justified to and approved by OBEMLA. In order to do this, EDGAR §75.590 states that the program must

- carry out the purpose of IASA (see the program overview in the previous section) and
- show progress in achieving its objectives.

In addition, comprehensive Schoolwide programs and Systemwide Improvement programs contain termination clauses (see the Special Notes in the previous section).

**Other Evaluation Information**

The IASA and EDGAR allow the Secretary of Education to request other information within the evaluation that is not specifically listed within those documents. The grant application for this program may include a response to Department of Education priorities.



## Approaches to the Title VII Biennial Report

This is the major section of the **Guidance** -- a description of what should be reported in the biennial evaluation and how it should be reported. Clarity and conciseness are keys to the report required under IASA legislation.

The biennial report should **not** be long and involved. Depending on the type of program and the complexity of the objectives, a brief 10-15 pages may be enough to address the issues required by statute. If you decide to provide more detailed information (i.e., to include the sections marked "optional"), the report still may be only 15-20 pages. A good report will be truly useful to the project; a long too-detailed report may not be read and therefore cannot help the program to improve.

Below are listed the topics that must be included in the report (listed as "required" in the heading) as well as topics that might be included to provide more detailed information (listed as "optional"). Many authors of books on evaluation indicate that a good report will include everything listed in this **Guidance**. **There are three essential elements that the IASA statutes state must be included, and that OBEMLA will be looking for very especially:**

- (1) data about English proficiency (and, if appropriate for the program, home language proficiency),
- (2) academic achievement data disaggregated by proficiency level, and
- (3) information about the educational reform efforts the school or district is undertaking (e.g., implementing a school-wide parent education center or reformulating the curriculum to be appropriate for all students).

Remember that when reporting data on achievement and proficiency, both actual and possible scores (or performance criteria) should be included.

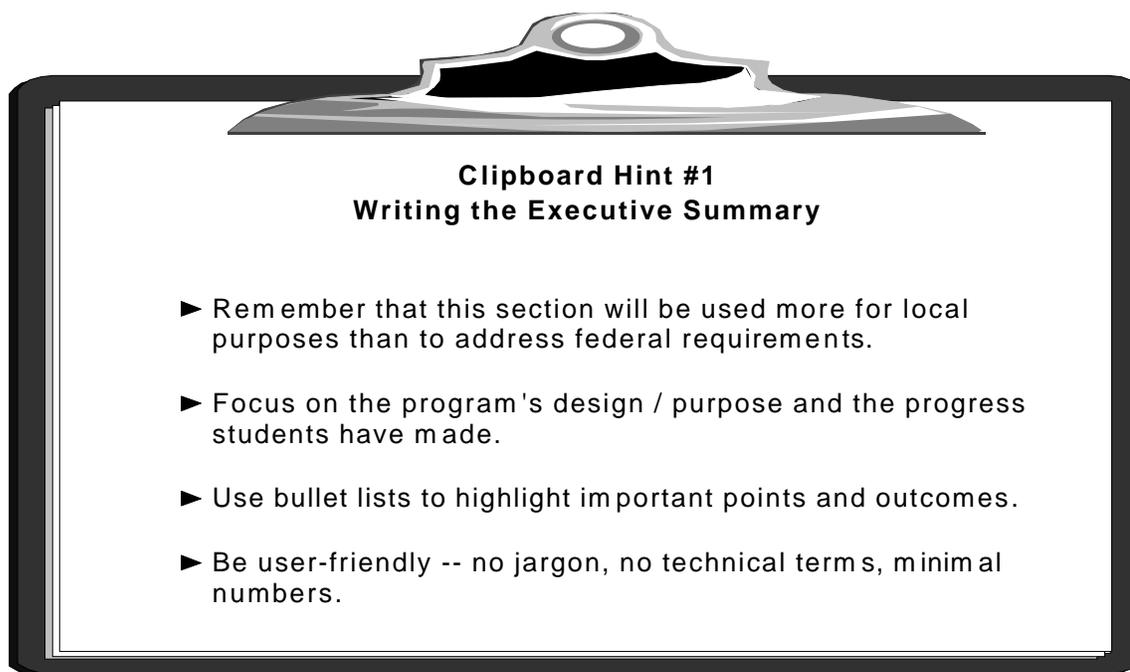
## \* Executive Summary - optional

The Executive Summary probably can be completed in 1 or 2 single-spaced page(s). It may be all that is given to some groups (e.g., parents and local School Board); it is part of what can be given to other groups (e.g., principals, superintendents, newspapers). This is not a separate report, but provides information for the busy administrator, the person who does not need all the details, or the person looking for a quick overview of the project. While the Executive Summary is not required by OBEMLA, it may be important to the project.

A basic Executive Summary should include

- an overview of the project design,
- a brief description of the evaluation methodology (e.g., types of data collected, who was involved in the evaluation),
- the findings of the evaluation regarding the objectives of the project and, more briefly, regarding the IASA statutes and EDGAR, and
- any conclusions and/or recommendations reached by the evaluation team.

Other topics might be important for some projects. For instance, for some it may be important to describe some of the changes that occurred during the year, for others it may be important to describe some of the background purpose of the program.



## \* Introduction - optional

The *Introduction* of the evaluation report sets the stage for the findings to come. Although this is an optional section; it can be an invaluable resource because it creates the mood for the entire report with broad brush strokes. This scene-setting can shed light on some of the later findings. It can clarify and explain to the reader what is to come in the body of the report. Much of the detail of the story to come occurs in the body of the evaluation report. Several topics can be covered in the *Introduction*. These topics are described in this section, including the type and purpose of the grant, the school/district setting, the goals and objectives of the program, and previous year's accomplishments. Much of the introductory material may come from the original grant application or from the annual performance report(s).

## \* Title VII Program Type and Purpose of the Grant - optional

In the *Introduction*, it is important to let the reader know from the beginning the type of Title VII program, the year of the program, and the focus of the grant. For example,

This is an evaluation of the first two years of a five-year Comprehensive School Bilingual Education grant funded by Title VII of IASA. The primary focus of this grant is to ...

This information can be summarized in a brief paragraph. If needed, a short synopsis of the history of the program's development can be included.

## \* School / District Setting - optional

A description of the Title VII program should include basic information about *the school/district* and its environment. This section can begin with a brief description of the demographics, geography, and economy of the area. Background information about how the school/district functions in comparison to other schools and districts in the state might be included as well.

It also is important to include a description of who is served by the program including students, parents, community members, and school/district staff. A summary of each group might include

- the number of participants,
- languages spoken by the participants,
- participants' role in the program,
- grade levels of participants or grade levels served by participants, and
- any other information that is specifically pertinent to the project.

The dual language program served 250 students in grades K-3. About half of these students were nonEnglish proficient or limited English proficient whose home language was Spanish, about half were fluent English speakers or spoke only English.

### \* Program Goals and Objectives - optional

This brief section should include the program's goals and objectives in a clear and concise format. Under each goal, objectives can be listed in order of importance or as numbered in the grant proposal. Activities and other descriptive narrative should not be included here. At most, the list of goals and objectives might be followed by a brief paragraph identifying the rationale for each of these particular goals. Clearly, any rationale should be linked to the needs of the population of students already described.

Goal #1: Increase students' proficiency in English.  
 Objective 1A: By the end of each project year, 45% of participating students with English proficiency ratings of 1 or 2 will gain 1 proficiency level (or 5 NCEs) based on the [name of] instrument.  
 Objective 1B: By the end of each project year, 55% of participating students with ratings of 1 or 2 will gain 1 proficiency level (or 3 NCEs) based on the [name of] instrument.

### \* Previous Year's Accomplishments - optional

Finish the *Introduction* section with a quick bullet list of the previous year's accomplishments from the most recent annual performance report. A brief narrative can be provided to explain major accomplishments and any modifications that have been made to the original grant proposal. Any restrictions or constraints that have had an impact on the implementation of the program can be described as well.

Accomplishments from previous year

- Most project students (60%) having initial English proficiency levels of 3 or 4 increased their proficiency by 1 level.
- Almost half of the project teachers (45%) successfully completed 6 units of course work at the local IHE.

## \* Evaluation Methods -- most is optional

This section is important in order to establish credibility. What methods were used in the evaluation? Can they be trusted? Who was involved and what did they do? Are the assessment instruments appropriate for these students? What kind of information can we learn from them? These and other questions should be answered within this section. The five most important factors to include are described below, including the required section on the validity and reliability of the instruments used to measure achievement and progress.

### \* Reliability and Validity of Instrument(s) - required



Student evaluation and assessment procedures in the program [must be] valid, reliable, and fair for limited English proficient students. (IASA §7116[h](3))

The IASA legislation requires valid, reliable and fair assessments and assessment procedures. While most of us are familiar with various measures of academic achievement and linguistic proficiency, there is still less familiarity with how to select an appropriate assessment and when to use it -- particularly with limited English proficient and/or culturally diverse students. The assessment instruments to be used by the project may have been described in the original grant application. If this is the case, then a brief synopsis should be provided here. However, many projects find that the instruments they originally planned to use were not fully appropriate, necessitating a search for new instruments. In this portion of the evaluation, you will need to explain (1) why each assessment was selected (or how each was developed) and (2) demonstrate that each assessment is appropriate for these particular students -- appropriate for the ethno-linguistic groups in the program, for the age/grade level of the students, and for the content area being measured. Much of this explanation will be based on two critical psychometric elements: validity and reliability.

*Validity* and *reliability* are essential factors both in selecting and in creating an instrument. **Validity** refers to how well the assessment measures what it was designed to measure. The Joint Committee of the American Educational Research Association, American Psychological Association, and National Council on Measurement in Education states that validity refers to “the appropriateness, meaningfulness, and usefulness of the ... inferences made from test scores” or assessment results (Joint Committee, 1985). If the information gleaned from a test seems trustworthy and important, and supports information gained from other sources (e.g., classroom grades, other assessments), and can be generalized to other situations, then the instrument probably is valid.

**Reliability** is

- the consistency of the instrument across students -- responses should follow a pattern and should be similar when comparing one student to another, and
- the stability of the instrument -- the assessment should provide the same information each time it is used (unless, of course, students have been given new material in the meantime).

The instrument should provide good information both for a single individual and across several individuals. Reliability is based both on the "goodness" of the instrument and the appropriate administration and scoring of the test.

There are several language- and culture-based considerations that should be weighed before a norm-referenced or performance-based assessment is administered to a student. First, grantees must consider that any assessment given in English may be a test of English skills rather than of the specific content of the test. For instance, if a student does not understand the word "subtract," then the item "Subtract 3 from 6" is no longer measuring math skills; if a student has no concept of a "subway," then an item asking the student to interpret a subway time schedule has no meaning.

Before presenting an English learner with an assessment, especially a Norm-referenced-test (NRT), four questions must be answered.

Has the student achieved reasonable English proficiency as measured by a good language proficiency test?

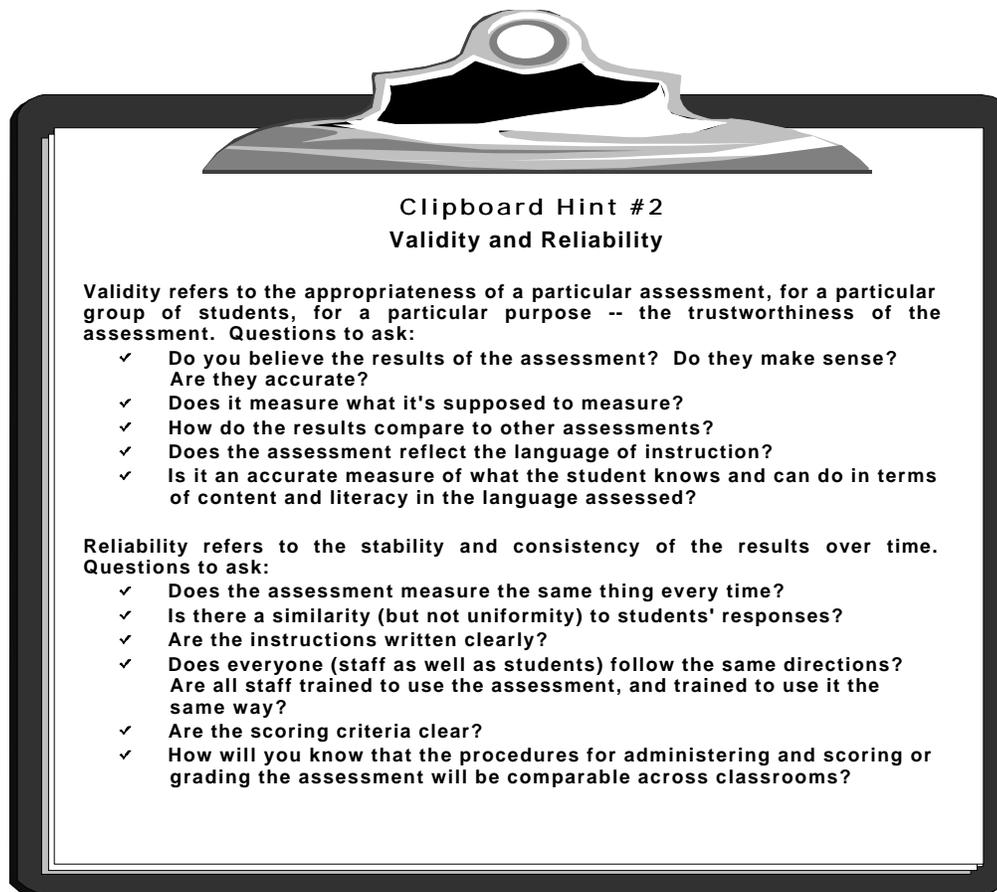
Has the student demonstrated adequate proficiency to comprehend oral and written directions?

Can the student respond to enough test items to allow a comparison to other students?

Is the student test-wise? That is, does the student know how to complete the answer form, when to guess, and so on?

Decisions that are based on an assessment that is not valid, or that is not reliable, or both, can impact a student's education for years. An assessment may be valid for one purpose, but not for another -- for instance, a norm-referenced language arts achievement test is valid for determining students' levels of accomplishment when

compared against other students, but it is not valid for determining levels of language proficiency. Similarly, an assessment may be reliable when the directions are followed and the items are scored properly, but if its administration changes from one classroom to another, it will no longer be reliable.



For a more thorough discussion about determining the technical qualities of standardized tests, please refer to the *Handbook on Ensuring Accuracy in Testing for English Language Learner: A Practical Guide for Assessment Development*, by the Council of Chief State School Officers (in print) for the Department of Education.

### \* Selection of an Instrument - optional

Selecting an instrument that already exists usually is the easiest way to identify an assessment to use. While IASA does not require NRTs or any specific test, the school, district, or state may have such regulations; if so, they must be followed. If able to select further measures, the program staff first should look to the technical manual or a description of the development of any assessment being considered. The technical

information should describe the purpose of the assessment, how items or indicators were developed and revised, and the backgrounds of students in the field test groups (this is the “norm group” of “reference group”). Key points when selecting an instrument are whether

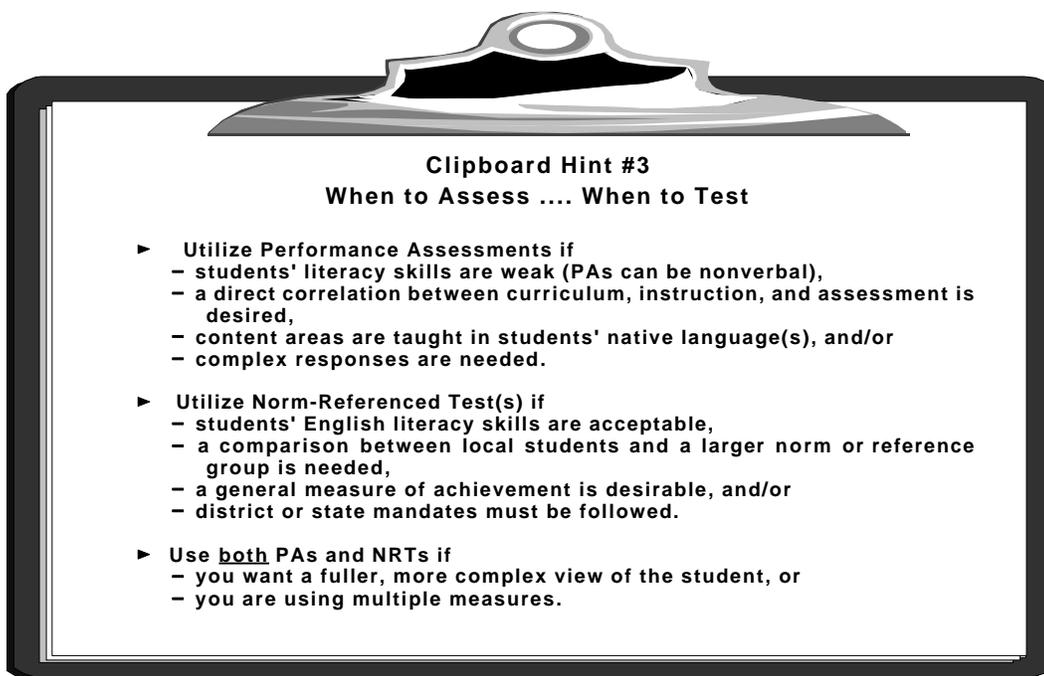
- the purpose of the assessment matches the program's needs,
- the group on whom the assessment was field-tested includes students who “match” the program's participants,
- the language is appropriate for the program's participants,
- the time involved in administering and scoring the instrument fits the program's time schedule,
- the cost of the instrument (buying the assessment and scoring sheets as well as the cost of scoring) is suitable,
- program staff will need training in administering and/or scoring the instrument,
- the scores are appropriate for the needs of the program (i.e., are levels, raw scores, percent correct, or NCEs provided),
- the instrument can be used in the evaluation.

At least the first three aspects of the assessment (purpose, field-test group, and language) must be described in the biennial evaluation report.

### \* Creating a New Assessment - **optional**

Title VII grantees frequently find that there is no instrument available that exactly fits their needs. Many then decide that they will “make their own” assessment. However, unless this is a team effort, and at least some members of the team have experience in creating tests, it usually is better to revise an existent assessment rather than trying to create a new one.

Creating a test or performance assessment can be time consuming and costly. There must be time to describe what you want to measure in as much detail as possible. For instance, when assessing language proficiency, a definition of what is meant by “proficiency” must be included. While the debate continues about how best to define language proficiency, some fairly concrete descriptions are available from the Council of Chief State School Officers (1992), the Bilingual Education Act (§7501), and most State offices of bilingual education.



In terms of academic achievement, State standards and curriculum and the current thinking in the area(s) to be assessed can provide a great deal of information. Information on students' language development and experiences related to previous educational experiences should be considered to determine the range of measures that should be used to gain a comprehensive picture of achievement. For secondary level program students, issues of readiness to work and post-secondary preparation are important -- e.g., students may need to be assessed with multiple measures. For instance, in studying a specific content area, the use of both norm-referenced academic achievement tests and performance-based assessments may provide a broader profile of students' knowledge and skills.

Once you know what you want to measure, different approaches for assessing those concepts, skills, and/or strategies should be carefully compared. The utility and feasibility of each approach should be weighed. It is best to work in a team, or even to have several sub-teams. A plan should be devised, then followed carefully. Those who will be impacted by the assessment and/or test must have input, and the planning and implementation of the assessment should be carefully monitored on a regular basis.

When designing a test, at least twice as many items as necessary should be developed -- all items should be tried out and revised, then field-tested again. Many items will be eliminated at this point. The final set of items should be tested again to ensure that they work together properly. In addition, guidelines for administering and scoring the instrument should be developed, as well as a training plan for all staff. All of this must be described in the evaluation report.

## \* Findings -- required



Probably the most important section of the biennial evaluation report is this -- the findings of how well the program “worked.” The essential elements describe the context of the program, program implementation, and student outcomes. Each is described below, and each is required by the IASA legislation. In those few cases in which a program design may not match these requirements, approval must be sought from the OBEMLA program specialist to forgo or modify reporting on the particular section of the law. If this permission is granted, it must be mentioned in the report.

Some caveats may be appropriate here. First, the biennial report represents two years of program implementation. For the 5-year grants (Comprehensive School and Systemwide Improvement), this means that the first biennial report may be composed of information from the initial planning year and the first full year of services to students (which is the second year of the grant). In this case, it will be important that the report include baseline data (or current status) for addressing the requirements of context, implementation, and student outcomes. If baseline data were collected during the first year, then a comparison of growth from year 1 to year 2 will be necessary.

## \* Program Context - required



Program context indicators ... describe the relationship of the activities funded under the grant to the overall school program and other Federal, State, or local programs serving children youth of limited English proficiency (IASA §7123 [b][3]).

This statute is intended to assist schools or districts in assessing the degree to which the Title VII program collaborates and/or partners with other Federal, State, or local programs. Such relationships increase the likelihood that English learners and other participating students receive the best education possible. Provided in this section are approaches for reporting about these relationships.

The first step in addressing IASA §7123 is to identify program context indicators that are appropriate for this particular Title VII program. There are four key indicators to consider in assessing and reporting on program context.

- **Shared Planning** There is evidence of systematic planning of programs for students. These plans include Title VII and other federal, state, and local

program staff. Title VII staff actively participate in all meetings, and decisions that may directly or indirectly impact English learners.

- **Joint Implementation** There is evidence of integrated programming in activities such as hiring staff, developing curriculum and instruction, scheduling, selecting professional development activities, encouraging parent and community participation, and planning extracurricular programs for students.
- **Mutual Evaluation** There is evidence of collaboration in planning, developing or selecting, administering, analyzing, and/or summarizing student and program assessments and results.
- **Collective Monitoring and/or Follow-up** There is evidence of programs working collectively to evaluate the implementation process of their programs. They also work together to ensure that programs do not overlap and are mutually beneficial to the students. Evidence also shows programs working together to determine alternative strategies of action when needed based on monitoring and follow-up outcomes.

The second step in planning the evaluation of program context is to determine appropriate approaches for collecting evidence to assess the quality and effectiveness of the relationship the Title VII to other programs. Several approaches can be considered including

- focus groups,
- records and reports,
- anecdotal notes, and
- observations,
- surveys and interviews,
- documents.

The simplest approach is to combine the use of a survey and a focus group. A short survey can be developed to assess the perceptions of all or a representative sample of those participating in the program: staff, students, parents, and community members. Once the data is collected and summarized, a representative group of program staff can study the results. The focus group can add meaning to the implications of the results by having the opportunity to (1) examine the pattern of responses, (2) review the detailed responses for suggested improvements, and (3) draft recommendations for better collaboration and capacity building among programs. Sample 1 provides an example of how the data and the focus group's interpretations and recommendations might be displayed.

This approach to data collection and interpretation can be used for both formative and summative purposes. As a formative evaluation, teams can meet periodically to review their progress and discuss whether changes to their initial plans are needed. As part of the summative biennial evaluation, a formal survey can be distributed to key school and/or district personnel and results studied by the representative team.

### Sample 1: Sample Program Context Survey for Comprehensive School Program

In this study, 800 school and community adults were invited to respond to questions relating to the Title VII program. A total of 160 teachers, 19 administrators (admins), 115 support staff (s staff), and 500 parents and community members (commun'y) were sampled.

