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ABSTRACT

The materials in this manual are designed to help workshop leaders prepare for and present a workshop for school board members on identifying and practicing policies that effectively foster improved instruction. In confirming school boards' commitment to school improvement, this workshop also points out the boards' roles in governance, the relevant research on school effectiveness, the importance of formulating and implementing instructional goals, and the relationship between collective bargaining and school boards' advocacy for excellence. The manual consists of six sections: an introduction; three sections on planning, presentation, and evaluation; a selection of resource materials; and a booklet for workshop participants. The presentation section includes sequential descriptions of workshop activities, leader focuses for each activity, and instructions for conducting those activities. The evaluation section advises participants on what aspects of the workshop to evaluate and provides an evaluation form. The resource materials provided include: selections from a National School Boards Association report on instructional improvement; excerpts from Washington State statutes regarding school board responsibility for instruction; a report presenting the instructional goals of Clover Park School District (Tacoma, WA); a paper on the characteristics of school effectiveness; and masters from which transparencies for projection at workshops can be reproduced. (JW)
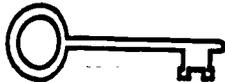
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a project to develop new materials in boardsmanship education for local sc
board members. It is a joint effort among:

o   The Association of Alaska School Boards

o   The Idaho School Boards Association

o   The Montana School Boards Association

o   The Oregon School Boards Association

o   The Washington State School Directors' Association

o   The National School Boards Association

o   The Northwest Regional Educational Laboratory

KEYS TO SCHOOL
BOARDSMANSHIP

Northwest
Regional
Educational
Laboratory

<u>Prologue</u>:

This workshop is one in a series of thirteen developed by the Northwest
Regional Educational Laboratory (NWREL) as part of the "Keys to School
Boardsmanship" project.

The workshop programs resulting from the project are intended to help
strengthen local school boards through continuing education.

The workshops in the series have been thoroughly tested by NWREL staff and by
the staff of state school board associations in Alaska, Idaho, Montana, Oregon
and Washington. These programs have been found to be extremely useful as
tools for strengthening continuing education services to school board members.

The "Keys to School Boardsmanship" materials are now being published and
distributed by the National School Boards Association (NSBA). In addition,
the NSBA is developing a national center designed to assist state associations
to make the best use of the material.

Thirteen programs in the series now available from NSBA include:

    o   Board/Administrator Relations

    o   Building Bridges: School Board Political Roles

    o   Communicating with the Community

    o   Conflict: Alternatives to Blowing a Fuse

    o   Effective School Board Meetings

    o   The Educational Management Team

    o   Policy Development

    o   Policy is Power

    o   Program Evaluation: School Board Roles

    o   What Do School Boards Do?

    o   School Board Self-Assessment

    o   School Improvement: A Critical Function of School Boards

    o   Teamwork: The Board and Superintendent in Action

REPORT CARD
SCHOOL EFFECTIVENESS

	EXC	SAT	NI
		✓	
Board Goals and Objectives		✓	
Strong Principals	✓		
Effective Teachers		✓	
Effective Use of Instructional Time			✓
Instructional Materials		✓	
Parental Involvement			

SCHOOL IMPROVEMENT:

A Critical Function of School Boards

A Manual for Workshop Leaders

Developed by

Keys to Boardsmanship Project Staff, NWREL
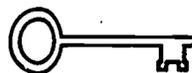
KEYS TO SCHOOL BOARDSMANSHIP

This manual is designed to assist workshop leaders in their preparation and presentation of the School Improvement workshop.

Purpose and Rationale

This workshop program has been developed in response to a need expressed by local school board members and leaders of their state and national associations.

The workshop is an attempt to recognize the critical nature of the board's function to provide for a program of quality instruction. Boards are seeking to identify and practice effective behaviors and strategies in a desire to fulfill a fundamental responsibility for the improvement of instruction. The workshop seeks to present strategies and techniques which boards generally have employed successfully.