#### Persons Responding to Survey

|           | Total | Title VII | Title I | Migrant | Title IX | DARE | PACOther |
|-----------|-------|-----------|---------|---------|----------|------|----------|
| Teachers  | 85    | 25        | 30      | 1       | 5        | 0    | 24       |
| Admins    | 19    | 2         | 2       | 1       | 1        | 1    | 12       |
| S Support | 44    | 14        | 10      | 5       | 10       | 0    | 5        |
| Parents   | 209   | 209       | 209     | 45      | 80       | 0    | 45       |
| Commun'y  | 0     | 0         | 0       | 0       | 0        | 5    | 17       |

**Total 357** Note: Many respondents reported participating in more than one program.

#### Survey Results

To ensure that the English learners in our school are fairly represented ...

|  |                | Strongly agree | Agree | Disagree | Strongly disagree | Don't know |
|--|----------------|----------------|-------|----------|-------------------|------------|
| 1. the Title VII staff actively participate in shared planning with the school's other federal, state, and local programs. | <b>ALL %</b>   | 13             | 37    | 22       | 3                 | 15         |
|  | <b>Teacher</b> | 17             | 41    | 30       | 9                 | 3          |
|  | <b>Adminis</b> | 21             | 52    | 20       | 0                 | 7          |
|  | <b>S Staff</b> | 5              | 37    | 20       | 20                | 18         |
|  | <b>Parents</b> | 10             | 21    | 23       | 12                | 34         |
| 2. the Title VII program and staff are integrated into our school's everyday activities.                                   | <b>ALL %</b>   | 17             | 39    | 29       | 19                | 13         |
|  | <b>Teacher</b> | 13             | 32    | 30       | 20                | 5          |
|  | <b>Adminis</b> | 48             | 47    | 14       | 0                 | 5          |
|  | <b>S Staff</b> | 7              | 25    | 27       | 27                | 14         |
|  | <b>Parents</b> | 10             | 17    | 22       | 14                | 37         |

#### Interpretation and Recommendations

With almost half the surveys returned, the majority of respondents were parents whose children participated in both Title VII and Title I. There also were a number of teachers from both Title VII and Title I. Overall, the administrative, school, and community members appear to be split on the Title VII staff's involvement in school planning and in the school's activities. The administrators clearly agree that the relationship of Title VII to other programs is fairly strong. Further, almost half the teachers agree with the administrators. However, many support staff and parents do not believe shared planning and involvement is occurring at the school. Two recommendations were made by the school's focus group: (1) improve communication with teachers, support staff, and parents about the kinds of planning and involvement that is taking place between Title VII and other programs and (2) examine carefully whether shared planning and involvement is occurring among programs at the classroom and home level.

The last step is presenting the program context data in the biennial evaluation report. There are several ways that this can be reported and displayed. For example, data can be compared and contrasted by the distribution or percentage of responses based on all respondents and/or based on each representative group. Data also can be broken down by reporting the results by Federal, State, and local program type. In addition, the number of adults actually sampled and the number returned is relevant information to the issue of reliability and the representativeness of the results. Sample 2 shows how the data of Sample 1 can be aggregated and presented in this manner.

### Sample 2: Report from Survey on Staff Participation

Item #1. The Title VII staff actively participate in joint planning with the schools and other federal, state, and local programs.

Percent respondents in each program type who "agree" or "strongly agree" with Item #1:

|               | Title VII | Title I | Migrant | Title IX | DARE |
|---------------|-----------|---------|---------|----------|------|
| Teacher       | 51        | 80      | 74      | 49       | 32   |
| Administrator | 65        | 95      | 85      | 62       | 55   |
| Support staff | 35        | 55      | 48      | 32       | 35   |
| Parents       | 28        | 30      | 34      | 30       | 30   |

#### Interpretation and Recommendations

It is clear that administrators and teachers in Title I and Migrant programs agree that the relationship of Title VII to other programs is fairly strong. About half the teachers and administrators in Title VII and Title IX agree that this strong relationship exists. The results also show that many parents and support staff are unaware or do not believe that Title VII staff participate in the school's planning process. Thus improvements in communication should be considered as well as a careful examination of classroom and home level activities which involve local, state, and federal programs.

One word of caution. When tabulating data from school and community members, it is important that they are not double counted in the analysis. For example, if several children participate in both Title I and Title VII, their parents should not be reported in both groups separately. Instead, a separate category for "Title I and Title VII parents" may be necessary.

## \* Program Implementation -- required



Program implementation indicators ... provide information for informing and improving program management and effectiveness, including its relationship to grade and course requirements, appropriateness of program management, and appropriateness of the program's staff professional development and appropriateness of the language of instruction. (IASA §7123[c][2])

Program implementation refers to the actual processes the school or district uses to accomplish its objectives. In this section, suggestions for addressing each implementation component listed in the legislation are provided; all of these components must be included in the biennial evaluation report.



## Curriculum and Language of Instruction - required

The curriculum chosen for the program, including the language of instruction and the relationship of the curriculum and language of instruction to students' grade levels and course requirements must be described. This can be done quite briefly, but should be more than just a list of all curriculum materials. Special care should be taken to address the questions that follow.

- Why was this particular curriculum chosen for this specific grade level?
- How does this curriculum fit with the district's overall course requirements for promotion and graduation?
- Is the curriculum aligned with the district's and/or state's content standards and performance expectations?
- How was the language of instruction selected?

## Program Management - required



This section describes how the program is managed. The typical management role includes planning, organizing, staffing, supervising, and budgeting. A brief description of each function should be included. For example, qualifications of key personnel can be listed with a description of how these people are critical to the program. Other questions the evaluation might want to answer follow.

- What is the operational plan that defines the Title VII program?
- How is the Title VII program organized within the school or district?

- What form(s) of supervision is used with Title VII staff? How similar/different from school/district policies and procedures are they?
- Was the staffing fair and equitable? Who was involved in the hiring process for staff?
- How do budgeting decisions reflect the goals and objectives of the program?



### Professional Development - required

Professional development is a major element of many IASA programs. It will be important to showcase this aspect of the program and to demonstrate that professional development activities impact not only the instructor, but also the participating students. Professional development may also be a key element in reform and restructuring efforts that the school or district may be attempting. Answering the questions that follow will provide much of the needed information.

- What topics have been covered during professional development activities?
- Who decided on these topics?
- Who participated in the development of the curriculum for each topic?
- Who actually participated in the activities? Did staff outside the Title VII program participate? How many Title VII? How many others?
- How closely linked are the professional development activities to expectations for student learning?
- Do the professional development activities support the objectives of the grant?



### Effectiveness of Implementation - required

In addition to describing the specific aspects of program implementation, §7123(2) of the IASA legislation also requires measurement of its effectiveness. This means that there will be two different sections on implementation: (1) describing how the project was implemented and (2) describing how well the project was implemented, the success of the implementation procedures. Any one of several methods to measure effectiveness can be utilized. One way of doing this would use a three-phase approach. First, a quick survey of the effectiveness of program implementation: (1) determine the key functions or components of management, curriculum and language of instruction, and professional development, then (2) develop a simple 4-point scale to measure the

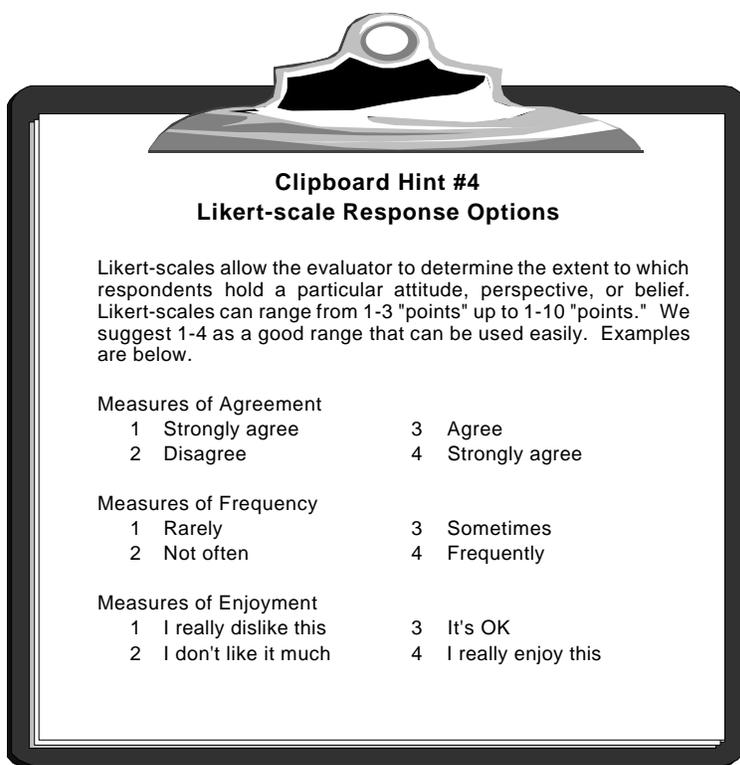
effectiveness of these functions or components (strategies), and (3) analyze the results of the instrument. Some of the indicators that might be utilized are described below.

- Staffing Do the staffing practices demonstrate shared leadership responsibilities among teachers, administrators, and paraprofessionals? Do the staff development activities encourage attainment of the program goals?
- Supervising Are clear support and evaluative criteria offered to those being evaluated? To what extent are the criteria in line with the school/district policies and procedures?
- Organizing Is there a high level of coherence between the role of Title VII program participants and the way the program or components of the program are intended to operate? How well is the Title VII program aligned with the school/district's organizational plan?
- Planning To what extent do program and school/district staff participate in the development of an operational plan? How frequently does the program renew and refine its operational plan?
- Budgeting Are the funds allocated according to the priorities of the program objectives and activities? Who shares in determining how funds are allocated?

These indicators of effectiveness can be applied to all the implementation factors required in the formative stages of the evaluation as well as the biennial evaluation report: curriculum and language of instruction, program management, and professional development.

### **Developing the Program Effectiveness Instrument - optional**

Once the indicators of effectiveness have been determined, the second phase is how to measure them. The simplest way is to create a survey instrument of questions or statements. Responses to each item should be through a Likert scale that rates effectiveness on a 4-point scale. For example, the question might be asked, "Do our staff development activities lead to effective teaching skills?" Or, as another example, the statement might be made "Management is effective, using a high level of leadership



skills." The survey should use each of the agreed-upon indicators of good implementation (e.g., staffing, supervising, organizing, planning, and budgeting) to ask about the areas required by the IASA legislation (i.e., curriculum and language of instruction, program management, and professional development).

In addition, a few demographic items should be included on the effectiveness instrument so that the respondents can be described. For instance, how many people completed the instrument who were administrators, teachers,

paraprofessionals, or parents? How many Title VII staff, Title VII volunteers, or "regular" school staff completed the instrument? It also might be good to include one open-ended item such as, "What is the one best thing about this Title VII program?" or "Is there anything you would really like to see changed about the program? If so, please explain."

As with any good instrument, this effectiveness survey should be field-tested to ensure its reliability and validity -- to ensure that the items make sense and that people can respond in a way that is helpful.

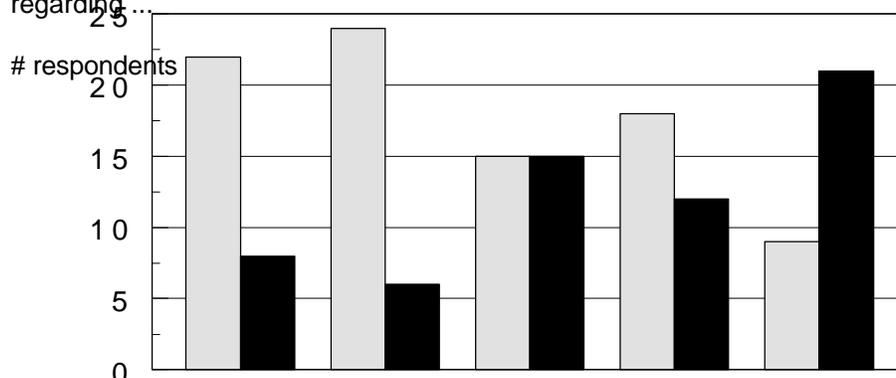
### Analyzing the Effectiveness Survey -- optional

There are no sophisticated statistics required to analyze the results of the survey in the final, third phase of this process. Instead, the first step is to describe the people who responded. How many teachers, administrators, and so on, completed the instrument. Then, responses can be categorized -- e.g., "75% of the respondents indicated that they "strongly agree" that the language of instruction was appropriate for the students." Responses also can be grouped into the percentage of respondents giving positive answers (i.e., the responses of "3" and "4" on a 4-point scale) and the percentage of respondents giving more negative answers (i.e., the responses of "1" and "2" on a 4-point

scale) should be reported. As another option, average responses can be calculated -- e.g., "on average, respondents felt that the administration 'sometimes' asked their input in defining professional development activities (the average score was 3.1 from a possible 4.0)." These responses can be reported using charts, graphs, or tables. (See Sample 3 for an example reporting method.) Finally, the open-ended items should be categorized to determine whether there are particular areas that everyone agrees are good, or specific components that many suggest should be revised. Each individual response does not need to be reported, but similar responses can be grouped together and reported.

### Sample 3. Likert-scale Reporting Method for Effectiveness Survey

Item # 1. When selecting the curriculum, the Title VII staff was included in the decisions regarding ...



|       | Staffing | Superv | Organiz | Planning | Budget |
|-------|----------|--------|---------|----------|--------|
| Agree | 22       | 24     | 15      | 18       | 9      |
| Disag | 8        | 6      | 15      | 12       | 21     |

Note: Agree = responses of "strongly agree" + "agree"  
 Disag = responses of "strongly disagree" + "disagree"  
 "Superv" = supervising; "organz" = organizing

#### Interpretation

There is general agreement that when selecting the curriculum, the administrators included staff in decisions and staffing and supervising, but not about budget. There was no agreement about the extent to which staff were included in organizing and planning decisions. The open-ended suggestions for improvement indicated that staff felt "left out" in decisions regarding budget, in particular. Several suggestions for improvements were offered, including creating a staff advisory committee.

The second phase of analysis is a follow-up to the survey results. First, the strengths of the program should be identified. Any item that everyone agrees is positive should be studied further to ensure that it is maintained and to determine whether its elements can be applied elsewhere in the program. Likewise, the problem areas should be identified. Any item that many agree is negative should be studied further to determine the nature of the problem. This follow-up can be done through interviews with staff or through focus groups (a small group meeting in which specific questions are posed by a leader, with someone else taking notes about the discussion).

### \* Student Outcomes - required



How students are achieving the State student performance standards, if any, including data comparing children and youth of limited-English proficiency with nonlimited English proficient children and youth with regard to school retention, academic achievement, and gains in English (and, where applicable, native language) proficiency. (IASA § 7123[c][1])

While the IASA legislation is explicit about the type of student data that is required, the choice for selecting specific assessments remains with the program grantee. Several methods can be used for assessing academic achievement and language proficiency; a brief synopsis, as well as their purpose and application for language diverse students, is in Table 4. Further in this section, suggestions are presented on how to select appropriate assessments for Title VII programs. Several ideas also are provided for summarizing student outcome data using various assessment methods.



### Reporting Linguistic Proficiency -- required

As a result of the Civil Rights Act of 1964 and the 1974 landmark case of *Lau v Nichols*, a critical dimension to any Title VII program is its responsibility to ensure that English-learning students “are not denied the opportunity to obtain the education generally obtained by other students in the system.” Further, under the 1975 *Lau Remedies*, or guidelines, specific and proper methods and procedures for identifying and evaluating students’ English language skills are included as part of the effort to provide an equitable education for such students. Based on an Office for Civil Rights *Policy Update* (September 27, 1991) and the basic purpose of Title VII (to ensure that all students learn English), limited English proficient students’ language proficiency must be assessed and the results included in the biennial evaluation report.

Before determining how to assess a student, it is important to have a clear understanding of the term “linguistic proficiency.” According to the IASA legislation (Part E, §7501[8][B]), one can infer that an English proficient student has obtained the skills of speaking, reading, writing, and understanding the English language. Moreover, these four modalities of language are at a level of competency that will not hinder the student’s opportunity to learn successfully in classrooms where the language of instruction is English or to participate fully in society. Keeping this definition in mind, two types of assessments can be used for measuring language gains: (1) commercially available and (2) locally designed assessments (see Table 4 for further definitions). These types of assessments offer different kinds of information and, as a result, a variety of ways in which to report student data.

Commercially available proficiency measures typically offer a wide range of approaches for reporting student proficiency including raw scores, levels, and Normal Curve Equivalent (NCEs). Raw scores and NCEs can be used in analyses; all three types of scores can be used to describe student skills.

Locally-designed proficiency assessments typically are not normed, and as a result do not use NCEs. On a positive side, locally-designed proficiency tests do consist of raw scores or rubrics and can be used to compare an individual’s score to a predetermined set of criteria or standards.

**Table 4. Types of Assessment****Proficiency**

**Commercially-Available Proficiency Tests** are considered standardized tests since they are administered and scored in a uniform manner and generate results that, in many cases, can be used to compare an individual's test score to a norm group. These tests are useful for making language-related decisions (e.g., placement and monitoring of language development). Because of the lack of theoretical consensus in defining language proficiency, it is important that bilingual program staff follow district, State, and/or federal definitions to determine an appropriate language proficiency assessment. In addition, age, grade, language background, and other factors should be identified in matching the norm group to program students. While results from language proficiency tests are typically reported by level, Normal Curve Equivalents (NCEs) can provide a finer breakdown of student development and be used more effectively for decision-making and reporting purposes.

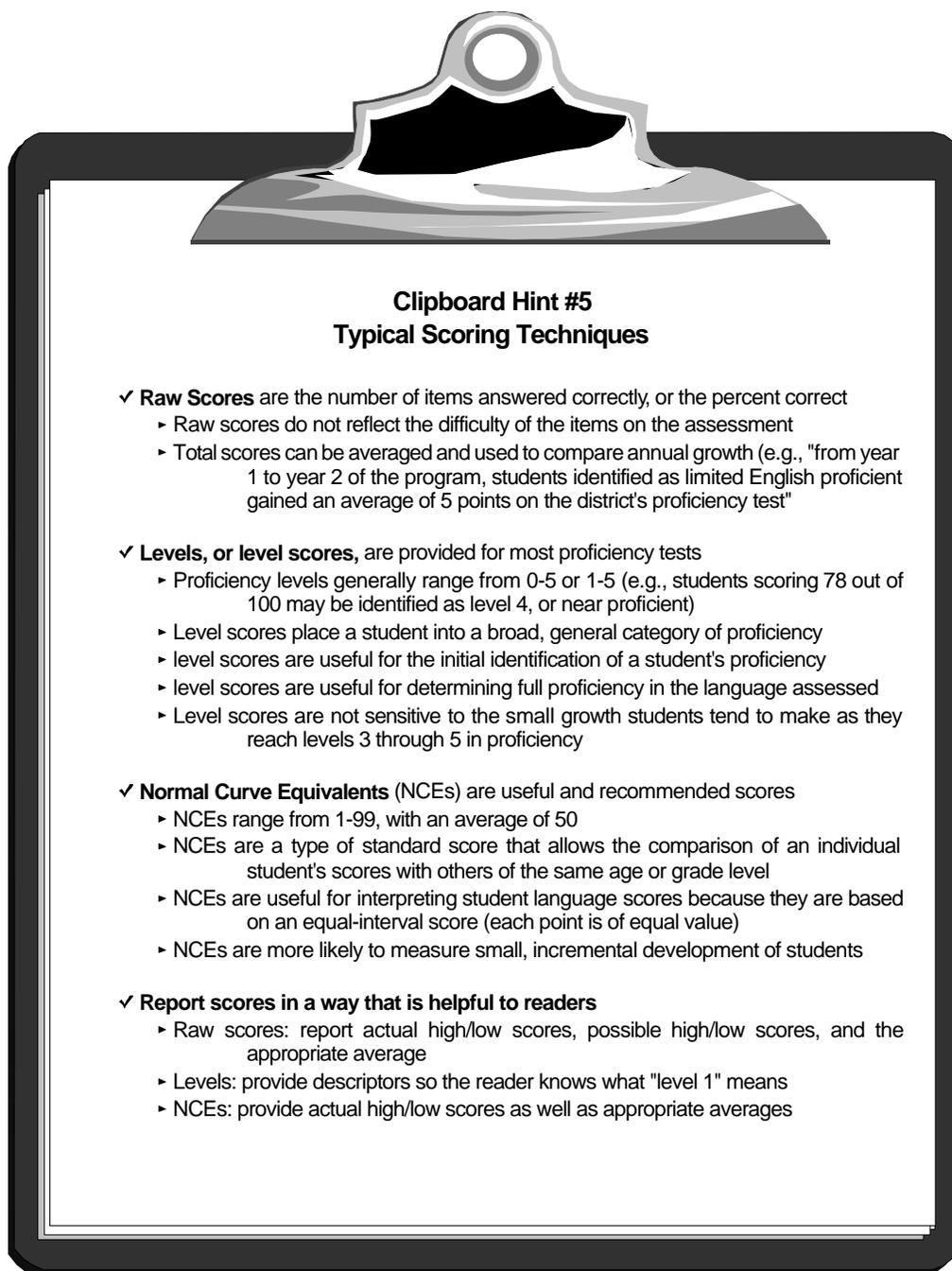
**Locally-Designed Proficiency Tests** are typically used when commercially designed tests (1) do not meet the assessment criteria of the school or district and/or (2) do not offer assessment in the language to be measured (e.g., Hmong, Tewa, or Palaun). Like performance assessments, locally designed proficiency tests may consist of teacher, student, and/or parent checklists; interviews or questionnaires; and analytic or holistic ratings of students' communication efforts. In designing a proficiency test, a clear definition of proficiency should be developed based on a federal or state approved definition. Moreover, the linguistic skills assessed should underlie the successful academic performance (listening, reading, speaking and writing) of students. Also, language proficiency tests should utilize testing procedures that replicate – as nearly as possible -- authentic, contextualized language use.

**Academic Achievement**

**Norm-Referenced Tests** (NRTs) are designed to allow for a comparison of an individual's performance to other relevant groups tested across the nation, regional, or local area in specific content areas (e.g., math, reading, science). NRTs do not assess the strengths or weaknesses of the individual; rather their goal is to sort individuals into different levels of achievement. NRTs may be useful when (1) they are aligned with the district or state performance standards or (2) they are used to compare program students with a norm group at different levels of achievement (e.g., 0-25 NCEs, 26-39 NCEs, 40-55 NCEs). Information on the age, ethnicity, language proficiency, and socioeconomic level of the norm group should be obtained to determine appropriateness of the norm group with regard to the characteristics of program students.

**Criterion-Referenced Tests** (CRTs) measure whether specific knowledge in a content area has been mastered by students. The knowledge being tested is the criterion or standard against which the individual's current knowledge is measured (e.g., given a sample of 10 math problems requiring the addition of 2-digit whole numbers, the student obtained a 90% accuracy level). Because CRTs are much more narrowly and precisely defined than NRTs, it is critical to ensure a close match between State or program performance standards and classroom instruction. In addition, several tests may be needed to measure general mastery of a content area.

**Performance Assessments** (PAs) are contextualized measurements of a student's achievement that can take many forms, depending on the content and purpose of the assessment. Example PAs include teacher, student, and/or parent checklists; interviews or questionnaires; and analytic or holistic ratings that are based on observations of students' communications, work in progress, and/or final work products. Regardless of the approach, care should be taken to ensure a link between the State performance standards, content and language of instruction, and the instruction strategies used in the classroom. Portfolio assessment typically falls under the category of PAs and is an approach to organize multiple assessments, projects, and assignments for an individual. Works within a portfolio can be reported separately or combined to form a single score of achievement. (See Table 1, page 3, for more information on PAs.)