Objectives

The objectives of the workshop are:

   o   To confirm and legitimize the board's interest and commitment to the improvement of instruction

   o   To identify productive board behaviors in fulfilling the function of governance

   o   To learn/confirm that board and community expectations are set forth in the formulation of goals and objectives

   o   To consider emerging knowledge concerning school effectiveness as revealed by current research

   o   To utilize the policy development process as the board's tool for the implementation of instructional goals and objectives

   o   To consider the importance of advocacy for excellence in instruction through the collective bargaining process

Organization of the Leader's Guide

   Section 2:   Planning the Workshop

                  This section contains information about preparations the leader needs to make before presenting the workshop. Included are hints and suggestions about:

                  o   Background reading

o   Physical arrangements to make

o   Groupings of participants

o   Materials preparation

o   Equipment needed

Section 3:   Presenting the Workshop

This section includes a step-by-step description of workshop procedures, along with time allocations and required resources. Here, you will find:

o   A sequence of workshop activities

o   Specific instructions and references to participant materials and audio and visual aids

o   A leader focus for each workshop activity

o   Helpful hints about workshop activities

Section 4:   Evaluating the Workshop

In this section, you will find information about various approaches to evaluation of the workshop. Included are:

o   A rationale for getting feedback about the workshop

o   A sample workshop evaluation form

o   A discussion of alternatives

Section 5:   Resources

This section contains reading material which the leader will need to be familiar with before presenting the workshop. Included in this section are:

o   Concept papers

o   "Theory" papers

o   Further explanation of ideas developed in the workshop

Section 6:   Participant Materials

This section contains a participant booklet for the workshop.

SECTION 2: PLANNING THE WORKSHOP

As you plan the <u>School Improvement</u> workshop, you will need to consider several issues and make many choices. The issues discussed here are:

o   Determining the scope and focus of the workshop

o   Becoming thoroughly familiar with background materials, workshop procedures and resource materials

o   Physical arrangements for the workshop

o   Grouping of participants

o   Preparation of handout materials

o   Equipment needs

In this section, you will find suggestions intended to help you consider and make decisions about these issues, and to develop your workshop plan.

Focus and Scope of the Workshop

<u>School Improvement</u> is comprised of four units, or mini-workshops, each of which can stand alone with the proper introductory information. Overall, the workshop engages participants in examining strategies for improving schools <u>from the board level</u>.

Unit I focuses upon goal setting as the board's tool for defining the curriculum.

Unit II provides a broad background of research findings about the characteristics of effective schools.

Unit III focuses upon policy making as the board's tool for governing instruction.

Unit IV develops the notion that collective bargaining can be an important tool for school improvement.

You have an important decision to make in determining which of these units to present as part of the workshop, and what emphasis to give each unit. In all probability, the time allotted for your workshop will not permit you to present this complete series of units. You will need to determine in advance the sequence of units or activities that you can effectively present in the time available. In doing so, you will want to consider the timely interest of prospective participants as well as the program goals of your association. "Cutting and pasting," or "mixing and matching" of units and activities are fully expected in the preparation of these manuals in the Keys to Boardsmanship series. Use this manual as a resource to assist you in "doing your own thing!"

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Sample Agenda for the School Improvement Workshop

The workshop, and its various units, was designed with specific
objectives and time requirements in mind. It will be helpful to you to
review these in the sample agenda which follows:

Unit	Time		Activity, Number and Name
Introduction	25 min.		
	5 min.	1.	Purpose and Objectives
	10 min.	2.	The Board and Its Mandates
	10 min.	3.	How Do Boards Become Involved?
I. Charting the Course	20 min.		
	5 min.	1.	The Parameters of Local Control
	15 min.	2.	Defining Curriculum Through the Adoption of Goals and Objectives
II. Effective Schooling	40 min.		
	5 min.	1.	Schools Do Not Always Succeed
	15 min.	2.	Elements Which Contribute to or Detract from Success
	20 min.	3.	What Research has Established as Elements of Effective Schooling
III. Governing Instruction Through Board Policies	60 min.		
	10 min.	1.	Review of the Policy Development Process
	50 min.	2.	Constructing Policies to Govern Implementation of the Program of Instruction
IV. School Improvement and Collective Bargaining	100 min.		
	10 min.	1.	Identifying Impacts of Collective Bargaining
	20 min.	2.	Elements of Effective Schooling
	20 min.	3.	Research on Impacts of Collective Bargaining Upon Instruction
	50 min.	4.	What Can Boards Do to Improve Schools Through Collective Bargaining
V. Summary and Evaluation	15 min.		

Becoming Familiar with the Materials

Reviewing Resource Materials Provided: Background materials prepared and organized to assist the workshop leader are provided in the Resource section of this manual. As part of your planning, you will want to take time to carefully review the materials provided in Section 5. There you will find the following documents:

o   The School Board and the Instructional Program, excerpted from an NSBA Research Report, 1981-82

o   State Mandates and Control of Local School Boards, excerpts from the statutory code and the administrative code of the state of Washington

o   Tools for Curriculum Development, a plan for the development of instructional goals and objectives as implemented by the Clover Park (Washington) School District

o   Selected Effectiveness Characteristics, A synthesis of what researchers have reported to be the critical elements of effective schooling, prepared by the Southwest Educational Development Laboratory, Austin, Texas.

o   Collective Bargaining: Impacts and Prospects for School Improvement, an analysis of research reports prepared by Keats Garman.

These papers serve to give you background in the workshop topics. They contain information you will need to present the workshop and to respond to questions about the topics.

The papers summarize relevant research, explain in greater detail the concepts and ideas involved in the workshop, and develop a perspective or framework for the topic.

Reviewing Workshop Procedures

This step in preparing for a workshop will lead you directly to Section 3 for a detailed review of workshop procedures.

As you review the workshop procedures, you may wish to underline various points you will want to emphasize.

Also, you will find it helpful to identify the related resource material for each activity, and to become familiar with the participant materials related to each activity.

You will note that each workshop activity is introduced by name, and is followed by a Leader Focus, a statement of the purpose or objective of the activity. In the left-hand column are estimated time requirements for each activity, and for parts of the activity. In the right hand column, resources and references related to the activity or procedure are identified. The bulleted items (o) are the specific steps the leader takes in presenting the workshop. These include instructions to participants, lecturettes, and other procedures. At the end of some activities, Helpful Hints are provided in order to share some of the experiences which the developers have had at that point in the workshop.

The following example illustrates the organization of information in Section 3.

EXAMPLE

TIME		MATERIALS

5 min.   Activity 1: Review the Policy Development Process

Leader Focus: Using transparencies make a brief
presentation to focus participant attention on the
policy development process and to create a basis of
common understanding.

o   What is a policy?   Trans. SI 12

o   What purposes do policies serve?   Trans. SI 13

o   What are the essential elements of a policy?   Trans. SI 14

o   The policy development cycle   Trans. SI 15

o   Things to remember   Trans. SI 16

Lecturette: Note that this workshop program   Trans. SI 17
has sought to build a foundation upon which
policies relating to the instructional program
can be constructed. Three cornerstones of that
foundation are:

--   Prevailing mandates--federal/state laws
      and court decisions--limitations put upon
      local board option

--   Curriculum goals and objectives--the
      declared expectations of the community as
      identified and articulated by the local
      school board

--   Knowledge drawn from instructional
      experience--findings of research regarding
      factors proven to be critical to effective
      schooling

Helpful Hint: This activity serves only to
remind participants of what they have learned
before and to establish a common ground for
activities to follow. It should be stated
here that the Keys to Boardsmanship series
offers two complete workshops dealing with
the policy development process.

You will note that each activity is "framed" between solid lines, to help identify when activities end and begin.