Whichever measure is used, student baseline data should be established first for each grade level. This data will allow for annual comparisons of students' progress in English and/or their native language. Sample 4 shows an example of a middle school's first year set of linguistic proficiency data.

### Sample 4: Language Proficiency Report

|                      |       | Grade 6<br>Students = 90          |          | Grade 7<br>Students=88            |          | Grade 8<br>Students=81            |          |
|----------------------|-------|-----------------------------------|----------|-----------------------------------|----------|-----------------------------------|----------|
| Speaking / Listening |       | Students=88<br>Native<br>Language |          | Students=86<br>Native<br>Language |          | Students=75<br>Native<br>Language |          |
| Level                | NCE   | English                           | Language | English                           | Language | English                           | Language |
| 1-NP                 | 20- 1 | 10                                |          | 2                                 | 1        | 6                                 |          |
| 2-NP                 | 40-21 | 8                                 |          | 8                                 | 16       | 17                                | 2        |
| 3-LP                 | 60-41 | 29                                | 18       | 27                                | 8        | 11                                | 2        |
| 4-LP                 | 80-61 | 20                                | 28       | 28                                | 29       | 27                                | 32       |
| 5-FP                 | 99-81 | 29                                | 45       | 21                                | 32       | 16                                | 39       |
| Reading              |       | Students=89<br>Native<br>Language |          | Students=86<br>Native<br>Language |          | Students=73<br>Native<br>Language |          |
| Level                | NCE   | English                           | Language | English                           | Language | English                           | Language |
| 1-NP                 | 20- 1 | 8                                 | 1        | 8                                 | 3        | 8                                 | 3        |
| 2-NP                 | 40-21 | 5                                 | 3        | 14                                | 5        | 18                                | 5        |
| 3-LP                 | 60-41 | 12                                | 11       | 46                                | 12       | 26                                | 25       |
| 4-LP                 | 80-61 | 35                                | 40       | 21                                | 28       | 17                                | 22       |
| 5-FP                 | 99-81 | 19                                | 32       | 10                                | 35       | 10                                | 18       |
| Writing              |       | Students=87<br>Native<br>Language |          | Students=82<br>Native<br>Language |          | Students=75<br>Native<br>Language |          |
| Level                | NCE   | English                           | Language | English                           | Language | English                           | Language |
| 1-NP                 | 20- 1 | 14                                | 2        | 14                                | 6        | 10                                | 5        |
| 2-NP                 | 40-21 | 11                                | 5        | 21                                | 2        | 20                                | 3        |
| 3-LP                 | 50-41 | 38                                | 21       | 31                                | 30       | 31                                | 32       |
| 4-LP                 | 80-61 | 12                                | 28       | 10                                | 26       | 10                                | 20       |
| 5-LP                 | 99-81 | 12                                | 31       | 6                                 | 18       | 4                                 | 15       |

#### Interpretation and Recommendations

The results of this proficiency measure indicate that more than half of the middle school students scored at the fluent level in their native language in speaking/listening, reading, and writing. Grade 8 students have the most number of English learners with limited proficiency in speaking, reading, and writing. Many of the students in grades 6 and 7 also are considered limited or nonfluent across the proficiency areas, but demonstrated proficiency in these same areas in their native, or home, language. It is strongly recommended that bilingual education and/or ESL instructional approaches be incorporated into the middle school's core curriculum and that an intensive short- and long-term training program be provided for staff.

In general, Sample 4 is useful because it shows several important pieces of information.

- Presenting both English and native language proficiency data meets the requirement for bilingual education programs whose approved objectives include student assessment in English and in the native language (e.g., dual language and transitional programs).
- Two ways of interpreting the results are presented: language proficiency levels and NCEs. These two sets of data offer schools the ability to present the results to different audiences and allow schools to use the data for the subsequent year for comparing student progress.
- The total number of students classified at each level of proficiency is presented rather than just the average number of students per level. Presenting the actual number of students assists teachers and others to determine how many students may need accelerated and/or enrichment programs.
- A comparison can be made between the total number of students at each grade level and the actual number of students assessed in each test area (i.e., oral, reading, and writing). This information lets the reader know exactly how many students actually were assessed in each area.

### Reporting Academic Achievement (English and Native Language) -- required



Regardless of whether the student is assessed in English or in the native language, any academic achievement assessment that relies on oral or written language is to some extent an assessment of that language. To understand the extent to which language influences how a student responds in an academic assessment and to ensure student access to an equitable education, Title VII requires a comparison of “limited English with nonlimited English proficient” students. It is for these reasons that academic achievement data should be disaggregated by language proficiency. Moreover, these data will need to be disaggregated even further to know how well program students are performing based on their attendance and grade level. Samples 5 to 8 provide examples of how to present the results of three different types of academic achievement assessments by grade, content, and linguistic proficiency for fictitious group of fifth grade students. Keep in mind that the format and suggestions for reporting these data

also apply to assessments conducted in the student's home language. Sample 5 begins by providing academic achievement data from an NRT.

**Sample 5: Grade 5 Academic Achievement Data on an NRT,  
Presented by Students' Language Proficiency**

| NCE ranges   | # students in each NCE range | # of students in each language proficiency group |              |             |
|--|------------------------------|--|--------------|-------------|
|  |                              | NonEnglish                                       | Limited Eng. | Fluent Eng. |
| 1-25 Students scoring below chance   | 18                           | Not assessed                                     | 14           | 4           |
| 26-39 Students scoring below average norm, below mid-range   | 25                           | Not assessed                                     | 15           | 10          |
| 40-55 Students scoring at or approaching average performance as compared to normed population; students in the mid-range | 6                            | Not assessed                                     | 2            | 4           |
| 56-75 Students scoring above the average the mid-range   | 11                           | Not assessed                                     | 2            | 9           |
| 76-99 Students scoring well above average, considered high scores  | 4                            | Not assessed                                     |              | 4           |
| <b>Total</b>   | <b>64</b>                    | <b>4</b>   | <b>33</b>    | <b>31</b>   |

#### Interpretation and Recommendations

The results displayed show three important findings.

1. More than half of the fluent English speaking students, and a few limited English proficient students, are scoring near or above the scores of their average peer group across the nation.
2. Most of the limited English proficient students and close to half of the fluent English speaking student are scoring below average.
3. Half of the limited English speaking students are scoring at or below chance -- they checked response options at random, without reading for a correct answer.

Our 5<sup>th</sup> grade teachers, students, and parents recommend that (1) for students scoring below average, a careful assessment be made of students' English literacy skills to determine their ability to follow tests instructions and understand the academic terms used in the tests; (2) provide training to improve test-taking skills, but not teach to the test; and (3) assess students who have been educated in their home country in their native language in order to obtain a clearer understanding of their knowledge of the content area.

Sample 6 provides an example reporting format for a CRT. Again, the information is disaggregated by language proficiency group, as well as providing the number of items on the assessment and the number of items correct.

**Sample 6: CRT Data for Grade 5 Students, by Language Proficiency**

| Language Arts         | Total number items | Average number correct | Breakdown of average # items correct by language proficiency group |                         |                        |
|-----------------------|--------------------|------------------------|--|-------------------------|------------------------|
|                       |                    |                        | NonEnglish<br>n=4  | Limited English<br>n=28 | Fluent English<br>n=32 |
| Reading Comprehension | 15                 | 6                      | 3  | 6                       | 8                      |
| Spelling              | 30                 | 27                     | 25   | 27                      | 29                     |
| Vocabulary            | 25                 | 15                     | 10   | 16                      | 18                     |

#### Interpretation and Recommendations

Results show that:

1. Many 5<sup>th</sup> grade students, regardless of their language proficiency, perform well in spelling;
2. On average, more than half of the limited and fluent English speaking students were able to demonstrate knowledge of the vocabulary items tested, while less than half of the nonEnglish speaking students were able to correctly identify the vocabulary tested; and
3. Most of the students in all proficiency groups were unable to demonstrate their comprehension skills in reading.

As a result of these outcomes, the 5<sup>th</sup> grade teachers, in consultation with their students and parents, recommend maintaining their spelling practices, but developing a peer spelling tutorial session for those students who are not achieving as well as others. The teachers also will reexamine their practices in the teaching of vocabulary and reading comprehension. Sheltered approaches will be integrated into their teaching as well as more opportunities for students to participate actively and to practice using vocabulary and discussion what they read in class and at home.

Sample 7 provides example results from a locally-developed performance assessment. Note that not only are students' average scores provided, but the context for these scores are provided as well. That is, a brief description of the rubric used for scoring is provided for each assessment.

### Sample 7: Results of Grade 5 Performance Assessments by Language Proficiency Group

| PA rubrics in reading                            | Actual Points Possible  | # of students scoring at each proficiency level |                                  |                                  |
|--|---|---|----------------------------------|----------------------------------|
|  |   | NonEnglish<br>n=4                               | Limited English<br>n=28          | Fluent English<br>n=32           |
| Reading across the curriculum (holistic scoring) | 1 Early<br>2 Beginning<br>3 Developing<br>4 Mastering   | 1<br>3  | 8<br>19<br>1                     | 5<br>16<br>11                    |
| Checklist of Reading Achievement                 | 1 Knows main idea<br>2 Uses context clues<br>3 Sequences events<br>4 Draws conclusions<br>5 Gives facts, opinions<br>6 Lists specific details | 3<br>2<br>2<br>3<br>2<br>0                      | 25<br>18<br>20<br>25<br>22<br>16 | 32<br>15<br>28<br>29<br>25<br>18 |
| Students Reading of Grade-level Books            | 0-1 books read<br>2-4 books read<br>5-6 books read  | 0<br>2<br>2                                     | 0<br>6<br>15                     | 0<br>2<br>12                     |
| Goal: 10 books during year                       | 7-8 books read<br>9-10 books read   | 0<br>0  | 7<br>0                           | 13<br>5                          |

#### Interpretation and Recommendations

Results from our school's 5<sup>th</sup> grade performance assessments show that:

1. NonEnglish speaking students are still at the early and beginning levels of applying their reading skills across the curriculum, while many of the limited and fluent English speakers are at a developing and mastery level;
2. Most of the students seem to have a firm grasp of knowing main ideas and giving facts/opinions in their reading as measured by the Checklist of Reaching Achievements, but not as well on most of the other reading skill areas. However, limited and fluent English speaking students do show a growing knowledge of sequencing events and listing specific details; and
3. In terms of the students reading efforts, most of the students completed 5 to 6 books during the year. In all twenty students read 7-8 books and five students read 9 to 10 books. This accomplishments came from both limited English speaking students and fluent English speaking students.

After the 5<sup>th</sup> grade teachers, parents, and students reviewed these results, they made the following recommendations: incorporate a broader variety of subject-appropriate reading books including wordless books, picture books, "controlled" reading books, series books, and chapter books. The purpose of this variety is to build vocabulary and open opportunities to apply the reading achievement skills in the *Checklist of Reading Achievement*. It also will help all students to obtain and most likely surpass their reading goals. Finally, peer tutorial sessions will be established for students at the early and developing stages of reading across the curriculum.

In addition to being able to quickly review the data on student performance, Samples 5-7 show several ideas for displaying academic achievement.

- Academic achievement of program students can be demonstrated with norm-referenced tests, criterion-referenced tests, and/or performance assessments. Notice that in Sample 6, the total number of items is provided as well as the average number correct; in Sample 7, the "actual points possible" is listed with descriptors.

- A comparison of academic achievement for “limited English proficient students” and “nonlimited English proficient students” can be demonstrated with any form of assessment including NRTs, CRTs, and/or performance assessments.
- The use of frequencies and/or percents allows a larger audience (e.g., students, teachers, parents, board members, and the community) to understand better the assessment outcomes.
- Averages can be used when seeking representative information about how well groups of students are performing. Averages do not tell how many students are scoring correctly on individual items.
- In normed assessments, only NCEs or other scale scores allow direct comparisons among classes, schools, or entire districts. They also can be used to measure year-to-year growth of individual students or groups of students. However, NCEs (like any statistically derived norm-referenced score) may not always be easy to interpret. It is for this reason that we recommend grouping NCE scores into categories that make sense to their users. The breakdown in Sample 5 on NRTs offers an example of how these data can be interpreted.
- The total number of students at each grade level as well as the actual number of students assessed in each language proficiency level can be reported to assist the reading in understanding the impact of learning for students assessed.
- In the spirit of education reform and active participation of school and community members, recommendations for next steps should be made in consultation with teachers, students, and parents.

If State standards are not currently tied to the types of academic achievement assessments, but have been developed by the state or district, consider using a “yes-no” checklist format to determine the program students’ attainment of those standards. For example, teachers can judge each student’s attainment of performance standards which then can be summarized and displayed in a manner similar to Sample 8.

### Sample 8: Achievements on State Standards

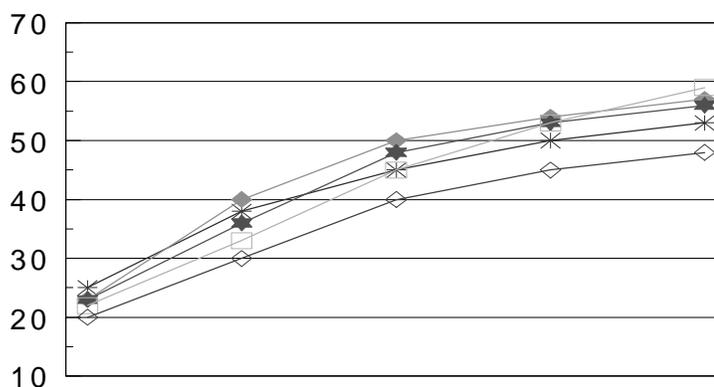
|   | # nonEnglish proficient students attaining standards | # limited English proficient students attaining standards | # fluent English proficient students attaining standards |
|---|--|---|--|
| Sample Language Arts Standards  | Students=32  | Students=95   | Students=125   |
| <b>Speaking / Listening</b>   |  |   |  |
| 1. use/expand vocabulary & linguistic skills to communicate effectively   | 2  | 65  | 100  |
| 2. use language to understand various sources of information, local traditions, and culture   | 32   | 90  | 112  |
| 3. use appropriate strategies to organize & deliver oral communication  | 4  | 75  | 95   |
| 4. adjust language and vocabulary appropriate to various audiences and for a variety of purposes  | 12   | 70  | 115  |
| 6. demonstrate comprehension of spoken language   | 15   | 74  | 119  |
| <b>Reading</b>  | 32   | 95  | 125  |
| 7. read and study a wide range of materials   | 30   | 93  | 124  |
| 8. read for a variety of purposes   |  |   |  |
| And so on ...   |  |   |  |
| <b>Average number and percent of students attaining performance standards</b>   | 18 (56%)   | 80(84%)   | 112(89%)   |
| <p><b>Interpretation and Recommendations</b></p> <p>Almost all the students are meeting the state standards for language arts in reading, regardless of their linguistic proficiency. In terms of speaking and listening, most of the students were able to attain standard #2. More than half of the English fluent and limited English proficient students are attaining the other standards. However, less than half of the nonEnglish speakers are achieving these same standards.</p> <p>The 5<sup>th</sup> grade teaching staff, students, and their parents recommend that students be given time to plan and organize their speeches, as well as have more opportunities to practices communicating with and listening to diverse audiences (peers and adults) using their learned vocabulary and communication strategies.</p> |  |   |  |

## ★ Reporting Multi-Year Progress -- optional

Gains or progress of students on academic achievement and proficiency achievement assessments can be presented in two ways: table and/or graphic form. Because the program data will be summarized by OBEMLA to report on the status of bilingual education programs to Congress, student outcome data should be clearly presented, using raw scores, percent correct, or NCEs. Sample 9 provides approaches for presenting student outcome data over 3- and 5- year periods in table or graph formats.

**Sample 9: Displaying Multi-Year Reading Data for Limited English Proficient Students**

Percent Correct



| Beginning      | Baseline | After 1 yr | After 2 yrs | After 3 yrs | After 5 yrs |
|----------------|----------|------------|-------------|-------------|-------------|
| in 2nd grade * | 25       | 38         | 45          | 50          | 53          |
| in 3rd grade ◆ | 23       | 40         | 50          | 54          | 57          |
| in 4th grade ★ | 23       | 36         | 48          | 53          | 56          |
| in 5th grade □ | 22       | 33         | 45          | 53          | 59          |
| in 6th grade ◇ | 20       | 30         | 40          | 45          | 48          |

### Interpretation

The reading achievement scores of all limited English proficient students improved with participation in the program. Those who were in the program for longer periods of time showed greater increases in their reading achievement. In addition, the program showed the greatest effect in the first years, when students' scores were the lowest and they had the greatest need and potential to increase their skills.

As another example, Sample 10 shows another method for displaying the proficiency data of a larger groups of students, such as all students within a Comprehensive School program. In this example, the data for each proficiency level is presented, along with further data about the students' scores from baseline data to completion of five years in the program.

**Sample 10. Literacy Scores (Total Raw Scores) by Language Proficiency Group**

| Proficiency Level                    | # Students | High / Low 2 Yr Gain | Average Gain | Standard Deviation |
|--------------------------------------|------------|----------------------|--------------|--------------------|
| Level 1 (nonEnglish proficient)      | 136        | 24 / 17              | 21           | 4.7                |
| Level 2                              | 225        | 16 / 7               | 12           | 3.6                |
| Level 3 (limited English proficient) | 195        | 10 / 4               | 6            | 2.4                |
| Level 4                              | 98         | 5 / 2                | 3            | 2.1                |
| Level 5 (fluent English proficient)  | 82         | 4 / 0                | 1            | 1.8                |

#### Interpretation

Students who began the program with the lowest level of English proficiency, and who, therefore, had the greatest potential for increasing the scores, gained the greatest number of points on the XYZ English proficiency test during the first year of the program. As would be expected, those students who scored higher on the baseline assessment, gained less during the school year. However, it is important to note that, ~~average, all students did gain in English proficiency during the program.~~



### ★ Reporting School Retention -- required

School retention generally refers to those students who have dropped out of school(s) in which the Title VII program is in operation. This definition may vary from project to project, or from district to district, so it will be important that each grantee follow its own school, district, state, or Bureau of Indian Affairs definition for "school retention." Examples of other definitions might include students who leave the program (but not the school) or students who are retained in a given grade level (e.g., a 3<sup>rd</sup> grade student retained in 3<sup>rd</sup> grade for a second year). Be sure to provide the project's definition of "retention" in the biennial report.

As part of the requirement for reporting on school retention, the data must be presented with a comparison between “limited English proficient” and “nonlimited English proficient” students. One approach to consider in reporting this information is by grade level. This grade level clustering will provide a clearer picture of which portion of students are dropping out of school. Sample 11 shows how school retention data can be displayed.

**Sample 11: School Retention Data**

| Grade level<br>& #<br>students | Number of students who dropped out |                               |                              |
|--------------------------------|------------------------------------|-------------------------------|------------------------------|
|                                | NonEnglish<br>proficient           | Limited English<br>proficient | Fluent English<br>proficient |
| 9 (143)                        | 0                                  | 0                             | 0                            |
| 10 (121)                       | 0                                  | 2                             | 0                            |
| 11 (118)                       | 3                                  | 2                             | 1                            |

**Interpretation and Recommendations**

Students in the 11<sup>th</sup> grade are more likely to dropout than students in the other grades. The data also indicate that nonEnglish and limited English proficient students are more likely to dropout than fluent English proficient student. Thus it is important to implement a program to target students who are not fluent in English, and to begin the program by the 9<sup>th</sup> grade so students can develop a solid background of success in school.

School retention data also can be reported by other key factors such as by sex (male/female), socioeconomic status (lower, middle, upper), and/or by ethnicity (Asian American, Euro-American, Latino/Hispano, or Native American). When presenting by ethnicity, careful attention should be made not to stereotype students by their last names or physical features. If a large percentage of students are of mixed ancestry and do not claim one cultural heritage over the other, another factor such as language proficiency should be used to identify the students.

In cases where there is no school retention data to report (e.g., pre-school program or primary grades), simply state why this requirement is not applicable to the program. If data are not available for the particular reporting period, describe the reason for the delay and provide a date when the information will be forthcoming.

## \* Program Objectives - required



Progress in achieving the objectives in [the] approved [grant] application. (EDGAR §75.590[a])

EDGAR requires that the program report on whether, and how well, the program's objectives have been met. It may be that all, or nearly all, of the program's objectives are in the areas of students' language proficiency and academic achievement and staff's professional development. If this is the case, merely state that in this section of the biennial evaluation report. No other information will be necessary.

On the other hand, the program may have objectives that are not specifically related to language proficiency or academic achievement as specified in the statutes (e.g., self-esteem, extra-curricular activities, and cultural awareness). Other objectives also may be part of the program that need to be reported, especially in the areas of family involvement and community participation. Since these objectives do not fall within the areas required by IASA legislation, but are approved objectives for the program, they should be presented in this portion of the report.

Whichever the case, these objectives should be presented in a format that is easy to interpret and makes sense to the school/district as well as the community. All the recommendations provided in displaying and reporting the Title VII statutes earlier in this document can be applied to the presentation and interpretation of the program objectives.

Much care should be taken in addressing each objective. Take into consideration whether the objectives require a simple frequency count or an assessment on the quality or effectiveness of performance of the "learners." Assessment instruments typically may not be available for many of the objectives in this portion of the report, so it will be important to develop and maintain good record-keeping mechanisms and good definitions. (For instance, what is meant by the term "will participate in" -- as in a goal like "parents will participate in Parent Teacher Organization meetings"?) Based on the measurement indicated in the proposal, data may be qualitative or quantitative.

Finally, Comprehensive School and Systemwide Improvement grants must include a component for educational reform efforts. This element will have objectives, all of which will be reported upon in this section.

## \* Effectiveness of the Project in Meeting the Purpose of the Program - required



[The program must evaluate] the effectiveness of the project in meeting the purposes of the program. (EDGAR §75.590[b])

If all Title VII evaluation requirements and program objectives have been addressed, little further data need be added for this portion of the biennial report. This requirement might be a summary of the evaluation report as a whole and should be done as briefly as possible. First, the purpose of the program -- the purpose written in IASA for this particular type of Title VII program (e.g., the purpose of the Systemwide program) as well as any particular focus of this project (e.g., a dual language approach to proficiency). Then, a brief statement of how successful the program has been in terms of context, implementation, student outcomes, and program objectives. Overall, has the program been successful? Some questions to think about are listed below.

- Is the Title VII program coordinated with other programs within the school?
- Has the implementation of the program been effective?
- Have students' language proficiency and achievement increased?
- If the program is dual language, has this been implemented?
- Have any other objectives been met?

If the answer to these questions is "yes," then the program has been effective. More typically, there will be some "yes" answers and some "no" answers. It is then a somewhat subjective decision about how effective the program has been -- just explain the rationale, justify why the evaluation team feels the program is (or is not) successful.

## \* Unanticipated Findings/Outcomes - optional

Unanticipated findings might be positive or negative -- outcomes may be much better than anticipated, or not quite what had been expected. In either case, this needs to be discussed. In particular, these findings may lead the evaluation team (program director, program staff, and evaluators) to believe that there should be some modification of the program.

It is important to modify objectives as necessary, but this can be done only when it is reported to OBEMLA. In addition, the modified objective will need to be commented upon in future progress reports and evaluations. It will be important for the reader to

recognize that there is a reason why the final objectives in the last report may not match the original objectives of the grant application.