Reviewing the Participant Booklet

The participant booklet for this workshop is found in Section 6 of the manual.

You will want to become thoroughly familiar with the participant booklet for the School Improvement workshop you plan to present. In particular, you should get clearly in mind the participant worksheets and Idea Papers as they are referred to in Section 3 of the manual.

The booklet is designed to provide participants with instructions and worksheets for activities, and with summaries of information provided in the workshop. The Idea Papers should not be read during the workshop. Rather, they are preparation materials for the leader. Participants should not need to take extensive notes during these workshops. This distracts from their attention.

Each page in the participant booklet is keyed to an activity or procedure described in Section 3, "Materials" column.

Finally, each booklet contains a tear-out workshop evaluation form as the final page. You will find more information about this in Section 4.

Physical Arrangements for the Workshop

You should give some thought to this issue as you plan your workshop.

Don't neglect to identify the most strategic position for yourself in the room. You should be the focus of attention, easily visible by all participants, and within comfortable voice range for all. You should be within easy reach of the overhead projector.

Since the workshop requires a high level of individual, small group, and large group participation, it works best when participants are seated in groups of five to seven around round tables.

This arrangement gives the workshop leader and the participants the greatest amount of flexibility in moving from one kind of activity to another.

This arrangement also allows you to circulate among tables and participants, answer individual questions, and keep the groups on task.

You will also need to plan for ease of viewing the overhead transparencies used throughout the workshop. Whether you use a screen or a blank wall for showing the transparencies, all participants should be able to see them easily from their vantage point in the room without shifting their positions greatly.

Grouping the Participants

Give some thought to this issue. Typically, two kinds of groupings of participants are possible in a workshop.

o   Stranger groups, made up of individuals who do not know one another well. For example, school board members from different school districts probably do not know one another well.

o   Home groups, made up of people who are quite familiar with one another, because they work together, or socialize often. School board members from the same district are an example.

Stranger groups are created simply by directing participants to sit with people from other districts as they enter the room. There are advantages to establishing such groupings, including:

o   A sharing of a variety of experiences, ideas, and perspectives

o   Development of a broader perspective about problems, issues and solutions

o   An avoidance of tensions, problems, and differences which may be present in a home group

In establishing stranger groups, care should be taken to allow individuals to get acquainted with one another early in the workshop. You might ask people at each table to introduce themselves, and give some information about their district, their schools, or other matter.

Another alternative is to establish home groups for the workshop. Home groups have several advantages, too:

o   Participants may make direct use of the workshop to develop plans or ideas they want to put to use.

o   Since they are already familiar with one another, they need no time to get acquainted.

o   They have established patterns of discussion and interaction.

Your use of home or stranger groups will depend on your overall objectives, and upon what you know about the workshop participants.

In either case, you should plan to monitor the group progress regularly during the workshop to ensure full participation and task related behavior. If, by chance, the seating does not lend itself to small group arrangements, ask participants to interact with one or two neighbors when the activity calls for discussion or sharing.

Task Orientation and Participant Accountability

The use of humor throughout a workshop helps lighten the mood and provides for needed relief from hard work. Use it, but use it judiciously.

Participants like a businesslike attitude from the workshop leader. Moreover, you will have to maintain a task focus for the workshops in order to complete them, since they are tightly sequenced. Participants sometimes will want to pursue a line of discussion or questioning, or to continue small group discussions beyond the time allowed. You must control the time carefully and tactfully, bringing the workshop back in focus. You can help ensure small group accountability by asking each to select a discussion leader and reporter for group tasks.

Preparation of Workshop Materials

As part of your planning for a workshop, you will need to be certain that you have enough booklets for all participants.

In addition, it is helpful to organize your own materials (notes, transparencies, workshop procedures) in the sequence you plan to follow.