## Summary, Conclusions, and Recommendations- optional

The biennial report does not require a summary, conclusions, and recommendations section. However, a brief, but comprehensive, synopsis of the report can be of use to identify quickly the major achievements and corresponding improvements needed in the Title VII project. This kind of information also can be used to demonstrate the status of the program at the end of the two years, as well as the direction needed for the next two years.

The summary, conclusions, and recommendations section can be enhanced by involving staff, parents, and students. This group can provide some overall comments, or respond to questions raised by the evaluation report. It might be helpful to begin with a large group discussion, then move to small group review and consensus building. More specifically,

- involve those most likely to be affected by the decisions arising from the results,
- develop a set of clear questions to be answered by the group as part of the review and decision-making process,
- consider the context under which the program operated,
- compare the program results with the district's, State's, and/or federal standards for program and student performance,
- allow for individual interpretations of the results,
- move toward small group discussion and consensus building when determining recommendations for improvement,
- move the deliberations to whole group discussion and drafting of recommendations concerning strategic action, justified by the results and their interpretation, and, finally,

- once the decisions and actions have been finalized, prepare a draft of the report for discussion purposes.



#### **Clipboard Hint #7**

##### **Writing the Summary, Conclusions, and Recommendations Section**

- ✓ List the major outcomes of the project by number and in order of importance. Describe these outcomes in one or two sentences.
- ✓ Include the major accomplishments and challenges of the program's objectives and Title VII evaluation statutes. Include the degree or amount of change that has been attained. Be sure to draw conclusions only from information presented in the report.
- ✓ List factors that may have positively or adversely affected the outcomes of the project, including any flaws that may have occurred in the planning, implementation, and/or evaluation of the project.
- ✓ For continuing projects, provide a list of the differences between the previous year's accomplishments and current period achievements.
- ✓ List changes that need to be made for improving the next implementation period of the project in order of importance.
- ✓ Demonstrate the recommendations are realistic and approved by the school or district. List who is involved in the development of recommendations and the process of approval.

## haring Responsibility for the Title VII Evaluation

Many programs relegate the responsibility of the evaluation to the evaluator. However, the evaluation will be more accurate, meaningful, and cost efficient if staff are involved as well. In addition, it should be remembered that a major purpose of Title VII is to build the capacity of staff. Below are some suggestions for planning the evaluation and including staff in the creation of the evaluation report. While staff initially may not feel comfortable with evaluation techniques and strategies, using a team approach, identifying tasks for each member of the team, and carrying-out training activities early in the program should lead to a valid and reliable evaluation report.

### Role of the Director/Coordinator/Manager

The project leader has expertise in a variety of issues related to bilingual education, the school, the children in these classes, and the staff. The project leader may be the best person to write or collect information about

- the history of the project,
- pedagogical materials and techniques utilized,
- how/why norm referenced tests were selected,
- the development of locally developed alternative assessments, and
- what has happened in the project in the past.

In addition, of course, the project leader ultimately is responsible for every aspect of the program, including all reports, timelines, and so on. Regardless of who is paid to do

the evaluation, the project leader must ensure that it is done properly and in a timely manner.

## Role of School or District Staff

All staff members are important to the overall implementation of the project. Their role is key not only to the program, but to the students as well. As such, they may be expected to assist in the

- selection of the curriculum and materials,
- identification of students for participation, and
- maintaining detailed records of student participation and achievement.

The project, school, and/or district staff also have knowledge and expertise in issues that are important to the evaluation; this also will make them stakeholders in the results of the evaluation. Nonproject staff should be included so that they will be knowledgeable about the Title VII program and, more importantly, so that various programs can share information, data, and assessments. Staff can be involved in the

- design of performance assessment,
- collection of data -- scoring and summarizing student performance, and
- collecting data on school climate and program information, such as professional development activities, and so on.

Staff also can be involved by writing, or assisting with, sections on

- classroom implementation,
- in-service training,
- parent involvement, and
- anecdotal evidence to support findings.

## Role of the Evaluator

A good evaluator has expertise in a variety of areas related to program management, evaluation of educational programs, and bilingual/ESL programs, especially Title VII. The evaluator is a technical assistance provider and "coach" who guides all staff to learn the best ways to collect data and show how well the students are performing, who is actively involved with the program, and who is flexible. Appropriate evaluators are (1) *district staff* who are familiar with personnel, district, and program policies and procedures and may have easier access to district data bases, or (2) *consultants* or others outside the

school or district who might be hired as the result of advertising for the position, a bidding process, or because they are on a list of approved consultants to the district. Project staff also might be utilized as evaluators, but they will need to have in-depth training to ensure that they can be objective and reliable during the evaluation process. Initially, it probably is better to include them as members of the evaluation team, but not as the formal evaluator until they develop the appropriate skills. When it comes to the evaluation report, the evaluator should be able to

- collect and analyze data,
- interpret and explain the data,
- create graphs and tables, and
- communicate results to lay people (parents, staff, administrators).

## Writing the Report

Consider all of these factors when determining the content of the biennial report. Who should write what portions of the report? Early in the life of the program, staff, director, and evaluator(s) should form a team, all of whom are involved in the evaluation. For instance, all of the team should be involved in drawing conclusions about the success of the program and planning for next year's program, while those who have specific knowledge or expertise about the program should be asked to write that portion of the biennial evaluation report. This team approach will result in a more complete and accurate report. Also, if the evaluator is not responsible for all of the report, s/he may be able to spend more time working on another facet of the evaluation. As one veteran evaluator states, "Be sure the staff has ownership of the evaluation -- don't let the evaluator have too much control."

## **R**ecord Keeping

One of the most important elements of the Title VII project is record keeping. Program administrators and staff should be involved in ensuring that information about students, families, staff -- everyone involved in the program -- is collected and maintained in a logical, comprehensive, and easy-to-use manner. Two questions immediately arise: "what data?" and "how to collect data?" Both questions are highly interconnected to the type of Title VII program and the complexity of the objectives. Some guidelines are provided below.

### Types of Data to Collect

Data can be either quantitative (scores on assessments, number of days absent, language proficiency scores, and so on) or qualitative (anecdotal records, systematic observations, interviews, testimonials, documents, and so on). Quantitative data involves numbers (a quantity), qualitative data involves categories of information and/or the use of written narratives (a quality).

Examples of quantitative data that might be collected for individual students or averaged for each class or language group includes

- language proficiency scores or levels,
- academic achievement scores,
- number of days absent,
- number of books checked out of the library, or number of books read,
- number of assignments completed and/or scores on those assignments, or
- number of state standards met or completed.

When reporting raw scores, be sure to indicate the average score, the actual scores and the possible scores (e.g., the scores for the class ranged from 3 to 5, with an average of 4.5 -- the lowest possible score was 1 and the highest possible score was 6). When reporting standardized scores (e.g., NCEs) include the average and the actual scores.

Examples of qualitative data that might be collected includes

- samples of languages spoken or lists of students' languages,
- anecdotal records (dated and written narratives of events or actions),
- descriptions of learning environments or professional development activities,
- self-reflections, logs, and/or informal interviews (e.g., student attitudes, staff perceptions on effectiveness of training),
- agendas from parent committee meetings, or
- summaries of focus groups describing the overall "feel" of the school towards linguistically and culturally diverse students.

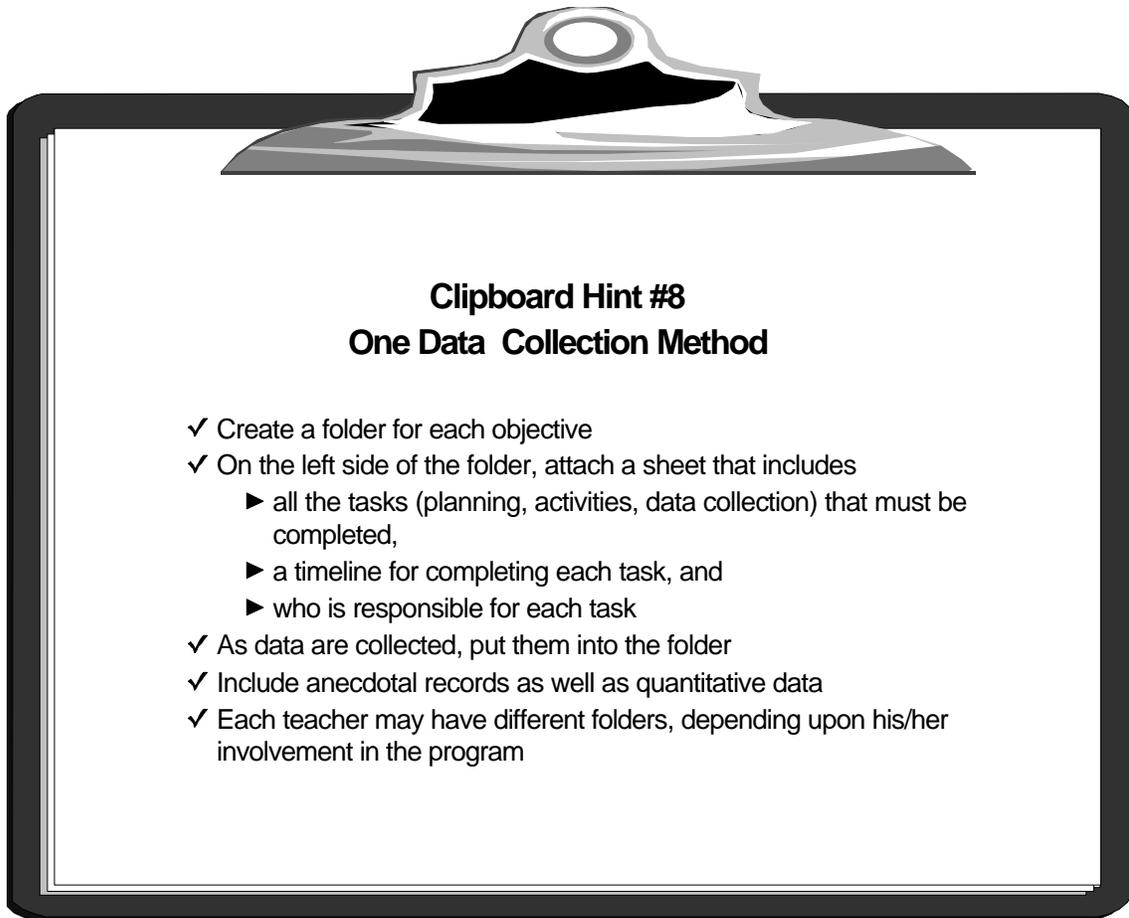
Both qualitative and quantitative data are important to the program. Together they give a better description of what is occurring within the program, the school, and/or the district than either can provide alone.

## Data Collection Methods

There are several different techniques for data collection. If the program has the expertise, a computerized database can be helpful. However, saving data within a word processing package also works, as does the traditional paper-and-pencil technique. The most important factors to consider are

- agreeing on what data should be collected,
- training everyone to collect the same data, in the same manner,
- ensuring that data are collected throughout the program (not just in the last few months), and
- providing data to the evaluator for analysis in a timely, regular manner.

While it is important that everyone collect the same basic information, and collect it in the same manner, teachers, paraprofessionals, and administrators also should be encouraged to report other information that they find interesting or pertinent to the project. "Extra" data often provides details that may prove especially helpful.



## ummary and Final Comments

This **Guidance** offers basic approaches that can be used to prepare the Title VII biennial evaluation report. All statutes and requirements pertaining to the evaluation of Title VII programs under Subpart 1 of IASA are addressed herein. Grants covered under Subpart 1 include Program Development and Implementation, Program Enhancement, Comprehensive School, and Systemwide Improvement grants.

Many of the examples and strategies provided throughout the document are only examples and should not preclude grantees from improving and/or presenting their results in a manner that makes sense from the point of view of their own program. Also included is a structure for outlining the biennial evaluation report. Emphasis has been given to the importance of a comprehensive report that allows schools and/or districts as well as their students, families, and community members to understand better the importance of Title VII and bilingual education and the education of English learners.

One last reminder: there are a few elements of the evaluation that are absolutely essential to include in the biennial report. These are the language proficiency, academic achievement, and school retention data comparing limited English proficient to nonlimited English proficient students. A checklist is provided in Table 5 to assist in the collection and reporting of student progress as well as the other evaluation requirements.

Finally, we realize that schools are being pressed as never before to be “accountable” to their communities and to state and federal providers. This **Guidance** has been created with program personnel in mind; it is intended to give Title VII grantees ideas on “how to” demonstrate and improve upon their comprehensive accountability plan in a manner that is inclusive of English learners and their families, communities, and program staff. This is not an easy task, but any school willing to implement quality programs through the assistance of Title VII is moving toward enabling English learners “to participate fully in American society” (IASA).

**Table 5. Checklist of Essential Evaluation Elements**

| Date Completed | Person(s) Responsible | Required | Tasks   |
|----------------|-----------------------|----------|---|
|                |                       | Optional | 1. Types of data to collect are defined   |
|                |                       | Optional | 2. Data collection methods are clear  |
|                |                       | Optional | 1, Evaluation team identified, including evaluator(s)   |
|                |                       | Optional | 2. Evaluation team  |
|                |                       | Optional | 3. Roles and Responsibilities of the evaluation team are defined clearly  |
|                |                       | Optional | 1. Overview of the project design   |
|                |                       | Optional | 2. Brief description of the methodology   |
|                |                       | Optional | 3. Key program findings are listed, including IASA & EDGAR requirements   |
|                |                       | Optional | 4. Brief listing of conclusions and recommendations   |
|                |                       | Optional | 1. Title VII program type and purpose   |
|                |                       | Optional | 2. Description of school and/or district setting  |
|                |                       | Optional | 3. Program goals and objectives   |
|                |                       | Optional | 4. Previous year's accomplishments  |
|                |                       | Optional | 1. Reason(s) why assessment(s) selected and/or developed  |
|                |                       | YES      | 2. Assessment(s) & procedures are appropriate & useful (validity)   |
|                |                       | Optional | 3. Link of assessment to curriculum & instruction   |
|                |                       | YES      | 4. Consistency of assessment(s) over time & across students (reliability)   |
|                |                       | YES      | 1. Indicators for program context identified by key representatives to describe relationship of Title VII program to Federal, State, & local programs in school or district |
|                |                       | Optional | 2. Appropriate assessment approach(es) selected   |
|                |                       | YES      | 1. Appropriateness of curriculum & language of instructing including relationship to grade & course requirements  |
|                |                       | YES      | 2. Program management roles identified & effectiveness assessed   |
|                |                       | YES      | 3. Professional development process, implementation, & effectiveness  |
|                |                       | YES      | 1. Baseline comparison of proficiency between "limited" & "nonlimited" English proficient students  |
|                |                       | YES      | 2. Baseline comparison of "standards-based" (if available) academic achievement (English & native language) between "limited" & "nonlimited" English proficient students    |
|                |                       | YES      | 3. Baseline comparison of school retention between "limited" & "nonlimited" English proficient students   |
|                |                       | YES      | 4. Multi-year progress of "limited" & "nonlimited" English proficient students' academic achievement, linguistic proficiency, and school retention                          |
|                |                       | YES      | 1. Progress in achieving all objectives (if not addressed in previously)  |
|                |                       | YES      | 1. Effectiveness of all program components reported (if not addressed previously)   |
|                |                       | Optional | 1. Any unanticipated findings and/or outcomes (positive & negative)   |
|                |                       | Optional | 1. Evaluation team & key school/community representatives draft recommendation(s) for improvement concerning strategic action, justified by results of program data         |



One last, extremely important, tip that we can give you: do NOT wait until the last minute to hire your evaluator, to provide professional development to staff, to begin implementation of your project, or to begin writing the biennial evaluation report. OBEMLA staff do read these reports; more recently, outside evaluators have been involved in reviewing them. You will be asked to provide required information that is not found in the written report. Therefore, begin now to develop a system for collecting, analyzing, and using data.

## R eferences

Cole, R.W. (Ed.) (1995). *Educating Everybody's Children: Diverse Teaching Strategies for Diverse Learners - What Research and Practice Say about Improving Achievement*. Alexandria, VA: Association for Supervision and Curriculum Development.

US General Accounting Office (1994). *Limited English Proficiency: A Growing and Costly Educational Challenge Facing Many School Districts*. Report to the Chairman, Committee on Labor and Human Resources, US Senate. Washington, DC: Author.

# **Studies of Education Reform: Systemic Reform**

**Project Director  
Margaret E. Goertz,  
Consortium for Policy Research in Education  
Rutgers, The State University of New Jersey**

**Robert E. Floden  
National Center for Research on Teacher Learning  
Michigan State University**

**Jennifer O'Day  
The Pew Forum on Education Reform  
Stanford University**

**July 1995**

**This work is part of the studies of Education Reform program, supported by the U.S. Department of Education, Office of Educational Research and Improvement, Office of Research, under contract No. RR 91-172005. The program supports studies and disseminates information about implementing and sustaining successful innovations in American education. This document does not necessarily reflect the position or policy of the U.S. Department of Education, and no official endorsement should be inferred.**

## Chapter 6

### Capacity Building and Systemic Reform

Having all students meet more challenging expectations for learning is a major goal of current education reform. To date reform efforts have focused primarily on articulating high standards for students and aligning other policies with these learner goals. Although some may believe that a combination of standards and assessment is sufficient to yield the desired results, most reformers are increasingly concerned about the capacity of the current education system to respond to the new expectations. Many reformers now recognize, for example, the tremendous changes the new standards demand of teachers-- in what and how they teach and in their role in their classrooms and schools. These changes require teachers not only to learn new content and skills but to *unlearn* previous, less effective ones. Prior research, supported by the findings of this study, has documented how difficult and protracted this change process is (e.g., Fullan, 1993; Cohen, 1990).

Yet the changes demanded of teachers are only the tip of the iceberg. If all students are to learn to new standards, administrators, teacher educators and other participants in the education of our youth must also change their roles and expectations (David, 1993). And they and teachers must do so at the very same time those roles and expectations are being defined and redefined. Indeed, what is being asked of the educational system is not simply more effective implementation of known strategies and goals but the simultaneous creation and implementation of a new conception of educational achievement and of instructional practice. Put another way, if our youth are to be prepared as complex thinkers and problem solvers, our teachers and schools must become problem solvers on a scale never before imagined. Will they be able to do so?

Educators, researchers, and policy makers are beginning to address this question and to explore different ways to enhance the ability of the system and its teachers to improve student learning. But before they can design effective policies, policy makers must determine *what* capacities are needed and what mechanisms and strategies might foster their development. The purpose of this chapter is to contribute to these fledgling discussions by suggesting a framework for thinking about the concept of capacity and capacity-building strategies and policies.

### The Dimensions of Capacity

*Capacity* refers to the power, ability, or faculty for doing some particular thing.<sup>7</sup> Within the context of systemic reform, capacity is the ability of the education system to help all students meet more challenging standards. We saw in the preceding chapter that many of the teachers in our sites have begun to change their practice in the directions set out by the reforms. Yet even in these schools and districts, which were chosen because they are actively undertaking reform, teachers' instructional practices do not yet meet national standards. Why? According to our respondents, these teachers are hindered in part by their own and the system's still limited capacity to make the desired changes.

Logically, if the capacity of a system is insufficient for accomplishing a desired goal, that capacity may be increased in a variety of ways: 1) by enhancing the capabilities and improving the performance of the workers (e.g., individual teachers); 2) by adding additional resources to the system (in the forms of personnel, materials, and/or technology); 3) by restructuring the ways in which work is organized; and/or 4) by restructuring the ways in which services are delivered.

Most capacity-building strategies in education today are targeted on individual teachers and are designed to enhance their knowledge and to improve their instructional skills through the provision of workshops and university courses. This strategy is based on the propositions that professional development should focus on the growth, competence, and advancement of individual teachers; that if teachers are regularly exposed to new ideas about pedagogy and subject matter, they will improve practice on their own; and that the best source of knowledge for improving teaching is university-generated research (Corcoran, 1995). Yet in a paper commissioned for this study, Little (1993) argues that this model of capacity building--which she calls the "training model"--is incompatible with current education reforms in curriculum, assessment, the teaching profession, and the social organization of schooling. While professional development based on a training model may work to introduce "technical" aspects of reform, or to strengthen a repertoire of classroom practices, it cannot promote the necessary growth in teachers' knowledge base, nor does it expand teachers' opportunities to learn, experiment, consult, and evaluate their practice.

Our data and that of other researchers suggest that the traditional model of professional development reflects a limited conception of the dimensions of teacher capacity necessary to support and sustain instructional reform. This model also ignores the role of the school and other communities of practice in teacher learning and educational improvement. In this section we present a framework for thinking about the nature of teacher and organizational capacity in the context of educational reform. This framework is organized around three central themes supported both by prior research and by data from this study.

## **Theme 1: Teacher Capacity Is Multidimensional and Evolving**

Teachers work most directly with students, so discussions of capacity often focus on what teachers need to know and be able to do. Early investigations of the knowledge base for teaching addressed propositional knowledge and procedural knowledge and skills. Consequently, discussions of staff development dealt with the content to be learned in workshops and the methods of skills training (e.g., Joyce and Showers, 1983). More recently, scholars have broadened their attention to other areas of teacher capacity. For the purposes of this analysis, we have divided these areas in four main categories: knowledge, skills, dispositions, and views of self.

### **Knowledge**

Teachers' ability to assist students in learning is dependent on the teachers' own knowledge base. Theorists have subdivided the required knowledge into such areas as

knowledge of the subject matter, knowledge of curriculum, knowledge about students, and knowledge about general and subject-specific pedagogy (e.g., Shulman, 1986). Research has documented the influence of such knowledge on instructional practice, including both teachers' explicit propositional knowledge and the more implicit understandings and beliefs they have developed in their experience as learners and teachers (Carpenter et al., 1989; Wilson and Wineberg, 1988). Recent studies have also shown that the more complex thinking and problem solving abilities set forth in the new student standards require teachers to have a deeper and more flexible knowledge base than is either required of basic skills approaches or developed in teachers' undergraduate, preservice, or inservice education (Ball and McDiarmid, 1990; McDiarmid, Ball and Anderson, 1989).

Respondents in this study also acknowledged the importance of teacher knowledge in carrying out the reforms, though the emphasis placed on such knowledge seemed to vary. There was some indication that respondents' perceptions of the depth and type of knowledge needed varied by the level of their own understanding of the change in instructional goals, by the subject matter discussed, or by their position in the system. Our data were not sufficient to arrive at firm conclusions about this variation, however.

The following comments are typical of the varieties of knowledge teachers and others mentioned as important:

I'd like to become more knowledgeable about this specific curricular content--this year it's world history, next year will be American history. I'm also teaching writing and literature, so I'm having to learn some new pieces of literature as well as recall the writing pieces.

We found that teachers have got to know the science content to really do this kind of teaching.... Also, we found a big gap between who taught math and who knew math...

We need knowledge about how students learn and develop skills. We are teaching to diverse backgrounds. This summer I will go to Michigan for a three week workshop on teaching science to diverse students.... In California there are also a number of diverse languages. You need to be knowledgeable about language and language acquisition when you become a teacher here.

I've thought about the CLAS testing because I know I'm sadly uninformed about what it is specifically.... And you can't prepare students for something you're not familiar with.

## **Skills**

Knowledge of what and how to teach must of course be combined with the skill to do so. Earlier research on both generic and holistic teaching strategies revealed fairly robust relationships between teachers' pedagogical skills and student learning, as measured by traditional outcome measures (e.g., Brophy and Good, 1986; Rosenshine, 1987). More recently, researchers are beginning to establish links between the changes in pedagogy

sought by the reforms and students' performance on the more complex problems and analytical tasks (e.g., Newmann, Marks, and Gamoran 1995).