It is recognized that circumstances related to each workshop session will require that the leader be very creative in the use of this material. Time constraints will dictate how much of the total presentation can be effectively delivered. Timely issues and special interests of a participant group will suggest emphasis on certain units and the omission of others. The loose-leaf format of this material enables the leader to remove portions, revise, add to or delete activities or entire units. Using this manual as a resource, the creative and sensitive leader may wish to modify or create his/her own presenting section and participant booklet.

Equipment

This workshop requires the use of an overhead projector and screen (or blank wall) for projection. Check the projector in advance to ensure that it is in good operating order. It is a good idea to have a spare projector bulb close at hand in case of malfunction. On occasion, you may need to use a microphone. A portable, clip-on type is suggested, since this allows you to move about.

Transparencies for The School Improvement Workshop

In preparing for workshop presentations, review and put in order the appropriate transparencies. You might also rehearse how you are going to use these in your presentation.

Number	Title
SI 1	Workshop Objectives
SI 2	NSBA Poll on Interests and Expectations of Board Members
SI 3	Four Functions of School Boards
SI 4	Successful Board Behaviors
SI 5	Topical Outline of Typical State Mandates to Local School Districts
SI 6	Schools That Succeed Show Evidence of Strong Leadership for Instruction
SI 7	Schools That Succeed Show Evidence of Excellent Teachers
SI 8	Schools That Succeed Show Evidence of Positive School Climate
SI 9	Schools That Succeed Show Evidence of Targeting Instructional Emphases
SI 10	Schools That Succeed Show Evidence of Attention to Program Assessment and Evaluation
SI 11	Schools That Succeed Show Evidence of Maintaining Strong Support Systems
SI 12	What is a Policy?
SI 13	Written Policy is Needed
SI 14	A Policy Should...
SI 15	Policy Cycle
SI 16	Remember...
SI 17	The Cornerstones of Instructional Policy
SI 18	Areas of Impact Upon Instructional Policies

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SCHOOL IMPROVEMENT: A CRITICAL FUNCTION OF SCHOOL BOARDS

<u>To the Leader</u>: This workshop program focuses on the role and responsibilities of the school board in fulfillment of the board's critical function to provide a program of quality instruction. A variety of activities are outlined to provide information to participants and to involve them in the acquisition of knowledge and skills which will develop confidence and a sense of commitment. Following introductory activities, the workshop presentation is organized into four topical units:

    o   Charting the course: Defining the curriculum through the adoption of
         goals and objectives

    o   Using what has been learned about effective schooling to govern
         instructional procedures

    o   Using policy development as the board's tool for governing the
         program of instruction

    o   Advocating excellence in instruction as the critical issue in
         collective bargaining

The leader concludes with a summary of activities and a request for participant evaluation of the workshop.

Total Time: 25 min.	INTRODUCTION	
5 min.	Activity 1: Purpose and Objectives of Workshop	

Leader Focus: Open the workshop by explaining that the purpose of the workshop is twofold: to confirm the board's fundamental responsibility for the provision of a program of quality instruction and to explore effective practices and procedures employed by school boards in performance of this primary function of governance.

Refer participants to page 1 of the workshop booklet and read the objectives of the workshop:

Trans. SI 1
Participant
Booklet
Page 1

o   To confirm and legitimize the board's interest and commitment to the improvement of instruction

o   To identify productive board behaviors in fulfilling the function of governance

o   To learn/confirm that board and community expectations are set forth in the formulation of goals and objectives

o   To consider emerging knowledge concerning school effectiveness as revealed by current research

o   To utilize the policy development process as the board's tool for governing the program of instruction

o   To consider the importance of advocacy for excellence in instruction through the collective bargaining process

10 min.   Activity 2: The Board and Its Mandate

Leader Focus: This activity is designed to confirm and legitimize the individual and collective interest of board members in the improvement of instructional programs. This is essentially a lecturette providing for responses from participants.

o   Surveys show that meaningful involvement in   Trans. SI 2
       instructional decision-making is a primary
       interest of most board members. Surveys also
       show that board members often become frustrated
       by preoccupation with other concerns.

o   Ask participants to turn to page 2 of their   Participant
       workshop booklets. Put a "/" in the blank   Booklet
       which indicates the percentage of meeting   Page 2
       time which your board spends—on the
       average—on matters directly related to the
       instructional program. Put another "/" in the
       blank which indicates the percentage of board
       meeting time which you wish were devoted to
       matters of instruction.