But making the far-reaching changes in instruction called for by the reforms is far from easy. While skills and knowledge interact and develop together, researchers have demonstrated a considerable gap between what teachers know or believe they should be doing in the classroom and their ability to teach in the desired ways (e.g., EEPA, 1990). Respondents in this study also noted the gap, whether it was in curriculum development (like developing open-ended problems in mathematics or designing interdisciplinary projects and units), instructional strategies (like sheltering content for English language learners or expanding their repertoire of grouping strategies), or assessment (establishing and using performance standards for the evaluation of student work). A local union leader and teacher went so far as to describe the gap as the "Grand Canyon":

Another [barrier] is the conceptual differences between the old and new ways of doing things.... For some it's like they see the Grand Canyon they can see the other side but they don't know how to get there. They don't know what to do next, how to teach in new ways. And you can't just do it in the summer because you can't anticipate everything. It's much more massive than that.

### **Dispositions**

In addition to knowledge and skills, enacting reform requires having the disposition to meet new standards for student learning and to make the necessary changes in practice (Katz and Raths, 1986; National Center for Research on Teacher Education, 1988). One important disposition involves teachers' attitudes towards the subject matter. Several respondents in this study, for example, remarked that because of their own love of literature, they welcomed the move toward literature-based reading instruction or the integration of English Language arts with social studies. Attitudes toward their students, expectations for student achievement, and attributions for student performance are also a critical component of teacher dispositions, particularly given the reform goals of high performance for all students.

But perhaps the dispositions most often mentioned as key by respondents in this study were teachers' commitment to student learning and their attitudes toward change.

We will have to come up with a way that can help teachers that are resistant to change not feel threatened, and to realize how it can be more beneficial and exciting to their teaching.

One barrier is the reluctance to change. There's been a significant amount of resistance at the middle school. Some of those who were very enthusiastic have been socially isolated by those opposed. But I'm hearing that a lot less now....There's also a fear of losing control--that if they make these changes they will no longer be in control of the kids. And if this is so, it becomes a threat to my job. If it gets too noisy in the classroom, people will be on the teacher's back for it.

The reluctance to change is a bigger factor than specifics of curriculum.

Compare the above comments with those of the middle school teacher below:

It's easy for me to adopt change. I'm always looking for change and I'm still in this school because there is always change. If it became static, I'd leave. A lot of people here are like that.

### **Views of Self**

Studies of teachers' attempts to change their practice also suggest that the capacity to teach in different ways is connected to teachers' views of self, to their beliefs about their role in classroom activity, and to the persona they adopt in the classroom (Floden et al., in preparation). Also critical are teachers' views of themselves as learners, including what, where, and how they will learn.

The comments below demonstrate how two teachers see the connection between their views of themselves and their teaching:

I think I can learn from anything. For example, I went to a workshop last summer and some of the presentations were really poor, but I learned from negative example--I learned what not to do.... I also read like a crazy woman. And I'm writing--seeking to be published. I'm working on an autobiography and a novel. I go on sabbatical next year and I will spend some time trying to figure out how to pull some of that into the classroom.... So that's where I'm going. This year I'm not only a teacher of writers, I'm a writer too.

In science my main inspiration has come from the staff. I didn't have a lot of science or math as an African American. I had received an 'A' in algebra in high school but was never encouraged to take another math course and never encouraged to take any science. This is another reason I want kids to know what they are doing and why. I wasn't excluded (from math and science) but I just didn't know, I was unaware of what I needed to succeed. People here made me a believer I could do it.

While analytically distinguishable, these dimensions of capacity--knowledge, skills, dispositions, and views of self--are interdependent and interactive. For example, a strong commitment to improve student learning may lead one teacher to seek out the new knowledge and skills she needs, thus increasing her capacity. Indeed, this pattern was characteristic of many of the teachers in the reforming schools studied here. Meanwhile, another teacher who believes that some children simply cannot learn complex mathematics, for example, may not bring the full extent of her content knowledge to bear on instructing these children. Such a disposition, coupled with a more traditional approach to mathematical content, led one of our California middle school teachers to transfer at the end of the year to a local high school, where she could teach calculus and other advanced math to a more select group of students. Finally, changes along one dimension of capacity may produce unexpected changes in another. Consider, for example, Mrs. B, an elementary teacher in California who had participated in the California Writing Project some years earlier. While Mrs. B joined the workshop to develop her knowledge and skills about teaching writing, the experience also had a

dramatic impact on her view of herself as a writer and on her overall development as a professional.

I did the Bay Area Writing Project five years ago--spent five weeks at Berkeley. Best thing I ever did! I'd always been a poor writer and I'd always thought it was because I'd had poor teaching. But I saw I could write. It opened doors for me and I became a good writer...

One last note: Our focus in this brief discussion has been on the dimensions of teacher capacity because we, like other observers, believe teachers to have the greatest and most direct impact on student learning. Yet the analytical frame described here might easily be applied to other participants in the educational enterprise, both inside and outside the system of schooling. Administrators, teacher educators, curriculum developers and others need knowledge and skills to carry out their roles in helping to ensure students can meet the challenging standards being articulated. Moreover, as Jane David argues in her paper commissioned for this study (David, 1993) the new standards for students require everyone in the educational system, not just teachers and students, to *change* their roles and relationships. As is true for teachers, this requires not only new knowledge and skills, but also positive dispositions about the need for and direction of change. It also requires a sense of themselves as learners who are capable of responding to the new conditions and goals and of performing their new roles.

## **Theme 2: Individual Capacity Interacts and Is Interdependent with Organizational Capacity**

Individuals, of course, do not operate in a vacuum, and their ability to perform their roles and accomplish the goals set out by the standards depends not only on their own capacity but also on that of the other educators with whom they work. On the most basic level, the reason for teachers' dependence on others for success is quite obvious. Students will interact with many people in the course of their schooling, each of whom may promote or hinder progress toward desired learning goals. At the minimum, most students change teachers at the end of each academic year, and many--especially those in middle and high school--are instructed by several teachers in the course of a single day. Student learning is also influenced by the culture of the school and community and by the other students with whom the child interacts. In such a situation, the influence of a single teacher on students' learning--no matter how able or committed that teacher may be--is necessarily limited. One middle school math teacher in California expressed clearly the frustration that derives from this limitation:

My goal is to have all students ready to take algebra in the ninth grade.... About half the kids are ready when they leave here; some may never be. And that is really not because of me. Sometimes it's frustrating because I'm only one year in eight. Sometimes I feel like I make no difference at

all. Generally, the kids who test well at the beginning of the year will test well at the end...

Even at this most basic level, it is easy to see how the ability of a given teacher to help her students reach the standards may be improved as the capacity of others in the school or district increases. Yet the relationship between teacher capacity and organizational or systemic capacity is at once more complex and more direct than the multiple influences on students would suggest.

### **Communities of Practice**

Just as student learning is influenced by students' participation in the larger school community, so is that of their teachers. Teacher capacity develops and is realized not only through independent study and effort but through interaction with others. Research on the contexts of teaching finds that teachers' conceptions of practice and what they actually do in the classroom are shaped in part by the nested and sometimes overlapping contexts in which they work and learn (McLaughlin and Talbert).

An important aspect of these contexts are the communities of practice formed by teachers' relationships with other professionals inside and outside the school. These professional communities may be institutionalized (as in California's League of Middle Schools) or more fluid (as in groups that collaborate on more short-term projects such as the scoring of assessments in Vermont or the evaluation and selection of texts in California) (Darling-Hammond and McLaughlin, 1995). As in the preceding examples, some of the important communities of practice exist outside the school, or even outside the school system as such. Many of our respondents in Vermont and California, for example, pointed to inter-school, cross-district or national subject matter networks such as the Urban Math Coalition, Project 2061, or the Writing Project, as critical avenues for their development and support.

### **Teacher Capacity and the School Context**

As important as these outside networks and relationships are, however, our data and those of other researchers suggest that it may be teachers' immediate daily context--the school or sub-unit of the school--that has the most salient influence on teachers' capacity and practice. The vast majority of teachers in this study, for example, report that they turn primarily to their school colleagues for assistance and support (see Chapter 5).

McLaughlin and her colleagues (e.g., see McLaughlin, 1993) found a strong influence of professional communities not only at the school level but also at the departmental level within schools. Indeed, among the high school teachers they surveyed and interviewed, "the department was the professional community of greatest significance to teachers' norms of practice, conceptions of task, attitudes toward teaching and students" (p. 92). Collegial departments tended to have norms of innovation and learning; teachers in these departments were enthusiastic, committed to teaching *all* students, and worked together to devise strategies to help all students succeed. By contrast, teachers in less collaborative settings were less likely to innovate, had lower expectations for students, and reported less support for professional learning. Our data suggest that similar differences may exist among interdisciplinary families or teams in schools that have moved to this structure as well.

Our data also indicate that there are a number of ways in which the capacity of the individual teacher interacts with and is dependent upon the capacity of the school. Several respondents pointed out, for example, that the ability of individual teachers to make use of the knowledge and skills they bring to the teaching situation is affected by the receptivity and support of colleagues in the school. For this reason, some of the Subject Matter Projects (SMPs) in California have begun recruiting teams of teachers from schools to participate in the summer workshops. "Otherwise there is no real effect because teachers are alone--and lonely--in the school." One teacher expressed the importance of this support by describing her experience when she transferred to a less reform-oriented school:

I left here for one year to be a resource teacher at [another school in the district,] I got tired of always begging for money, always fundraising. The other school had a lot of resources because of desegregation. There, the teachers were having things given to them--like they had the writing project at the school and were paid to take it! But you have to internalize it. I spent a year trying to convince the folks there, but they had no beliefs in what they were doing, no beliefs in the kids. They don't even like each other that much.... And one little person cannot change a school. The teachers have to believe in making the changes. They have to seek out information, take classes, and then be able to implement them. But if they don't have the support to implement them, it just won't happen.

While this teacher stressed that one teacher could not effect change alone, and others spoke to the importance of having a "critical mass" of reform-minded teachers, many respondents also noted that a single inspirational and knowledgeable leader may be instrumental for eventually creating that critical mass of support for change.

Just as low capacity schools may prevent teachers from making full use of their existing knowledge and skills, schools that are high in capacity--or at least open to change--can provide additional avenues for individual growth and learning as the community of teachers share ideas, model effective practices, and support each other in their efforts to solve problems of practice. Moreover, the solutions that develop from such collaboration are likely to be more effective than anything a single teacher working alone might devise. The old adage "two heads are better than one" might apply well here. More to the point, one might argue that the capacity of the school (or organizational unit) is greater than the sum of the capacities of its members taken individually. Examples of teachers using collective wisdom to solve problems abound in these data--everything from designing curriculum and developing new forms of assessment and evaluation to meeting in families to address specific needs of specific children. Typical comments included the following:

We've spent a lot of time working together to develop the challenges.... Because we don't have a lot of resources, we use each other and resources from the community.... We work together mainly in developmental work groups because we will have a better idea of what is appropriate for students in the range of ages around those we usually teach.

In the villages [middle school families] the teachers work closely with one another, which has led us to be much more effective in student intervention.

This discussion on the interdependence of organizational and individual capacity suggests that reform strategies should pay attention not only to promoting professional development of individual teachers but to building the capacity of schools and other educational organizations as well. Like that of individuals, however, the capacity of organizations consists of a number of complex and interdependent dimensions.

### **Dimensions of Organizational Capacity**

Five dimensions of organizational capacity emerge from analysis of data from these reforming schools. Development along any of these dimensions may contribute to an increased capacity on the part of individual school personnel. We outline the dimensions of school capacity below, along with representative comments from respondents demonstrating their importance to teachers.

***Vision and Leadership.*** A school/departmental vision or collective sense of purpose has been identified as an important aspect of successful and improving schools since the effective schools literature of the 1970s (e.g., see Edmonds, 1979 or Purkey and Smith, 1983; for more recent discussion see, for example, McLaughlin, 1993). The importance of school mission was a recurring theme among respondents in this study--particularly those from the four California schools, which were engaged in the most far-reaching changes in curriculum and instruction in this sample. The following comment from one of those teachers was characteristic of this theme.

Another need is having time to create a vision of what you are trying to do as a school.... Before you make changes, it's important to see a vision of where you are going. Then you can try things [to get there].

Not all schools in this study had well formed visions. For those that did, the particular form of the visions varied--from interdisciplinary project-based curricula to multi-age two-way bilingual education to detracking and performance-based assessment to some combination thereof. But by and large, the visions--either of the school as a whole or of the relevant sub-unit within it--incorporated a focus on curriculum and instruction, improved achievement for all students, and teacher responsibility for student learning. Respondents also emphasized the importance of leadership for helping to articulate the vision and mobilize the organization to support it. These themes mirror those at other levels of the system, discussed in Chapter 4.

***Collective Commitment and Cultural Norms to Realize the Vision.*** Many American schools have a vision or mission statement, some of them quite eloquent. But a vision without the commitment to work towards its realization is unlikely to yield much progress. In the most actively reforming schools in this sample, we found that not only were individual teachers committed to the goals, but there was also a sense of collective commitment and responsibility for students in that school or family unit. One indication of this was that responses from teachers in these schools began with "we" as often as with "I." Another was in the way that they talked about their students.

You have to have the whole school commitment. Also, one thing you have to change is the idea that 'these are *my* students.' When they go to other projects, you lose control over your kids' learning. Some teachers have a hard time with this. This has been one of our hardest leaps.

These schools went beyond general commitment and responsibility, however. In addition, they displayed a set of cultural norms that stressed on-going reflection and improvement. They were also developing and using specific tools and processes to help them evaluate progress toward the learning goals, with the intention that these processes would become institutionalized.

The articulation (of the English curriculum) is a work in progress. This school never thinks anything is final, formed in cement. Things can always be improved, and if it's not effective, we may chuck it.... This year we started focusing more on reading. Our scores are low. We're not content with our writing either. We will not stop at anything. Our main thing here is what's in the best interest for the kids...

[Changing to process writing] is an incredible change. A lot of teachers still haven't made that change, even here. But more of them have here. It's because we are immersed in a culture; it's how we do things. Kids in my [7th grade] class will say, we used to do that in Miss L's class [6th grade]. The kids learn through this consistency, and it's part of a bigger picture.

Teachers need more time to plan, talk to each other, time to assess what they've done, write down what works and what doesn't. We're doing that with the projects. It's really exhausting. The inservices for 2061 have mostly been in documentation, so they're related to assessment. I'm having a hard time with it. I'm getting there but it's slow.

We are just learning the 1274 protocol<sup>8</sup> this year. The research and development team is learning the protocol and will help others in the school to use it. It just hit me a few weeks ago why we are using the protocol it's a way to focus on student work. I didn't really see that before. The 1274 conference will be a chance to practice the protocol--and then we'll teach it to the staff. Then it will just be something that you do.

***Knowledge or Access to Knowledge.*** Just as individual teachers need knowledge, so does the collection of teachers at the school or of other educators in other units of the system. Where knowledge does not exist within the organization, it is important for members to know where to look outside for what they need. Several respondents stressed the relationship between the needed knowledge and the vision of the learning goals. One such respondent was the math department chair of one of the Michigan middle schools:

I feel our department is close knit. We have strong agreement as to what the curriculum should be and where it should go. All of us have been involved in writing the district [math] outcomes. We have been active in MCTM in terms of professional literature, reading what is being

published. We have written a grant, attended math conferences and workshops, are part of the Calhoun County math network. We discuss math issues such as MEAP assessment, outcomes, teaching strategies.

By contrast, when there is disagreement about the kinds of knowledge needed in a school, problems may arise. Compare the above statement with that of a California middle school math teacher below:

[The principal] has hired elementary [school] teachers to replace the ones who have left. This is the biggest change. They are better at the team player idea; they take a broader outlook, are not subject-oriented. Maybe that's what middle school needs, but are we compromising expertise for broadness?... For example, for the past five years, there have been only four consistent math teachers, and next year there will be three. [The principal] gave one math section to three teachers each--a P.E. teacher, a social studies teacher, and an opportunity teacher. I had to do all the training, planning, and lesson plans.

***Organizational Structures and Management Conducive to Learning and Improvement.***

Over the last decade, reformers have given considerable attention to the barriers traditional school structures may present to improving educational outcomes. The primary focus of discussion and policy in this area has been on "school restructuring," which can entail changes in the way that teaching and learning occur, changes in the school structure, working conditions, and decision-making processes within schools, and/or changes in the governance structure within which schools operate (Elmore, 1990). Some researchers have noted commonalities in the organization and management among "high involvement," actively reforming schools<sup>9</sup> and have argued that such organizational structures are important for the success of school reform (e.g., Mohrman and Lawler, forthcoming 1996; Darling-Hammond, forthcoming 1996). Others, however, question, how and to what extent structural changes in schools actually affect what happens in the classroom (Peterson, McCarthey, and Elmore, forthcoming, 1995; Szabo, forthcoming).

Whether structural changes might produce instructional change or just help it along, informants in this study seemed to see a link between organizational structure and reform goals. At the far end of the restructuring continuum, two of the elementary schools were challenging the traditional graded structure by grouping students into developmental multi-age classes (e.g., grades K-3 or 1-3, 4-6). Meanwhile, five of the six middle/junior high schools were in the process of changing their structure to conform more closely with the reform model of middle schools--that is, they were organizing into small teams of teachers responsible for a defined group of students, developing more interdisciplinary teaching, scheduling larger blocks of class time, etc. Several of the study schools also had highly democratic or consensus-based decision-making processes, and most were reconfiguring schedules to allow teachers common planning time for collaboration. On the whole, teachers saw these changes as facilitating their ability to improve student learning.

We've come a long ways. We've gone from a traditional junior high school--single periods, single teacher, single subject--to a village structure

where we've gone so far as to double core. So, fewer student contacts. We have much more accountability and feedback, instant feedback. It doesn't take until Christmas to spot kids who are at risk because we have much more collaborative instruction and much more true thematic teaching. We've talked about it in the past, but under this structure, it's actually starting to happen now.

There is no way we could do the curriculum stuff were it not for the structure we have. The staff is always talking to each other.

I like the family structure. Sometimes we have dysfunctional families, but mine seems to get along pretty well. You get a better perspective on the kids. We get together regularly to talk about problems, We meet more regularly with the parents. We have a common meeting and planning time, and we have a set group of kids. I like that.

Structural changes in and of themselves were not a goal for these teachers, however. Instead, structure followed purpose ("It's not really structure so much--the structure followed the curriculum"). And if a new structure did not prove beneficial for improving teaching and learning, they were ready to revisit it and consider other options. A prime example of this was the tension discussed in Chapter 4 between the interdisciplinary team structure and that of departments in the middle school.

**Resources.** A final dimension of organizational capacity suggested by these data is resources, some of which have been discussed previously under other categories. Time was far and away the resource seen as most essential by respondents in this study--time for teachers to meet together to plan, reflect, and learn from their practice; time for individuals to pursue professional development opportunities, etc. Because fiscal constraints were substantial in all our sites, this additional time was usually derived from some form of restructuring rather than from additional monies. Personnel was another key resource (see knowledge and skills, above), especially in the case of highly diverse student bodies with special needs, such as limited English proficient students who needed access to bilingual personnel with whom they could communicate.

Material resources, while not targeted with the same priority as other aspects of organizational capacity, were also seen as important. Teachers especially emphasized the need for instructional materials that reflect the emerging standards, a resource in short supply everywhere. But for some of our schools the needs were more basic, including the very basic materials many schools take for granted, as well as access to social and health services regarded as essential for students in greatest need.

I really like what the math framework says: thinking critically, learning with materials. But it's just a book. Teachers don't have the resources they need. I went without an overhead for one year. My kids don't have rulers to use--we have to use pieces of paper. The priorities are not straight.

<sup>8</sup> The protocol is a set of questions to guide a school or team's self study and evaluation, based on the criteria set up by the school and focused on an analysis of student work in relation to those criteria. The protocol was designed to develop habits and a culture of inquiry within the restructuring schools.

<sup>9</sup> Mohrman and Lawler's framework, for example, argues that management structures should see the increase the presence of four "resources" in the school: "information about the performance, strategy, mission and goals of the organization as well as ongoing task feedback...knowledge and skills that enable employees to understand and contribute to the improvement of organizational performance...power to make decisions that influence organizational practices, policies and directions...rewards based on the performance of the organization and the capabilities of individuals." (Mohrman and Lawler, forthcoming 1996).

### **Theme 3: Organizational Capacity, like Individual Capacity, Can Be Galvanized and Nurtured Through Infusion of Ideas and Perspectives from Outside its Ranks**

Decades of research and practice have confirmed that the heart of educational reform resides in teachers and schools. Grand visions, mandates, even additional resources will have little impact unless those at the school site "buy-in" and act to effect the desired changes. At the same time, insularity at the school site or abdication of responsibility by policy makers is unlikely to produce much improvement either. Schools need external input and assistance to move significantly beyond current practice. As McLaughlin (1993) points out, "Strong professional communities, by themselves, are not always a good thing. Shared beliefs can support shared delusions about the merit or function of instructional orthodoxies or entrenched routines. This collective agreement can generate rigidity about practice and a 'one best way' mentality that resists change or serious reflection (p.95)."

We found in each of these reforming sites, and at all levels of the system, a rich infusion of ideas from outside the immediate organizational context, ideas that provided inspiration, insights, and alternatives to the individuals and groups involved in the reforms. In some cases the relevant ideas were focused on process and structure or on generic philosophies about instruction. For example, the notion of the family structures in middle school, the use of portfolios and performance-based assessment, and the concept of teacher as coach would all seem to fit this category. In other cases, the ideas brought in were directly related to content and content-based instruction. Use of the NCTM standards in mathematics and literature-based reading instruction and process writing approaches in English language arts represent these content-oriented influences. What is significant here is that in no case in this study did these ideas emerge spontaneously out of instructional practice at the school site.

One could argue, of course, that these ideas are simply "in the air" as they have become part of the general professional conversation about instruction and reform. Thus, the similarity among the three states in terms of their reform direction in the areas of mathematics and language arts can be attributed to the more general influence of national trends in disciplinary associations and other professional endeavors. Teachers and local administrators were also often part of this professional sea change, having become swept into it on any one of a number of currents, including individual study, attendance at meetings, participation in specific project, and so forth.

Our data suggest, however, that for these reform ideas to take hold in a school or district, there needs to be a specific conduit—one that not only brings in the ideas but helps to link them to the specific realities of that specific context. In every single case, respondents could point to an individual or group of individuals who served as such a conduit. In the two Vermont districts, for example, it was the curriculum coordinator who initiated the reforms in mathematics, as it had been the Vermont Writing Project that had brought in process writing some years earlier. The curriculum coordinator worked as an individual outside the schools to meet directly with the teachers primarily responsible for the portfolio assessment in their schools. Curriculum coordinators and other outside individuals played similar roles in the other districts in this study. In other instances, change came about when an individual in the school attended a conference or became engaged in a project and brought the ideas from that work back into the school itself. This was the case in the junior high in one California district, for example, where the principal attended a conference of the California League of Middle Schools, became intellectually engaged in the model of the middle school, and then initiated the conversion of the junior high to reflect this model.

In the examples above, the external influence provided the *initial* impetus or direction of the reform. However, the four California schools and the Professional Development School (PDS) in Michigan suggest that the usefulness of external perspectives extends well beyond the initial stages of reform. These five schools were by far the most actively reforming *organizations* in this study. And in each case, respondents pointed to the significance of on-going, systematic, and focused input into their reform efforts from an outside source.

In the Michigan PDS and one of the California elementary schools, for example, the local university had developed a long-standing partnership with the school. University personnel met regularly with the staff or groups of teachers to assist in their planning, to model effective practice, and to foster evaluation and reflection on that practice. A similar situation existed in the CA2 middle school through an inter-segmental program (ISP) of the University of California (UC). Coaches had worked with staff at this school for a period of over eight years, engaging teachers in curriculum development, assessment, and instructional improvement across grades and departments, consistent with the California frameworks in math and language arts.

The other two schools were engaged in specific reform movements and receiving coaching as part of those efforts. The elementary school in CA2 enjoyed on-going assistance as part of Project 2061, through the district-based Project 2061 network and through a project consultant who worked with the staff specifically in the area of documentation. Meanwhile, one of the CA grade level networks, the California League of Middle Schools, provided consistent support and direction for the other middle school, which regularly sent teams of teachers and administrators to its conferences. This school also benefitted from its involvement in California's restructuring initiative (SB 1274) and the on-going coaching that accompanied that involvement.

In each of these schools the input from outside sources provided additional perspectives on the practices and progress of the schools that would not be available by relying solely on internal staff. Respondents attributed the usefulness of this input to the fact that it was

consistent over time and that it was site-based, professional, and focused on the reform objectives set out by the school. Although the particular relationship between external influences and the school community took different forms in each of the schools, they all seemed to reflect what Huberman has termed an "open collective cycle" of professional development. In this model, the collaboration of a group of teachers--generally across schools but conceivably within the same school--is aided by periodic conceptual inputs and consultation from external sources. According to Huberman (1995), the open collective cycle provides opportunity for individuals to develop heightened degrees of professional competence through the availability of "stimulation, challenge, and feedback about one's performance, along with support for efforts to acquire new skills" (p. 218). According to our respondents, such would seem to be an apt description of the coaching relationships in each of these five schools.

## **Systemic Reform as Capacity Building**

How does the framework discussed above relate to the systemic, standards-based reform in these three states?

In theory, of course, systemic reform is posited as a means of providing top-down, systemwide support for bottom-up instructional improvement in classrooms and schools. A primary aspect of this support is building the capacity of local school people to initiate and sustain reform efforts directed towards more challenging student learning. Systemic reform strategies derived in part from criticisms that the top-down mandates of the 1980s were not having the desired impact on classroom instruction because fragmented and contradictory policies diverted teachers' attention and provided little or no support for the type of professional learning necessary. This same fragmentation, it was argued, made it difficult to sustain or spread the very promising reforms taking shape in individual schools or groups of schools. A more systemic approach, involving clear and consistent vision, a coherent set of state policies aligned with that vision, and a restructured governance system to devolve instructional authority to those closest to instruction, could provide the focus needed as well as multiple and reinforcing opportunities for teachers and other educators (and the general public) to engage in conversation about desired outcomes, to develop the knowledge and skills to move towards those outcomes, and to evaluate and improve practice. All this was conceived as a means to increase the capacity of the system to assist all children in reaching challenging standards of achievement.

The literature advocating systemic reform and our study suggest several potential avenues and specific tools for building capacity within the broader systemic reform strategies. Most of these will be apparent from our discussion of these states' efforts in this and previous chapters. We therefore review them only briefly here and then use two extended examples across the three states to explore both the promise and the limitations of these tools in practice.

## **Systemic Tools to Enhance Capacity**

Our analysis suggests that the system and its various organizations have five central avenues for building the capacity of its members and sub-units. These are: articulating a vision for reform, providing instructional guidance toward the realization of that vision, restructuring governance and organizational structures so as to facilitate learning and more effective delivery of services, providing needed resources, and establishing evaluation and accountability mechanisms that provide incentives for improvement while addressing problems and barriers.

### **Articulating a Reform Vision**

State and local strategies with regard to establishing a vision for reform have been discussed in some detail in Chapter 4 of this report, while the importance of vision as a central component of organizational capacity was outlined in the previous section of this chapter. As it becomes established, this vision, whether at the school or other levels of the system, can provide the frame for both creating and evaluating all aspects of the reform.

In addition, we saw examples of how the *process* of establishing a common vision can itself be a capacity building endeavor. The public forums and other opportunities for engagement in and comment on the Common Core in Vermont, for example, build knowledge about and garner support for the reforms. They also foster partnerships with various stakeholders that can serve to increase resources available for the reform efforts. At the school level, the process of generating a unifying vision can be an intense learning experience for teachers and others.

We've had to learn about curriculum.... When restructuring came on board, we [set up a group planning process] to look at the curriculum. We looked at the historical philosophy of the school--what it was originally, what it is now, what we want to keep, where we want to be in ten years. For us it was a wonderful thing to be able to sit and talk with one another. We recently had a retreat to extend this...

We looked at different models. [One of our teachers] is on the district team for project 2061 and she was bringing back a lot of information on that.... We also looked at Central Park East and some other models. We invited the parents to participate, and a few came.... The project learning blocks [the basis for our curriculum] are based on the 2061 model. We wrote a 1274 [restructuring] proposal but didn't the grant. But we've implemented it anyway because we believe in the vision.

### **Instructional Guidance**

A central feature of systemic reform strategies is the development of a coherent system of instructional guidance, which at the state level may include such elements as curriculum frameworks, instructional materials, professional development activities, and assessments, all consistent with and reinforcing of the reform vision. (See Chapters 1 and 4.) Ideally, such instructional guidance promotes capacity in two central ways. On the one hand it provides concrete tools for teachers, schools, and districts to use as resources as they construct their curriculum, design instructional strategies, promote professional development, and evaluate progress. Examples of such instructional guidance were plentiful in these data. At the state level they included the frameworks in California and

the Essential Goals and Objectives in Michigan, replacement units and textbook adoption criteria in California, and the state assessments in all three states. These and other state activities as well as district level counterparts are discussed in more detail in chapters 3 and 4 of this volume.

In addition to their direct use as resources, these tools can also provide additional opportunities for professional learning. This learning may come directly through activities explicitly designated as professional development, such as the Subject Matter Projects in California, local and state networks of teachers and schools in California and Vermont, and workshops, conferences and local staff development in all three states. Professional learning may also be promoted indirectly in the development and use of other aspects of instructional guidance. For example, teachers engaged in the scoring of state performance assessments in California and Vermont report these scoring activities provide significant learning as do teachers involved in curriculum or textbook committees of their local districts and schools.

Moreover, by all reports, the coherence among the various aspects of professional guidance enhances both their direct effectiveness and their usefulness as avenues for professional learning while lack of coherence tends to undermine any contribution to capacity building (see Chapter 4).

### **Restructured Governance**

By giving teachers and schools discretion over decisions relevant to instruction, the restructuring components of systemic reform can enable educators to organize themselves in ways to increase their ability to address the specific needs of their students, move toward achieving the standards, and provide opportunities for collaboration and learning among educational personnel. Examples of such restructuring are discussed in the previous section of this chapter.

### **Evaluation and Accountability**

To the extent that accountability structures are consistent with the reform goals, they can serve to further focus attention on the attainment of those goals as well as provide useful information on weaknesses that need to be addressed. Several schools in the Michigan and California samples, for example, had used aggregate student scores on state assessments, which were publicly reported, to target specific content areas for further improvement.

In addition, the very processes and mechanisms used for accountability can be designed to promote reflection and facilitate learning on the part of educational personnel. A prime example of this capacity building use of accountability can be seen in the "1274 protocol" developed and used by the schools in the restructuring initiative in California. As a state funded endeavor, evaluation of progress is a requirement of the SB 1274 initiative. Recognizing that evaluation is often a meaningless formality for school staff, leaders in this initiative strove to design the process "so there was a danger people might learn something from it." The following excerpted comments from the state director responsible for this initiative describe the rationale and use of this instrument. The approach represents a new way of doing business for the state and for the schools, one which places capacity at the center.

Learning and change need to be part of the organization on a day to day basis.... [In 1274] we are working from criteria to create a new set of habits. In order to have embedded learning in the system, we have to change habits. The old habits generally are the implementation of fixed solutions. The alternative is to have criteria about what a good solution would look like, and these criteria focus attention on student work...

Our hypothesis is that working from criteria doesn't work unless the criteria are internalized. The criteria can't just be a fat book. The real criteria are what's in people's heads. Keep it simple, even cryptic. Force the school communities to define their own constructivist notion of working from criteria...

In the protocol we invented a sort of end-of-the-year performance assessment [for 1274 schools.] It's really a structured conversation at the school around what are you doing, what are the kids doing, and what are they learning?... To do the protocol, you have to look at student work.... It's a chance [for us] to 'peek in' on the conversation about restructuring. It's a way of doing business, a new culture, rather than the old one of fixed solutions.' It could be a way to learn from mistakes, open up schools for commentary.

It is important to note the modal *could* in the final sentence of the excerpt above. This respondent went on to point out that, while the protocol is a very promising tool for capacity building at the school, it is not guaranteed that it will be used in this way. An example of an unintended and "negative use," she said, was the way one principal employed the protocol as an instrument for individual teacher evaluation.

## **A Tool Is Only as Good as its Use**

This last observation leads to a central finding of this study. On the one hand, data from these twelve schools across six districts in three states provide numerous examples of the capacity building tools theoretically inherent in systemic reform strategies. Moreover, the claim that the effectiveness of these tools is enhanced and perhaps dependent upon the degree of coherence among them would seem to be supported by the respondents in this investigation (see Chapter 4). On the other hand, however, the apparent effectiveness of these tools for building systemic capacity seems to be dependent on the degree to which they are explicitly designed and used to foster learning among individuals and organizations within and around the system. We illustrate this last point through two extended examples of instructional guidance: state assessments and professional development.

### **Using State Assessment to Enhance Capacity**

Following the lead of the California respondent quoted above, we begin by considering the "criteria for what a good solution would look like" in this case, what it would look like to use state assessment as an instrument for building capacity? We do so through the

example of a school in our sample that did indeed use the assessment in this way. A middle school in a large urban district, this site was reorganized a decade ago in response to a court desegregation order. As a consequence of that order, it has received targeted assistance from an intersegmental professional development program sponsored by the local UC campus. The coaches from this program have helped school personnel use both the frameworks and the state assessment as tools for learning and instructional improvement.

The staff have used the state assessment in three main ways to foster capacity at the building level.

One use of the assessment was as a guide for curriculum development. Along with the frameworks, for example, CLAS was the main tool used by the English department to design its curriculum articulation to be used by all the families across the three grades (6,7,8). At the time of our data collection, a similar process was beginning in the math department as part of the Program Quality Review of the state School Improvement Program. CLAS was also providing useful insight into that process as well.

We place a strong emphasis on knowing all eight of the CLAS writing types and being exposed to different types of writing--poetry, scripts, articles, speeches. To know and understand the writing process--to understand writing as *a process*...

We use the frameworks and the CLAS test to map the styles of writing onto the grades at which grades--to introduce the styles, when to reinforce them, when they should reach mastery. For example, observation writing is difficult at grade 6 so we wait on that. Evaluation writing we start in sixth and then reinforce in seventh...

The math department in its preparation for giving CLAS discovered that they were not sufficiently preparing students in probability and statistics, one of the strands of the framework and an area assessed on CLAS. They were beginning to discuss how and when they might incorporate probability into the mathematics curriculum.

A second use of CLAS was to help develop pedagogical skills and improve instruction among the teachers in the school. "The CLAS test is a way of getting people to do more cooperative work and to teach in certain ways." For example, because CLAS incorporated open-ended mathematics problems, the eighth grade teachers (who would be giving CLAS to their students) were receiving assistance and modeling in the development and use of open-ended tasks for their students. They were thus able not only to help prepare their students for the assessment but to incorporate such tasks as a regular aspect of their instruction. They also shared these tasks and exemplar student responses with other math teachers in the department meeting observed during this study. Meanwhile, as a result of the articulation of the English language arts curriculum and the assessment, teachers in the English department were able to identify areas of the curriculum (like poetry) that weren't being addressed by some of the teachers and families. These areas were targeted for professional development, which led to a strengthening of instruction in the desired areas throughout the school.

For example, some [of the families] were not covering poetry.... What came out was that some teachers said I don't teach poetry (for example) because I don't understand it, don't know how to teach it.' So we did inservice on this.... Teachers who were strong in poetry teaching share with others how they did it. Teachers are also able to observe other teachers. [Our coach] is available to model lessons, and we have discussions about strategy.... Because of that, people are more comfortable with poetry; it's being taught now. We know this because when the students get to us [in the eighth grade] they know about personification and other aspects of poetry.

Finally, in this school, CLAS<sup>10</sup> and preparation for CLAS had helped to generate a results orientation focused on student work. With the assistance of their coaches, the teachers had developed a pre- and post-test in writing and, more recently, in mathematics, given to all students at the beginning and then at end of every school year. Each year the writing prompt focused on one of the writing types assessed by CLAS and included in the curriculum articulation at each grade. Results from the pre- and post- test allowed the teachers to see growth, while the exercise also familiarized the students with the format and content of the state assessment they were to be given in grade 8. Results from this school-based process were then validated by the official CLAS results released during data collection for this study:

The CLAS scores that were released this year were generally very low. Two exceptions were mentioned in the newspaper article. One was [this school]. There were no scores of 6, but 23 percent were at a level 5 in writing. This was on an equal par with [the academic magnet high school].... Anyhow, the scores show that we are doing some things right here. We can take ordinary kids and help them achieve.

The scores in reading were not as high, so teachers were targeting this area as a major focus for improvement.

But this school-based assessment process, modeled on the state assessment, did more than provide evaluation information and test preparation. It also promoted the discussion of standards throughout the school and provided concrete professional development for performance-based assessment.

The schoolwide discussion of standards comes indirectly from CLAS. It has helped my teaching by focusing me on certain standards.... I really support the schoolwide discussion of standards and rubrics.... Within a school there can be tremendous variation. Teachers are influenced by the teachers they had. The expectations their teachers had of them will influence the expectations they have of their students.... In the schoolwide discussions we look at 500 essays and decide what's a 6 or a 5 and so forth. This has been going on at this school since I started. Everyone on the faculty is invited and gets paid to score. Some who might not do it otherwise come because of the pay, so the money is important. We do it after school and in the evenings.

In the previous section of this chapter we outlined a framework for describing teacher and school capacity. Using that framework, we can analyze the ways in which CLAS was used by this school as an avenue for capacity building. At the building level, it was clearly a vehicle for *clarifying the vision*, both in terms of the curriculum goals and in terms of the standards of performance expected of the students. It was also used through the department meetings, schoolwide pre- and post-testing, and targeted professional development activities as an avenue for *increasing teacher knowledge and pedagogical skills*. Finally, it contributed to *building a school culture focused on improving student learning*. To this end, CLAS and its mock assessments provided concrete measures of performance on which to judge progress and identify areas for improvement. Also, the coherence of the assessment with the learning goals of the school helped to promote teacher dispositions receptive to standards and to the change process.

It is important to note, however, that this school was able to make such extended use of the state assessment for capacity building only with the assistance of their coaches from the UC program. Without this additional guidance it would have been unlikely that the state assessment would have had such a positive impact on change at this site.

### **State Assessment and Capacity in Three States**

This raises the question of the extent to which and how state assessments in these three states facilitated capacity building along the lines observed in this school.

**Vermont.** In Vermont, the portfolio assessment is seen and used as an expression of the statewide vision of reform. One important aspect of this is that the assessment is intended to put results at the forefront of reform effort, while leaving teachers and schools to decide how they will get there. In this respect, it models the theory of change underlying much of the reform in that state (see Chapter 3). For the teachers whose students compile the portfolios (grades 4 and 8), the assessment has also been an opportunity to learn about the expected outcomes in writing and in math. This has been particularly important in math because the goals in this area are new for most teachers.

The reform I'm most familiar with is the portfolios, which I think has significantly influenced my math and writing instruction.

[Portfolios] are the state's way to get teachers to change, and teachers have griped. But the portfolios are in place much better. The program was [initially] disjointed and teachers felt it was imposed on them.... But it's an effective way to get teachers to change and I embrace the NCTM standards.... I might not have done it otherwise.

To foster teacher learning in connection with the portfolio assessment, the state has sponsored professional development through workshops and networking.

Math in the portfolio assessment was so totally new to me that I really needed inservice work. In the first year of the portfolio program, I took a week long summer institute. At the end of the week, the other teachers and I were still wondering what we were doing. Now I see this as a birth of a

new way for me to think about math. I am now a network leader, where I get to talk to other teachers about math instruction.

The state portfolio workshops have been very helpful for many teachers.

The inservices have influenced my attitude toward time spent on basic facts vs. problem solving.

I don't drill as much on basic skills anymore and we changed our textbook to one that lends itself to portfolios and the NCTM standards. We increased the amount of material to teach [and] it used to be all skill and computation, though I did a lot of estimation [too].

The portfolios and the professional development activities associated with them seem to have served as a means for increasing teacher knowledge and, at least for some, of engendering their support for the direction of the reforms. In addition, the move to use portfolio assessment in state certification and program approval means that new teachers will have gained some knowledge and experience developing portfolios themselves during their preservice training. This should add to their ability to use them effectively with their own students.

The portfolios have even been a way of developing knowledge and support among the general public and potential partners in the reform, as problems and debates about the new assessments have been shared openly. Parents are also supposed to see their students' portfolios, which are intended to make more vivid for non-educators as well as for educators what the reforms are trying to do. Such a very public approach to building understanding and capacity among the broad spectrum of stakeholders is seen as crucial for ensuring its long-term stability and success.

Despite these contributions to capacity made through and in connection with the portfolios, however, some policies and practices surrounding the assessment have mitigated its effectiveness as an avenue for building either individual or organizational capacity. Perhaps the greatest shortcoming from the perspective of the individual teachers involved is that although they have learned about performance assessment and about the reform goals, some teachers feel they have received little assistance either through the networks or inservices in making the link to instruction. One reason for this may be that the assessment is still very new and reliability on scoring the portfolios has been elusive; because of this, the focus of the network meetings seems to have been largely on scoring with less attention to instructional applications:

The inservices on portfolios were helpful in learning about assessment, but not for instruction.

The implementation differs from teacher to teacher. They can teach writing how they have always done, they just have to do more of it.

In addition, respondents noted that there had been little follow-up on the inservices they attended.

Teachers also complained that the time required for scoring the portfolios, in both math and writing, was taking them away from working on instruction. This seems to imply that the respondents did not see the scoring process or the information they received from it about their students as instructionally relevant or at least as sufficiently relevant--to justify the time commitment. A contributing factor was that both math and writing were given in the same grade and those teachers felt overburdened.

This last fact seems also to have hindered the use of the portfolios to build organizational capacity in the school. At the time of our data collection, the staff development and networks were geared largely to the fourth and eighth grade teachers without much broad schoolwide involvement. Again, this may be due to the early stage in the portfolio development and use, but it is also characteristic of traditional models of professional development, which are aimed at individual teachers rather than schools and other organizational units. It will likely require concerted effort to move beyond this model to one which uses the assessment to foster capacity at the broader organizational level. Some of the respondents in this study had already recognized this as a problem and were moving to spread out the portfolio work beyond the initial two grades.<sup>11</sup>

A final note on the limitations of the portfolios thus far is that while teachers used them as indications of the kind of writing or mathematics to stress, our respondents did not talk about actually *using* either the scores (which were not yet reliable) or any information about their students' performance gleaned from their own scoring of the portfolios. To the extent that assessment results are not used by teachers, the intended results orientation of the reform appears weakened.

**Michigan.** As in Vermont, the state assessment in Michigan is also an expression of the state vision for reform. Indeed, with no curriculum frameworks (like California) nor an articulated vision statement (like the Common Core in Vermont), MEAP is the *main* vehicle for communicating the goals in reading and mathematics, the two curricular areas investigated in this state. The Essential Goals and Objectives on which MEAP is based have long reflected a meaning-centered approach to reading and have also been revised to more closely reflect the NCTM standards in math. The potential usefulness of the assessment as a means of building capacity is enhanced by the fact that the Essential Goals and Objectives are very clear and are open to the public.

Moreover, unlike Vermont, Michigan has instituted a number of policies that have the potential of strengthening the impact of the assessment on organizational capacity. One area where this is the case is curriculum development. The Essential Goals and Objectives are the basis for the state's Model Core Curriculum Outcomes, which in turn are to serve as the basis for district core curriculum. The second area is school improvement. According to state law (PA 25) each school must develop school improvement plans and write improvement goals focused on student outcomes. Because MEAP scores cover several core curriculum areas and must be publicly reported, schools have tended to use these to set some of their improvement goals. Thus the state assessment is providing useful information to schools that assist them in targeting areas for improvement, but the reforms leave discretion at the school site to identify exactly what those goals will be and how they will be achieved. In this respect one could view the assessment as contributing to school capacity by being a resource at the disposal of

local school personnel. It has also been the focus of some staff development, primarily in the form of workshops to familiarize teachers with the content of the revised goals and objectives.

Yet MEAP is actually rather limited in its usefulness and use as a tool for capacity building. Unlike Vermont, this limitation derives largely from the nature of the assessment itself, which remains almost entirely multiple choice. This traditional format has several implications. While the content assessed by the MEAP is consistent with the NCTM standards, the assessment is inadequate to fully reflect those standards or the approach to mathematics that underlie them. The reliance on multiple choice, for example, continues to stress a "right answer" approach to mathematical problems; it allows students neither to demonstrate their ability to communicate about mathematics (one of the NCTM standards) nor to show their reasoning on complex problems. One respondent in a Michigan elementary school discussed the negative impact of MEAP in her school.

We were trying to move lower elementary teachers into a more progressive plan, when MEAP came in and said, you can't do developmentally appropriate things.' MEAP sort of sent things backwards. The timing and the way it came down was unfortunate because we were on our way to being more constructivist and developmental. But we are trying to respond to the mandates.

This limitation also means that it is not a very strong tool for teacher learning about new approaches to mathematics. Unlike CLAS, which included extended response items, or the Vermont portfolios, which include even more extended examples of student work, MEAP does not provide teachers with any picture of what actual student work that reflects the standards looks like. Thus, while the results on MEAP may help schools and districts to target areas of deficiency, it does not serve to focus attention on the *quality* of student work. Moreover, there is little reason for teachers to be involved in scoring,<sup>12</sup> which is handled by the state. The disjuncture between assessment and instruction, which is so characteristic of American education, is thus maintained, and teachers' knowledge and skills are not substantially increased.

**California.** If the Vermont and Michigan assessments provide examples of missed opportunities for capacity building, California stands in a league all its own in this regard. The strength of CLAS with regard to capacity is that unlike the MEAP, the content and format of CLAS guided teachers toward new ways of looking at content and a basis for thinking about instruction. Those respondents who had had the opportunity to become familiar with CLAS were very supportive, stating that it was "a wonderful assessment" and "going in the right direction." There were a few teachers who felt that it did not go far enough--for example that the lack of opportunity for revision in the writing assessment meant that it did not truly reflect a process approach to writing. But even these teachers were mainly supportive. In addition, respondents noted that the involvement of teachers in scoring the assessments provided them an excellent learning opportunity.