       Ask for a show of hands on responses for each
       table. Note that surveys show that boards
       typically spend 10-20 percent of their time on
       instruction and that they wish it were
       40-60 percent.

o   Ben Brodinsky categorizes the various responsi-   Trans. SI 3
       bilities of school boards into four primary   Participant
       functions. Note that "providing for a program   Booklet
       of quality instruction within available   Page 3
       resources" is the number one function. Note
       that page 3 of the participant booklet details
       some of the facets of board responsibility in
       regard to the function of providing for a program
       of quality instruction.

o   An analysis of the education code of 33 states   Participant
       and the District of Columbia revealed that <u>every</u>   Booklet
       <u>state</u> charges the local school board with   Page 4
       responsibility for the instructional program.
       Refer to participant booklet. Note typical
       statutory language.

o   The people agree as well. A Gallup Poll in
       1980 revealed that 68 percent of persons polled
       responded that <u>the local school board</u> should
       decide what is taught in the schools.
       15 percent said state government, 9 percent
       said federal government and 8 percent "didn't
       know" who should decide what is taught in the
       schools.

o   There can be little doubt that boards want to
       be more involved in the improvement of
       instruction and that boards have a mandate to
       do so.

10 min.   Activity 3:   How Do Boards Properly Become Involved?

Leader Focus: The purpose of this activity is to
direct board attention into channels of performance
behavior that are both productive and ethical. This
is essentially a lecturette providing for responses
from participants.

o   So, you want to get involved; to, as a board,
     have a positive influence on the upgrading of
     instructional programs. Further, you know that
     you have not only the right but also a legal
     responsibility to do so.

     How do I do it? What can I do? Shouldn't we
     leave matters of curriculum and instruction to
     the professional staff? Won't I "threaten" the
     professionals if I start getting involved?

o   Ben Brodinsky has outlined six types of   Trans. SI 4
     behaviors which board members can usefully   Participant
     and ethically employ to carry out their   Booklet
     governance functions. The behaviors are   Page 5
     appropriate to any of the board's governance
     functions. They suggest effective approaches
     to the decision-making process.

     Note that page 5 of the participant booklet
     describes these behaviors in greater detail
     than is shown on the transparency.

o   Ask participants for a show of hands as to how
     many have used these behaviors successfully.

     Unsuccessfully? Call on one or two
     participants to report "what went wrong."

     Ask if any participant would like to suggest
     other behaviors that have been employed
     successfully.

Total   UNIT I--CHARTING THE COURSE: DEFINING THE CURRICULUM THROUGH
Time: THE ADOPTION OF GOALS AND OBJECTIVES
20 min.

5 min.   Activity 1: The Parameters of Local Control

             Leader Focus: This activity seeks to remind
             participants that, although our system of school
             governance is based on a strong tradition of local
             control, it is a fact that local school districts
             are creatures of the state and that local school
             board authority is delegated by the state. The
             depth and breadth of local school board authority is
             as circumscribed by parameters established by the
             state.

             o   Lecturette: Take about five minutes to review
                  some types and limits of state control imposed
                  upon local school boards in your state which
                  impact on educational programs.