But while some teachers--like those in the middle school described earlier or those who participating in the scoring--had the opportunity to become familiar with CLAS and use it

as a learning tool, the vast majority of teachers and other school personnel were not so fortunate. Instead, an emphasis on secrecy to protect reliability, coupled with management errors, meant that most teachers and districts remained unfamiliar with the actual content or format of the assessment--even up until the time it was administered. And if the educators were in the dark, the public was even more so. Opponents of the reform were able to use this situation to engender vocal opposition, which was in turn used by the governor to kill the assessment, thus garnering conservative political support in his bid for reelection. It should be noted that the very short time table for development of the assessment imposed on the California Department of Education (CDE) by the governor was a major contributing factor. Yet, CLAS, even in its developmental stages, provided a potentially powerful tool for teaching the public and California educators about the concrete goals of the reforms and the type of learning and performance students are being asked to do. Failure of the CDE to focus on this use of CLAS left both the assessment and the reforms vulnerable. It is not yet clear what the long term ramifications of this mistake will be.

One lesson from the examples of state assessment in California and Vermont is that the use of state assessment as an instrument of accountability may be in tension with its potential use as an instrument for teacher and system learning. Accountability requires a high degree of reliability. In Vermont, with its limited time and resources, this meant limited attention on using the assessment to improve instruction. In California it engendered a level of secrecy that ran counter to building either capacity or support among a broader spectrum of the public or school personnel. That such would be the results of that tension is not, we believe, a foregone conclusion. A consistent and strategic emphasis on capacity building may have--and may still--lead to alternative scenarios.

A second, and broader, lesson from all three states is that both the design and the strategic use of the systemic tools discussed above can increase or decrease their effectiveness for capacity building. This seems to be true in areas other than assessment. Below we discuss some findings with regard to an area traditionally associated with capacity building, that of professional development.

### **Effective Professional Development: the Teachers' View**

The standards-based reform movement has seen greater emphasis on professional development in recent years, as policy makers and administrators recognize the need for substantial teacher learning if the reforms are to be successful. Thus, even in times of fiscal constraint, many states and even some districts are regularly funding non-instructional days for staff development, though some of our respondents noted that funding has decreased in the past few years. Similarly, the recently reauthorized Elementary and Secondary Education Act (now entitled the Improving America's Schools Act) and other federal legislation target significant funds for professional development efforts aimed at raising student achievement. Professional development is also a major component of standards-based systemic reform strategies.

The professional development activities and strategies of the states and districts in our study have been described elsewhere in this report (Chapters 3 and 4 of this volume and the case studies of volume 2). Our purpose here is to briefly present two central findings with respect to the impact of these professional development activities on the capacity of

teachers and schools, as reported by respondents in this investigation. These findings mirror and lend additional support for the second lesson concerning assessments and capacity building, outlined above.

The first of these findings is that if monies going for professional development are to be effective in promoting teacher learning, the programs and activities they support must be well designed and well implemented. This is a straightforward, common sensical conclusion, but given the preponderance of the "training model" of staff development and of generally ineffective programs, it is a conclusion that bears repeating and further explication.<sup>13</sup> Through this and other research, a set of design characteristics or principles begins to emerge.

Teachers in this study complained about professional development that was poorly planned, irrelevant to their instructional goals or their needs, unchallenging, or lacking in follow-up. Some activities were viewed simply as a waste of time. Yet most respondents had also had very positive experiences:

The inservices and replacement units, the Bay Area Writer's Project and many subsequent programs, turned my whole way of teaching around.... Now I have a whole different view of what writing is about. It's a process. You don't need to grade every piece of writing. You should discuss, learn from each other, use writing response groups...

Analysis of both the criticisms and the commendations suggest a model of effective professional development from the perspective of teachers--at least the reform-minded teachers investigated here. Although the format of these programs differed depending on the grade level and discipline, several design principles run through the variations. These principles or characteristics are consistent with the emerging paradigm of professional development in current literature (e.g., see Little, 1993, and McLaughlin and Oberman, forthcoming 1995). We outline these characteristics below, along with representative comments from teachers.

According to our respondents, effective professional development included the following features.

- *The teachers were treated as professionals.* Often the content was teacher determined. Participants conducted investigations and made presentations rather than relying solely on the staff development organizers. Participants were often encouraged to become involved in other professional activities and associations. Stipends and release time were also viewed as concrete indications that the activities were *professional* in nature and the participants time and involvement were valued.

They validate that you are a professional, give you respect. They pay a stipend. It's not much but you feel professionally validated. They're also very organized.

The people [organizers] are really intelligent--they don't waste your time. They have a way of looking at the kernel of your strengths and weaknesses.

- *The professional development was engaging and intellectually challenging.* There was particular enthusiasm for programs that engaged participants in *doing* science, *doing* math, *reading* literature, or *writing* compositions. The instruction was thus hands on and in some cases inquiry-based.

It's important that there be some kind of philosophy behind it. That is's not a gimmick, but for example a philosophy about why reading should be taught in this way.... It has to be authentic--something you can agree with and that is challenging, something where you have to think.

Not all staff development is best when it comes from the teacher. There should be ways for teachers to talk to real writers. We need to deal with kids as real writers if that is what you want them to be. You are the writer of your piece; consider what you have to say.

The focus was on giving time to explore and getting to the place where you want answers (for both adults and kids). It's the place where you can't go any further with the information you have. It's more than asking questions because you and they can already do that. It's getting to the point where you need an answer to proceed in your understanding. The teacher then gives you another question or direction to pursue or information to get beyond that.... The idea is you work with things to find an answer, to make sense of things. You work until you find an answer.

The summer [workshop] was frustrating for me because they really make you go through the process as a learner. But that suffering helped me in the classroom because it's difficult to give kids enough time to explore.

- *The content and activities were relevant to the students in the teachers' own classrooms and schools, and they had the opportunity to work with teachers who had similar instructional situations.*

It's important that they be taught by people who've been in the classroom--preferably by people who are currently in the classroom. And by people who've tried it and give hints about what worked and what didn't.... Also, the material should have been used with similarly situated children as those we have. Suburban kids respond to different stimuli. Kids here needs lots of hands-on activities, not just sitting still listening to a lecture. Many of our kids *can't* do that. It needs to be something they can involved in and that will be related to them.

They made math fun. I met with other teachers doing the same kinds of things with the same level of students. We had the same frustrations; it was a meeting of like minds. There was a lot of sharing with other teachers. The activities were validating, student-centered, and relatively

easy to do. What I mean is that it was relatively easy to come back and try them in class. Sometimes you go to these things and come back with great ideas but it's really tough to get it all together to use in your class.

- *The professional development was on-going.* In many cases there were intensive workshops or institutes, followed by involvement in networks, on-going coaching at the school site, and so forth.

Before [2061] I had done two three-week teacher workshops with [the local science museum]. One was on light and color and the other was on sound. After the workshops we had an artist and a scientist who each came to the classroom five times for a total of ten visits.

- *There were ample opportunities for collaboration with other teachers on specific projects or activities.* Considered especially helpful were those cases in which the teachers collaborated in the design of curriculum or other projects, tried it out, and collectively reflected on the outcome.

Beyond these characteristics, some argued that the very best professional development was site-based. These comments, not surprisingly, came from teachers who were in schools that had on-going mechanisms for site-based professional development.

The very best are more site-based and classroom-based.... My sense is that we have to make programs more site-based. That was you know the people and work with them. [This doesn't have to be the case though.] The Bay Area Writing Project was a closed group, and we got to know each other by spending a lot of time talking specifically about things in the classroom.

This should not imply, however, that even these teachers believed professional development should be entirely site-based. Indeed, even in the most school-based reform efforts in this study, teachers became involved originally through individual professional development opportunities like the writing project, the networks, a summer workshop in science or math, etc. The impact on school improvement was then heightened as on-going opportunities for learning became focused at the school-site. But even then, teachers continued to pursue and saw advantages to cross-site activities as a way of expanding their knowledge and bringing new ideas into the school. Some combination of on-site and cross-site professional development thus seemed particularly useful.

They have so many good components--a person on site who works with individual teachers and groups of teachers, which was later translated into larger groups of people so we could learn from teachers at other sites, exchange, share, work on curriculum together. What other opportunity like this exists for intellectual exchange? We're basically speaking the same language and at the same level so we can get a lot done...

In the example above, the on-site and cross-site activities mentioned were organized by the inter-segmental group associated with the University of California. However, individual teachers in this school were engaged in a number of other professional

development activities as well, both geared to their own individual learning and to improving instruction more broadly at the school.

### **Using Professional Development to Build Systemic Capacity**

This issue of site-based professional development raises the second set of findings--those concerning the relationship between teacher professional development activities and systemic capacity. Underlying this aspect of our investigation was the question: To what extent and in what ways do the professional development activities in sites in our study contribute to long range capacity building throughout the system?

Our conclusion, based on interviews at all levels of the system, was that for the most part, the staff development sponsored by these states and districts remained on an "awareness level"--that is, the activities were short-term, often fairly broad-based efforts to increase teachers' awareness of the reforms, their ability to administer or score the assessments, or their basic familiarity with the new curricula. Examples of such awareness-level activities would include most of the district-organized "staff development days" and programs as well as such activities as the MEAP workshops in Michigan and even the portfolio workshops and networks in Vermont. The reported quality and effectiveness of these activities varied considerably, of course, with some criticized as "worthless" and others providing information or ideas that respondents found quite useful.

Our data suggest that the general reliance on such awareness-focused professional development may have varied sources. In some cases, it appeared to be an unplanned, almost "knee-jerk" response to a reform initiative or new curriculum framework, falling clearly into the "training model" of staff development. In other cases, it represented a more conscious *tactical decision* to concentrate limited resources on a particular focal point considered critical to the reform and also relevant and informative to teachers. Such would appear to be the case with the portfolio work in Vermont, for example. Taken together, professional development of this kind, when connected to the overall reform goals, seemed to serve as a mechanism for broad dissemination of new initiatives and for generating teacher enthusiasm and desire for further learning. In doing so, it was an important aspect of the reform initiatives in these states and districts.

Despite its usefulness, however, such broad but relatively superficial dissemination by itself is unlikely to produce the desired long-term changes in instruction. Absent a more comprehensive *strategic* approach to professional development, these awareness-level activities seemed to fall short of the needed capacity building in two respects. First, they were generally of insufficient duration and follow-up to develop the deep content and pedagogical knowledge necessary to meet the new instructional goals (see Little 1993). Second, they did not appear to be building an infrastructure to promote and sustain teacher learning and instructional improvement over the long term. The networks in Vermont leaned in this direction, of course, but their limited focus on portfolio scoring seems to have weakened their links to instruction and school improvement (see above). This situation may change as the reform matures.

Although much of the professional development discussed by our respondents reflected a rather unidimensional approach to professional development, we did see evidence in these sites of more multi-faceted and strategic approaches as well. The most extensive of

these at a statewide level were the California Subject Matter Projects. Sponsored by the state and administered through the President's office of the University of California, these teacher led, independent efforts have become a core element of the reforms in that state. At the heart of the SMPs are the intensive, multi-week workshops in the summer focused on deepening teachers' content knowledge, developing pedagogical strategies linked to that content, and fostering professional habits of reflection.

From the state perspective, the goal is to develop a "critical mass" of teachers in the state to serve as professional leaders of the reform. Such leadership is further developed as participants are recruited into professional disciplinary associations and into on-going networks organized around particular projects or issues or around providing professional development during the academic year to districts and schools. For example, one site of the mathematics project had four on-going networks at the time of our data collection. One focused on issues of assessment, another on equity and access. A third took responsibility for organizing the monthly Saturday seminars on special topics, open to anyone on a walk-in, free-of-charge basis. And the fourth was responsible for responding to requests from districts for staff development. The staff development provided by the SMPs during the school year was a valuable resource to local districts. While of shorter duration than the summer institutes, these workshops were still intensive enough to foster content learning; moreover, they served both to broaden the influence of the subject area reforms and to develop leadership of those network members who organized them.

The fact that nearly all of the California respondents had had experience with the Subject Matter Projects, which several viewed as pivotal to their professional learning, attests to the power of this approach to professional development. Nevertheless, there are clear limitations to what the SMPs can or should be expected to accomplish vis a vis capacity of the system as a whole.

For one thing, the SMPs have limited resources (approximately \$100,000 per site per year) and limited reach. One of our state respondents estimated that only 2 percent of California teachers had been through any of the subject matter projects.

In addition, however, the SMPs are professional groups focused primarily on the learning and long-term development of the individual teachers involved. Much of their strength stems from the fact that they are based outside the bureaucracy of the system. In the words of several respondents, the SMPs provide a "professional home" for teachers outside the schools--a place where teachers can think and talk and learn about the substance of their work. This strength brings with it certain limitations, however, as the linkage of the SMPs to *organizational* capacity building are somewhat tenuous. For example, our data indicate that relations with districts and schools are uneven and sometimes strained as project directors strive to protect their participants and alumni from what they fear will be abuse as employer districts try to over-exploit their expertise. In addition, because teachers generally participate as individuals, the link to school level improvement is also less powerful than it might be. One SMP director discussed the downside of this approach:

My worry about the Subject Matter Projects is if we're truly doing the job that we want to--creating teacher professionalism--but there is no place for

that conversation, for reflection, and for continued growth to go on within the system, then we could be doing more disservice than service. [I say this] because teachers go back to their schools and get really frustrated. They say, I got out there, I tried to do this, I was making this happen; why isn't it changing what I see for me in schools? Why isn't my voice being heard to deal with what's going on?'

Some strategies were evident in our sites to strengthen the connection between professional development of teachers and organizational development and school change. For example, in California the grade level and other school networks in California, encouraged teachers to participate in the SMPs as part of the school change efforts. The California Alliance for Elementary Education even promoted a two-for-one campaign in which they would pay for a second teacher from a participating school to attend a SMP summer workshop along with a school-sponsored colleague. The idea was to foster a core of knowledgeable teachers who could support each other in improving practice and continued learning at the school site.

Michigan had a different approach to linking individual and organizational capacity building, the Professional Development Schools. The PDS strategy not only brings university professors and teachers at the school site together for on-going collaboration aimed at instructional improvement, it also looks to the future by forging inroads into preservice teacher preparation. This strategy, however, also confronts tensions between school-based improvement needs and university-based preservice teacher education needs. This tension, combined with other factors, such as the high cost of PDS programs and new leadership at the sponsoring agency, has placed the future of PDS schools in Michigan in jeopardy.

Each of the professional development strategies discussed above makes inroads toward addressing the long-term capacity needs of the system with respect to standards-based reform. The SMPs are examples of teacher professional development that builds leadership and deep content knowledge, both through summer workshops and networks and through school year staff development to districts and schools. The school networks in California and the PDS strategy in Michigan are examples of school-based efforts to link such staff development to improvement efforts at the school site and to preservice education.

There remains the question, however, of how the *system* can use these knowledgeable teacher professionals or these reform-minded schools to create an infrastructure that fosters long-term capacity building among its members and throughout its sub-units. One of the California districts provided an example of a district-wide strategy aimed toward that end.

Initiated by an insightful and energetic mathematics and science coordinator in the district's central office, the strategy began and is most developed in the area of elementary science. While science was not a focus of this study, the uniqueness and success of this strategy, coupled with the fact that it is being used as the model for district initiatives in mathematics and early literacy, suggest its relevance for this discussion. The strategy consists of a three-pronged approach based on the district's analyzed need for

three types of professional development: awareness initiatives designed for broad dissemination as a catalyst for change; more intensive and on-going efforts focused on content and instructional strategies in curriculum, assessment, or special problem areas; and finally leadership development efforts to foster the capacity of individuals to play leading roles in the other two initiatives.

The science strategy is based on the coordination of four separate programs into one coherent initiative that includes all three types of professional development, linked together and supporting one another. At the core are 24 elementary school teacher leaders, who for the past four to five years have devoted several weeks in the summer and considerable time during the year to learn and do science and science education. The summer institutes focus on the content itself (e.g., geology); then during the year the emphasis shifts to content-based pedagogy. There are two aspects to the science leaders' work during the school year. The first is on-going site-based development. For this, the leadership group is divided into eight triads. Each triad collectively services the science education in each of the three teachers' schools, designing presentations or interactive classroom demonstrations, giving them, refining them, giving them again in a second school, and so forth in an on-going iterative process that is based on and responds to the conditions in each of the three schools. In addition, the whole group meets together five to ten times during the year to discuss the work and consolidate lessons across the sites. The science leaders are given other opportunities for leadership development as well, through the local science museum and the University of California as well as through mentor teacher activities and science curriculum development. The result is that these 24 teachers have formed the core for science education in the district.

On a broader level, over 100 teachers (at least one from each elementary school) have been involved in a program sponsored by the local UC campus which includes summer institutes and follow-up during the year. This group assists in designing and presenting the three professional development days during the year devoted to the new science framework and instructional materials and are point people in their schools for developing the science curriculum.

Then, on the very broadest level, all elementary teachers participate in the SIP day in-services focused on science. These in-services provide the awareness level professional development geared toward motivating broad based change. Thus, while awareness activities are important in this strategy, they are neither its totality nor its core. Rather, the other two initiatives, the science leadership and the UC-sponsored programs, provide the substantive foundation and longer term infra-structure for change.

A crucial element of this strategy is that the initiatives work together and incorporate a multi-faceted, though loosely weaved web of relationships and activities all moving in the same general direction with respect to science education. Considered as a whole, the strategy incorporates individual, site-based, and cross-site approaches to build individual and collective knowledge. Moreover, it fosters collaboration not only among educators but between teachers and practicing scientists. It extends resources by building on-going partnerships with science resources in the area. And it links in with other programs in the district, including the mentor teacher program and Project 2061. And finally, it responds to needs for capacity building at all levels of the system: the needs of the district for a

core of knowledgeable practitioners in science who can assist in curriculum, materials, and staff development; the needs of individual schools and of the district for at least one person with deep content knowledge to help implement the science reforms in each school; and the needs of individual teachers for a range of on-going professional development activities that recognize the differing interests, foci, and levels of commitment of individual teachers to any particular reform area.

This district's strategy is of course only one of many possible approaches to linking teacher professional development and systemic capacity building. But it provides insights into the possibilities when capacity building is the goal and when there is leadership and capacity in the district to broker and facilitate learning opportunities.

## **Continuing Challenges**

This chapter has been focused on capacity building in systemic reform. The first section presented a framework for thinking about capacity, both individual and organizational. The second discussed how these sample states, districts, and schools are using elements of standards-based reform to enhance systemic capacity, as well as limitations of that use. In this final section we highlight briefly several continuing challenges that derive from this work.

### **Placing Learning at the Center**

The first and most critical challenge evident from our analysis of these data is also the most difficult to realize in a system as large and bureaucratic as is public education in the United States. It is to place learning at the front and center of all reform efforts--not just improved learning for students but also for the system as a whole and for those who work in it. For if the adults are not themselves learners, and if the system does not continually assess and learn from practice, then there appears little hope of significantly improving opportunities for all our youth to achieve to the new standards.

<sup>13</sup> It is especially important that policy makers understand this lesson. Too often policies and funding for staff development programs pay little attention to issues of quality and therefore get little "bang for the buck." Often there is no systematic evaluation of staff development programs so policy makers don't have any data by which to judge their effectiveness. In California, for example, \$13 million are allocated to districts and schools through SB 1882 for professional development to support the reforms. Yet CDE staff have no data on how these funds are used, whether they are aligned with the instructional goals, or on the quality or effectiveness of the programs they support. By contrast, regular, in depth evaluation of the Subject Matter Projects provides valuable information about their use and effectiveness--information that has been instrumental in their ability to maintain funding in times of fiscal retrenchment.

For such to happen, however, requires a fundamental change in orientation from the "top-down" mandates characteristic of the education bureaucracy to one in which all work is designed and evaluated with an express goal of enhancing capacity. Organizations and other actors in the "Third Sector"--universities, museums, professional associations, professional development providers--can and will obviously play a major role in accomplishing this goal. They are both resources and partners. As important as these

players are, however, our data suggest that their impact on improved learning for all students will necessarily depend on what happens *within* the system itself and more specifically on whether the system has developed through its multiple levels and sub-units not only the necessary knowledge and skills of teachers but also the commitment and organizational capacity to move towards the more challenging standards.

The previous section provided several examples of ways in which the sites in this study were incorporating capacity building into their overall reform strategies. Too often, however, these attempts appeared piecemeal and short-term. Our data suggest that what is needed is a coherent and *strategic* approach to capacity building--one that takes into account individual learner needs and goals, school needs and goals, and district and state needs and goals, not just for the immediate initiative but for the long term. Only in this way can systemic reform's promise of "top-down support for bottom up reform" be fully realized.

### **Allocating Needed Resources**

Resources are obviously a critical aspect of organizational capacity. But while the need for systemic capacity has expanded with the new instructional reforms, resources--at least fiscal resources--appear to be in ever decreasing supply. Implementing standards-based reform under the current fiscal constraints will require creativity and thought similar to that observed these study sites.

A key target in addressing resource needs will be that of expanding available time to school personnel. Almost to a person, our respondents identified time as the most critical requirement for these reforms to succeed--time for teachers to collaborate in planning and assessing their instruction, time for both teachers and administrators to participate in learning opportunities outside the school, and time for the reforms to mature without their falling prey to fickle or accountability-minded policy makers ready to halt reform if student test scores do not rise immediately. Providing additional time costs money. Should additional funding become available, using it to provide time for professional development would seem a worthy and wise investment. In addition, as existing resources are reallocated to align more with reform goals, a substantial portion should be redirected to time for professional learning. Finally, freeing up schools and districts to restructure and reconfigure schedules so as to provide time for collaboration and learning is possibly the most cost effective means of providing at least some of the additional time required. Given the importance of this goal, we would suggest a combination of all of these approaches.

Another critical way to extend resources and build long-term support for the reforms is through partnerships. Each of our sites was engaged in developing partnerships to extend learning opportunities and provide knowledge. In Vermont, this was an integral component of the reform strategy and a major focus of the State Commissioner's work. In Michigan, the reform has in fact been centered in external organizations, such as the state's professional associations, its mathematics and science centers, and the private Michigan Partnership for New Education. The example of the California district described above shows how a district may extend its resources through partnerships with local universities and museums as well. Even at the school level we found respondents bringing in resources from the outside, as one teacher sought help of city planners when

teaching a geometry replacement unit in which students designed and built a scale model of a "polyhedroville" or another organized a panel of experts from the community to whom students would present their work for comment and evaluation. Such utilization of outside resources and the development of on-going partnerships can be an effective way of extending the material and intellectual resources available for school reform and a means of developing the base of support needed to maintain the reform direction over the long haul. Of course, building and maintaining such partnerships over time will be an on-going challenge for all concerned.

One final note on resources seems to be in order. Systemic reform, at least in theory, suggests a more effective and strategic approach to the allocation of resources to improve instruction. Such resource allocation within an overall strategy for systemic reform was not the focus of this study and is an important area for further research. However, we would be remiss if we did not point out that some of our schools lacked some of the very basic resources necessary for effective instruction: space for libraries and even classrooms, personnel, computers and calculators--even rulers and paper. It may be that more equitable and purposive allocation of existing resources will remedy many of these shortages. However, it is also quite possible that helping all children reach more challenging standards may require greater overall financial investment in education and thus greater public commitment to the future. Engendering such commitment is a major challenge indeed.

### **Managing Multiple Entry Points**

Another set of challenges for capacity building arises from the fragmentation of professional development opportunities. All of the teachers in our study had been involved in some kind of reform activity; most had had multiple learning experiences. What was striking about these experiences, however, is how they varied by topic, source, and depth of coverage. Teachers learned about reform through their involvement in subject area workshops, networks and curriculum design, school restructuring efforts, grade level networks (particularly at the middle school), national projects (such as Project 2061 and PACE), the scoring of student essays or math portfolios, bilingual and multicultural education efforts, and through their attendance at district-sponsored workshops that introduced them to concepts of cooperative learning, multiple intelligences, inclusion, alternative assessment techniques, and new district-wide reading, writing, and math programs.