                  --   Basic program requirements   Trans. SI 5

                  --   Certification standards

                  --   Minimum time requirements (school day,
                       school year)

                  --   Evaluation procedures

                       --- Program
                       --   Instructional materials
                       --   Staff personnel

                  --   Public involvement

             ┌───┐
             │ Helpful Hint: Every state, either by statute │
             │ or administrative code, invokes some sort of   │
             │ mandates circumscribing local board control   │
             │ of the program of instruction. Before   │
             │ presenting this lecture, you should become   │
             │ familiar with some of the parameters   │
             │ established by your state. A resource paper   │
             │ provided in this manual illustrates some of   │
             │ the parameters which prevail in the state of   │
             │ Washington. It is probable that your state   │
             │ association or department of education can   │
             │ provide a summary listing of provisions which │
             │ prevail in your state.   │
             └───┘

15 min.   Activity 2: Defining the Curriculum Through the
           Adoption of Goals and Objectives

           Leader Focus: The purpose of this activity is to
           remind participants that the board's tool for
           defining the curriculum--what is to be taught, to
           whom, when--is the development and adoption of goals
           and objectives. This workshop program assumes that
           participants have prior knowledge of and some
           experience with the goal-setting process. The
           intent here is to refresh memories and to develop a
           common ground of understanding as to how the board
           properly defines the curriculum.

           o   Refer participants to page 6 of their booklets   Participant
                and review the graphic illustration of the   Booklet
                board's tools for curriculum development.   Page 6
                Call attention to the credit given to the
                Clover Park (Washington) School District.

           o   Explain that each school district adopts its
                own structure and format for the development
                and communication of goals and objectives. The
                illustration represents one district's
                successful effort.

           o   Make the point that the process of defining
                goals and objectives and, ultimately, adopting
                them is a very substantial undertaking. The
                board may expect the process to extend over a
                five-year period. And then, it will be time to
                start over again. The process must involve
                citizen and staff input even though the board
                is the final determiner and adopter of goals
                and objectives. The successful implementation
                of goals and objectives will depend largely
                upon the degree to which all parties to the
                process are able to assume "ownership" in what
                has been adopted--share a commitment to
                effective implementation.

           o   Refer participants to page 7 of their booklets   Participant
                for an illustration of one school district's   Booklet
                specification of district (system) goals.   Page 7
                Note that district (system) goals are simple
                statements in broad, declarative terms which
                express the expectations of the board and the
                community concerning what is to be taught.
                Again, call attention to the credit given to
                the Clover Park (Washington) School District.

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                                            21

o   Refer participants to page 8 of their booklets   Participant
for an illustration of program goals adopted by   Booklet
one school district for the teaching of   Page 8
mathematics. Note that program goals are also
stated in declarative terms although they
express the unique contributions of one subject
matter area to the total educational program.
Again, call attention to the credit given to
the Clover Park (Washington) School District.

o   Refer participants to page 9 of their booklets   Participant
for an illustration of student learning   Booklet
objectives adopted by one school district for   Page 9
the teaching of mathematics at the fifth grade
level. Note that these objectives are stated
in behavioral terms and are quite specific
indicating not only what is to be learned but
also how much and at this particular grade
level. Note further that the district should
devise tests designed to measure the degree of
student mastery of these specific learning
objectives. Thus, a testing program measures
achievement according to what the school has
actually attempted to teach rather than
achievement according to some testmaker's
notion of what should be taught.

o   Note the need on the part of every board of
directors to assign staff responsibility for
management of the effort toward attainment of
adopted goals and objectives. "Management"
responsibility includes monitoring activities
and the systematic reporting of progress toward
the attainment of goals and objectives.

In summary, make the point that, without
adopted goals and objectives, the board has no
functional basis for control of the curriculum
or its implementation. Nor does it have any
realistic basis for staff accountability.
Goals and objectives provide a solid basis for
communication and understanding between the
community and the staff of the schools.