The entry points to education reform were thus many and diverse for these teachers. We identified three advantages to the availability of these multiple entry points. First, they allow teachers to be introduced to reform ideas through an area of interest to them, on a topic with which they are generally comfortable, and in non-threatening ways. Second, they also accommodate teachers' multiple interests and concerns, some of which are based in the disciplines, others of which revolve around their students and school. Third, this diverse set of activities responds to where teachers are on the learning curve and to their multiple and changing levels of commitment and focus. For example, one-day workshop on manipulatives may not significantly increase a teacher's knowledge of math concepts, but it could pique her interest in new instructional techniques and in learning more about new ways of teaching mathematics. Meanwhile, more extensive and

collaborative opportunities to deepen her knowledge and skills over a period time are available through summer institutes, networks, or long-term collaborative projects.

While potentially beneficial to teachers, multiple professional development opportunities pose several challenges to schools and policy makers. First, when teachers are involved in many different activities, it is sometimes difficult to link them into a coherent whole in the classroom or at the school site. Second, on the district level, one school may be focused on science, another on early literacy, and another on mathematics. What is the effect when students move from one school to another or when students from these three schools move on to the middle schools? California has tried to address these two potential problems by imbedding a consistent view of teaching and learning in all of its reform efforts--frameworks, grade-level documents, and teacher and school networks. Teachers report that this consistent vision helps. However, our data suggest that a more proactive strategy, particularly at the district level, is required to overcome the inherent fragmentation posed by the variety of opportunities and providers. Finally, one faces the challenge of quality control. How does the education community ensure that these learning experiences are of high quality?

### **Attending to Public Capacity**

Public involvement in and understanding of the reforms was not a focus of this study and we do not have an extensive analysis to offer of the various strategies employed. Yet, we could not help but notice the differing approaches to this issue and the critical impact they can have on the success of the reform agenda. The case of the CLAS assessment in California, the demise of which occurred during the data collection for this study, provides a vivid example of what can happen if the public is left out of the reform equation.

Moreover, how the public is involved and to what end also seem important. Often in the reform literature the need for public involvement is expressed simply in terms of garnering political and public support (i.e., getting "buy-in") without attending to the substantial public learning inherent in such an endeavor. Not only do school people need to increase their knowledge and skills and sometimes alter dispositions and self perceptions to improve student learning; so must parents and the general public. This implies that as the orientation within the school system changes to one of fostering learning for all concerned, so must the relationship between educators and the general public.

Public forums of the sort organized by Vermont educators, or the "visioning" committees established by one of our districts, may be one way of gaining input while educating the public about the direction and goals of the reforms. Media may be another. However, according to the Public Agenda Foundation (Johnson and Immerwahr, 1994), it is to teachers that parents ultimately listen. This suggests that the heart of public (or at least parent) learning may rest primarily with the school. Another form of capacity needed by teachers and schools, therefore, may be the ability to talk to and involve parents in their improvement efforts.

### **Attending to Needs Outside the School**

The issue of public capacity raises an additional set of questions and issues which, though not the focus of this study, cannot be ignored. Based on our review of the literature and our analysis of the data from this investigation, we have argued that if we are to achieve the goal of helping all students meet more challenging standards, the capacity of individuals and organizations within the system to improve instruction and student learning must be increased.

We now take a different but we believe equally important perspective to argue that no matter what happens within the system to develop that capacity, no matter how knowledgeable and effective our teachers and schools become, the goals of standards-based reform will remain elusive if we do not also address the diminishing capacity of communities to support and care for our youth.

We say this in recognition that the goals of this reform movement are not simply to improve student outcomes in the aggregate but to do so for all our young people. It was apparent in the data from these states, districts and schools that many of their students face personal, social, and economic traumas that engage them not only in a struggle for learning but a daily struggle for survival itself. We have no ready answer to the challenge of addressing such stark realities, but in recognition of its importance, we close this chapter with the words of one of our middle school teachers who was only too aware of its implications:

We need a huge creativity--a blurring of the line between school and society. Especially for our kids who don't succeed academically because their energies are devoted to surviving socially.... [Some of these kids] need more exposure to things without having to worry about their alcoholic mom or whatever. And doing things on site is not enough. For instance, a few years ago we had a very talented teacher here who built a darkroom and got kids involved in photography. It was a wonderful on-site program. But now, five years later, every one of those kids is dead.

We have to go beyond wonderful constructivist programs.

## Participant List

Lorena Amaya-Dickerson, Education  
Program Specialist  
OBEMLA, U.S. Department of Education  
330 C Street, SW  
Washington, DC 20202

Beth Antunez, Research Assistant  
NCBE-GWU  
2011 Eye Street, NW, Suite 200  
Washington, DC 20006

David Baez, Director of Foreign  
Languages and Bilingual Education  
Buffalo Public Schools  
Room 731 City Hall  
Buffalo, NY 14202

Sharon Ballew, Title VII Project Director  
Tenkiller School  
Rt. 1 Box 750  
Welling, OK 74471

Ted Barrera  
Barrera Associates, Inc.  
733 15th St., NW, Suite 1120  
Washington, DC 20005

Lisa Barrera  
Barrera Associates, Inc.  
733 15th St., NW, Suite 1120  
Washington, DC 20005

Millicent Bentley-Memon, Education  
Program Specialist  
OBEMLA, U.S. Department of Education  
330 C Street, SW  
Washington, DC 20202

Connie Berry, Project Manager  
Palm Beach County, Florida  
3372 Forest Hill Blvd., Suite C-141  
West Palm Beach, FL 33406

Linda Bjorkland, Director, State and  
Federal Programs  
Minneapolis Public Schools  
807 NE Broadway  
Minneapolis, MN 55102

Genie Boyer, Project Director  
Mountain Empire Unified School District  
3921 Buckman Springs Road  
Pinevalley, CA 91962

Thomas Brown, Bilingual Director  
Poplar School District #9 and 9b  
Box 458  
Poplar, MT 59255

Joyce Brown, Education Program  
Specialist  
OBEMLA, U.S. Department of Education  
330 C Street, SW  
Washington, DC 20202

Howard Bryan, Director, ELD/Bilingual  
Education Programs  
Santa Ana Unified School District  
1601 E. Chestnut Ave.  
Santa Ana, CA 92701-6322

Gail Campbell, Federal Programs  
Coordinator  
Alamo Navajo Community School  
PO Box 907  
Magdalena, MA 87825

Luis Catarineau, Cluster Coordinator  
 OBEMLA, U.S. Department of Education  
 330 C Street, SW  
 Washington, DC 20202

Mary Cazabon, Director of Bilingual  
 Programs  
 Cambridge Public Schools  
 159 Thorndike Street  
 Cambridge, MA 02141

Angeles Certeza, District Bilingual  
 Resource Specialist  
 Lynwood Unified School District  
 11321 Bullis Road  
 Lynwood, CA 90262

Neal Chalofsky, Associate Professor,  
 Human Resource Development  
 George Washington University  
 Washington, DC

Marilyn Clausen, Title I Director  
 Fremont County School District #38  
 PO Box 9211  
 Arapahoe, WY 82510

Martina Cook, Special Project  
 Ft. Defiance Agency, Seba Dalkai School  
 HC 63, Box H  
 Winslow, AZ 86047

Ileana Davalos, Director "Success  
 Unlimited" Title VII Grant  
 Los Angeles Unified School District  
 2151 N. Soto St.  
 Los Angeles, CA 90032

Judy Dawson, Coordinator, Bilingual  
 Education  
 Dearborn Public Schools  
 18700 Audette St.  
 Dearborn, MI 48124

Gustavo De la Garza  
 Barrera Associates, Inc.  
 733 15th St., NW, Suite 1120  
 Washington, DC 20005

Terri Decker, Director of Special  
 Projects/Student Services  
 Brawley Elementary School District  
 261 D St.  
 Brawley, CA 92227

Timothy D'Emilio, Education Research  
 Analyst  
 OBEMLA, U.S. Department of Education  
 330 C Street, SW  
 Washington, DC 20202

Vilma Diaz, Director,  
 Multicultural/Foreign Language/ESOL  
 Dept  
 Broward County School District  
 1441 South Federal Highway  
 Ft. Lauderdale, FL 33316

Pat DiCerbo, Research Associate  
 NCBE-GWU  
 2011 Eye Street, NW, Suite 200  
 Washington, DC 20006

Lorraine Donlon, Title VII Director -  
 Systemwide Big Apple  
 New York City Office of Bilingual  
 Education  
 131 Livingston, Room 509  
 Brooklyn, NY 11201

Susan Dunlap, Coordinator, Project REEL  
West Contra Costa Unified ELD Services  
1108 Bissell Ave.  
Richmond, CA 94801

Susan Duron, Consultant  
META Associates  
Golden, CO

J. David Edwards, Executive Director  
Joint National Committee on Languages  
Washington, DC

Wilfred Eriacho, Sr., Director, Bilingual  
Education Program  
Zuni Public Schools  
PO Drawer A  
Zuni, NM 87327

James Estes, Research Associate  
NCBE-GWU  
2011 Eye Street, NW, Suite 200  
Washington, DC 20006

Marcia Fayz, Resource Teacher  
Dearborn Public Schools  
18700 Audette St.  
Dearborn, MI 48124

Veronica Fern, Director, Clearinghouse  
and Technology  
San Francisco Unified Bilingual Education  
Language Academy  
300 Seneca Avenue  
San Francisco, CA 94112

Grace Fernandez, Title VII Teacher Trainer  
Community School District 32  
797 Bushwick Ave.  
Brooklyn, NY 11221

Carolina Flores, Director of Curriculum  
and Instruction  
San Ysidro  
4350 Otay Mesa Rd.  
San Ysidro, CA 92173

Roger Galizzi, Biliteracy Programs  
Coordinator  
Palmdale School District  
39139 Tenth Street East  
Palmdale, CA 93550

Jorge Garcia, Project Access Title VII  
Bilingual Coordinator  
Weld County District 6  
811 15th St.  
Greeley, CO 80634

Tanya Garcia, Research Assistant  
NCBE-GWU  
2011 Eye Street, NW, Suite 200  
Washington, DC 20006

Ana Garcia, Education Program Specialist  
OBEMLA, U.S. Department of Education  
330 C Street, SW  
Washington, DC 20202

Joan Gazdik, Director of Instruction and  
Curriculum  
Bassett Unified School District  
904 N. Willow Ave.  
La Puente, CA 91746

Teresa Golebiewska, Education Program  
Specialist  
OBEMLA, U.S. Department of Education  
330 C Street, SW  
Washington, DC 20202

Joel Gomez, Director  
Institute for Education Policy Studies,  
Graduate School of Education, GWU  
2011 Eye Street, NW, Suite 200  
Washington, DC 20006

Yolanda Gomez, Director of Bilingual  
Programs  
Springfield Public Schools  
195 State St.  
Springfield, MA 01102-1410

Bea Gonzales, Lead Coordinator  
San Diego County Office of Education  
6401 Linda Vista Road  
San Diego, CA 92111

Aurora Gonzalez, Director  
Banning Unified School District  
161 W. Williams St.  
Banning, CA 92220

Maria Teresa Gonzalez, Director of  
Curriculum and Title VII  
Central Union High School District  
351 Ross Avenue  
El Centro, CA 92243

Minerva Gorena, Director  
NCBE-GWU  
2011 Eye Street, NW, Suite 200  
Washington, DC 20006

Arthur Gosling, Director  
NCBE-GWU  
2011 Eye Street, NW, Suite 200  
Washington, DC 20006

Margarita Y. Greer, Associate Advisor  
San Benito Independent School District  
240 N. Crockett St.  
San Benito, CA 78586

Cynthia Gross Alvarez, Coordinator  
Office of Language Equity Issues  
21st St. & The Parkway, Rm 302  
Philadelphia, PA 19103

Sharon Groves, Manager  
Fremont Unified School District  
4210 Technology Drive  
Fremont, CA

Guadalupe Gutierrez, Bilingual Resource  
Advisor  
Parlier Unified School District  
900 Newmark Ave.  
Parlier, CA 93648

Sharon Halcomb, Dual Language Director  
West Liberty Community School District  
806 N. Miller  
West Liberty, IA 52776

Peirce Hammond, Director  
Office of Reform Assistance &  
Dissemination, OERI  
Washington, DC

Donna Heath, Director of Special Projects  
San Dieguito Union High School District  
710 Encinitas Blvd.  
Encinitas, CA 92024

Tikki Heublein, Coordinator of Language  
& Literacy Programs  
Weld County School District Re-8  
616 S. Denver Ave.  
Fort Lupton, CO 80621

Adela Holder, Title VII Director  
Hatch, New Mexico  
PO Box 790  
Hatch, NM 87937

Philippe Holmes, Research Assistant  
NCBE-GWU  
2011 Eye Street, NW, Suite 200  
Washington, DC 20006

Sylvia Holub, Title VII Parental  
Involvement Specialist  
Houston Independent School District  
5207 Airline Dr.  
Houston, TX 77022

Dr. Lucille A. Housen, Director, Bilingual  
Education/ESL  
Ysleta Independent Schools  
9006 Sims Dr.  
El Paso, TX 79925

Wendy Hurst, Title VII Evaluator  
At Large  
23 Magnolia Ct.  
Watsonville, CA 95076

Mary Jew, Director of Bilingual &  
Inovative Programs  
DREAMS  
2930 Gay Ave.  
San Jose, CA 95127

Barbara Johnson, Director, Curriculum and  
Instruction Department  
Lynwood Unified School District  
11321 Bullis Road  
Lynwood, CA 90262

Petraine Johnson, Education Program  
Specialist  
OBEMLA, U.S. Department of Education  
330 C Street, SW  
Washington, DC 20202

Olga Keegan, Coordinator II, Bilingual  
Education  
Lynwood Unified School District  
11321 Bullis Road  
Lynwood, CA 90262

Norma Kelly, Assistant Superintendent  
Brawley Elementary School District  
261 D St.  
Brawley, CA 92227

Sue Kenworthy, Education Program  
Specialist  
OBEMLA, U.S. Department of Education  
330 C Street, SW  
Washington, DC 20202

Dan Konigsberg, Coordinator, Project  
READ  
Broward County Public Schools  
1441 North Federal Highway  
Ft. Lauderdale, FL 33316

Cheryl Kreger, Director, Special Services  
Dearborn Public Schools  
18700 Audette St.  
Dearborn, MI 48124

Cecile Kreins, Education Program  
Specialist  
OBEMLA, U.S. Department of Education  
330 C Street, SW  
Washington, DC 20202

Elsa Lampert, Principal  
San Benito Independent School District  
240 N. Crockett St.  
San Benito, TX 78586

Ana Landrian, Interim Coordinator Title  
VII Project Build  
Santa Ana Unified School District  
1601 E. Chestnut Ave.  
Santa Ana, CA 92701-6322

Maria del S. Leandro, Bilingual/ESL  
Director  
Edgewood ISD  
1930 Herbert Lane  
San Antonio, TX 78227

Jim Lockhart, Education Program  
Specialist  
OBEMLA, U.S. Department of Education  
330 C Street, SW  
Washington, DC 20202

Harry Logel, Education Program  
OBEMLA, U.S. Department of Education  
330 C Street, SW  
Washington, DC 20202

Elsie Loperena, Director of the  
Multilingual ESL/Bilingual Programs  
Community School District 32  
797 Bushwick Ave.  
Brooklyn, NY 11221

Ursula Lord, Education Program Specialist  
OBEMLA, U.S. Department of Education  
330 C Street, SW  
Washington, DC 20202

Art Love, Acting Director  
OBEMLA, U.S. Department of Education  
330 C Street, SW  
Washington, DC

Carol Manitaras, Education Program  
Specialist  
OBEMLA, U.S. Department of Education  
330 C Street, SW  
Washington, DC 20202

Lynn Marso, Teacher Specialist  
Glendale Unified School District  
Professional Development Programs  
319 North Central Ave.  
Glendale, CA 91203

Kitty Martin, Title VII Director  
Magdalena Municipal Schools  
PO Box 24  
Magdalena, NM 87825

Norma Martinez, Director, Federal State  
Projects  
Fremont Unified Schools  
4210 Technology Drive  
Fremont, CA

Bernie Martinez, Program Coordinator  
Centennial Board of Cooperative  
Educational Services  
800 8th Avenue, Suite B10  
Greeley, CO 80631

Elizabeth Mason, Project Coordinator  
Brawley Elementary School District  
261 D St.  
Brawley, CA 92227

Susan Mayberger, Assistant Supervisor of  
ESL  
Omaha Public Schools  
TAC-3215 Cuming St.  
Omaha, NE 68131

Denise McKeon, Senior Policy Analyst  
National Education Association  
Washington, DC

Ricardo Z. Medina, Superintendent  
Central Union High School District  
351 Ross Avenue  
El Centro, CA 92243

Darlene Miles, Management & Program  
Analyst  
OBEMLA, U.S. Department of Education  
330 C Street, SW  
Washington, DC 20202

Herlinda Naranjo, Title VII Program  
Coordinator  
Houston Independent School District  
5207 Airline Dr.  
Houston, TX 77022

Kim-Anh Nguyen-Phan, Title VII  
Coordinator  
Franklin-McKinley School District  
645 Wool Creek Drive  
San Jose, CA 95112

Toni Oklan-Arko, Coordinator, ELD  
Services  
West Contra Costa Unified ELD Services  
1108 Bissell Ave.  
Richmond, CA 94801

Janet Orr, Deputy Director  
Center for Equity & Excellence in  
Education, GWU  
1730 N. Lynn St., Suite 401  
Rosslyn, VA 22209

John Ovard, Cluster Coordinator  
OBEMLA, U.S. Department of Education  
330 C Street, SW  
Washington, DC 20202

Joe Palomo, Bilingual Coordinator  
Lovington Municipal Schools  
310 North 5th - PO Box 1537  
Lovington, NM 88260

Mary E. Palomo, Teacher  
Lovington Municipal Schools  
310 North 5th - PO Box 1537  
Lovington, NM 88260

Charles Parchment, Director, Language  
Development Dept.  
Franklin-McKinley School District  
645 Wool Creek Drive  
San Jose, CA 95112

Jorge L. Parra, Director of Title VII  
Central Union High School District  
351 Ross Avenue  
El Centro, CA 92243

Sharon Peregoy, Federal Programs  
Lodge Grass Public Schools  
124 North George, PO Box 870  
Lodge Grass, MT 59050

Alfred Potter, Teacher  
Pimeria Alta School  
310 N. Grand Court Plaza, Suite 1  
Nogales, AZ 85621

Sandra Potter, Executive Director  
Pimeria Alta School  
310 N. Grand Court Plaza, Suite 1  
Nogales, AZ 85621

Franklin Reid, Management & Program  
Analyst  
OBEMLA, U.S. Department of Education  
330 C Street, SW  
Washington, DC 20202

Rebecca Richey, Education Program  
Specialist  
OBEMLA, U.S. Department of Education  
330 C Street, SW  
Washington, DC 20202

Dave Rushforth, Business Manager  
Fremont County School District #38  
PO Box 9211  
Arapahoe, WY 82510

Cynthia Ryan, Education Program  
Specialist  
OBEMLA, U.S. Department of Education  
330 C Street, SW  
Washington, DC 20202

Wageh Saad, Coordinator, Bilingual  
Education  
Dearborn Public Schools  
18700 Audette St.  
Dearborn, MI 48124

Anita Salazar, Superintendent  
Weld County School District Re-8  
301 Reynolds  
Fort Lupton, CO 80621

Harpreet Sandhu, Education Program  
Specialist  
OBEMLA, U.S. Department of Education  
330 C Street, SW  
Washington, DC 20202

Juan Sandoval, Director of Bilingual  
Education  
Parlier Unified School District  
900 Newmark Ave.  
Parlier, CA 93648

Maura Sedgeman, Resource Teacher  
Dearborn Public Schools  
18700 Audette St.  
Dearborn, MI 48124

Mary L. Serrano, Title VII Project  
Coordinator  
Banning Unified School District  
161 W. Williams St.  
Banning, CA 92220

Susan Serrano, Director of  
Multilingual/Multicultural/Title VII  
Programs  
Community School District 3  
154 West 93rd St.  
New York, NY 10025

Steven Silver, Education Program  
Specialist  
OBEMLA, U.S. Department of Education  
330 C Street, SW  
Washington, DC 20202

Bobbie Sparks, Instructional Specialist  
Lamar Consolidated ISD  
3911 Ave I  
Rosenberg, TX 77471

Alex Stein, Program Analyst  
Comprehensive School Reform  
Demonstration Program, OESE, DOE  
Washington, DC

Omer Stiff, Board Member  
Brawley Elementary School District  
261 D St.  
Brawley, CA 92227

Susan Stratton, External Evaluator  
Lovington Municipal Schools  
Lovington, NM

Antonia Tapia, Coordinator, Project  
Mariposa  
Ysleta Independent Schools  
9006 Sims Dr.  
El Paso, TX 79925

Buoy Te, Deputy Director  
OBEMLA, US Department of Education  
330 C Street, SW  
Washington, DC 20005

Valerie Thatcher, Director of Educational  
Services  
Mountain Empire Unified School District  
3921 Buckman Springs Road  
Pinevalley, CA 91962

Beth Thompson, Project LEARN  
Coordinator  
Lamar Consolidated Independent School  
District  
3911 Avenue I  
Rosenberg, TX 77471

Andrea Todd, Research Associate  
NCBE-GWU  
2011 Eye Street, NW, Suite 200  
Washington, DC 20006

Robert Trifiletti, Education Program  
Specialist  
OBEMLA, U.S. Department of Education  
330 C Street, SW  
Washington, DC 20202

Cheri Tuinstra, Instructional Technology  
Applications Facilitator, Title VII Grant  
Director for Gardena Complex  
Los Angeles Unified  
1208 Magnolia St.  
Gardena, CA 90247

Marcia Turner, Director of Special  
Ocean View School District  
2382 Etting Rd.  
Oxnard, CA 93033

Dinh VanLo, Project Director, Project  
TEACH  
Des Moines Public Schools  
1800 Grand Ave., Rm 551  
DesMoines, IA 50307

Corinne Varon, Coordinator of Title VII -  
Cambridge Bilingual Education Reform  
Project  
Cambridge Public Schools  
159 Thorndike Street  
Cambridge, MA 02141

Edia Velez, Education Program Specialist  
OBEMLA, U.S. Department of Education  
330 C Street, SW  
Washington, DC 20202

Kim Anh Vu, Administrator on Special  
Assignment/Project Director  
Oak Grove School District  
6578 Santa Teresa Blvd  
San Jose, CA 95119

Janet Welch, Title VII Systemwide  
Coordinator  
Pajaro Valley Unified School District  
PO Box 50010  
Watsonville, CA 95077-5010

Susan Williams, Project Coordinator  
Prime DC-Bancroft School  
1755 Newton Street, N.W., Rm 21  
Washington, DC 20010

Kia Yang, Bilingual Resouce  
Minneapolis Public Schools  
925 Delaware St.  
Minneapolis, MN 55414

Diana Yu, Program Support Assistant  
OBEMLA, U.S. Department of Education  
330 C Street, SW  
Washington, DC 20202

Nancy Zelasko, Research Scientist  
NCBE-GWU  
2011 Eye Street, NW, Suite 200  
Washington, DC 20006