Helpful Hint: You will want to review the
materials in the resource section of this
guide preparatory to presenting this
activity. The Clover Park School District
uses the terminology of system goals rather
than district goals. It is probable,
however, that most workshop participants will
be familiar with the terminology of district
goals. The Clover Park format is quite
advanced and sophisticated. It is probable
that most workshop participants will not be
familiar with all of the intermediate levels
of program goals, course goals and
instructional objectives. Participants may
choose not to include one or more of those
levels of explication. You should proceed
through this activity rather briefly. You
cannot, in the time available, provide a
full-blown presentation on goal-setting. If
participants have no prior familiarity with
the development of goals and objectives,
suggest that they request a complete workshop
on that subject from their state association.
It may also be true that your own state
association has developed a program for
defining and adopting program goals and
objectives in which a particular format and
procedures are recommended. If such be the
case, you will want to substitute that
material for the Clover Park material in the
presentation of this unit of the workshop.

Total   UNIT II--USING KNOWLEDGE OF EFFECTIVE SCHOOLING TO GOVERN
Time: INSTRUCTIONAL PROCEDURES
40 min.

5 min.   Activity 1: Schools Do Not Always Succeed

               Leader Focus: The point to be made here is that the
               best laid plans do not always work out as intended.
               Carefully developed goals and finely crafted
               objectives are frequently not fully achieved. Much
               time and energy has been expended in an attempt to
               learn why some schools appear to be more successful
               than others in the implementation of program goals
               and objectives.

               o   Lecturette: Let's assume that all of the
                      school boards represented here have done a good
                      job of planning. Goals and objectives for each
                      district's program of instruction have been
                      carefully developed and adopted. Management
                      responsibilities have been assigned. The goals
                      and objectives have been fully communicated to
                      citizens and to the professional staff. We all
                      have a clear understanding of what we want.

                      It is a well known fact, however, that we do
                      not always get what we want--or, as much of it
                      as we want. Schools differ in effectiveness.
                      Some school districts are more or less
                      effective in achieving instructional goals and
                      objectives than are others. Some schools
                      within a single school district are more or
                      less effective than others. Good planning is
                      the proper point of beginning but
                      implementation is often the critical determiner
                      of quality. Without a responsible planning
                      effort, effective implementation becomes a
                      matter of pure chance because we do not have
                      agreement on what it is that we want. But,
                      good planning does not in itself guarantee
                      results. Critical elements of effectiveness
                      lurk along the path of program implementation.

15 min.   Activity 2: What Elements Contribute To or Detract
               From Success?

               Leader Focus: The purpose here is to have the
               participants utilize their present knowledge of
               school effectiveness and to contribute ideas
               concerning the elements of effectiveness. It is
               also necessary that you the leader, explore the
               present level of participant knowledge concerning
               what has been learned about the elements of
               effective schooling.

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o   Ask participants to turn to page 10 in their   Participant
     booklets. "Think for a moment about schools   Booklet
     that you know--preferably, schools in your   Page 10
     own district but, not necessarily. Choose a
     school which you consider to be successful in
     achieving its instructional goals and
     objectives."

     --   Write down the name of that school--if you
          like, you can use a symbol not
          recognizable to others.

     --   Now, consider carefully your source of
          information for choosing that school:

          --- From acquaintance with student(s) who
               attend there?

          --- From general public reputation?

          --- From first-hand experience--
               visitation, etc?

          --- From reported test data?

          --- From acquaintance with professional
               staff?

          --- From employer(s) of former students?

          --- From whatever source

     --   Now, from whatever source your information
          came, what is it about that school that
          ranks it a cut above average in your
          mind? Try to list three characteristics
          in order of priority. Consider such
          things as: teachers, the principal,
          instructional program, activity program,
          degree of parental involvement, student
          characteristics, availability of
          instructional materials, level of
          expenditure, or any other factors that
          appear to be critical in your mind.

o   Ask participants to take five minutes to go
     around their table to compare notes about the
     critical factors of effectiveness. Note the
     factor most frequently mentioned at their
     table, the second, the third.

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o   Ask the tables to report. After the first
     table reports its most frequent factor, ask for
     a show of hands for other tables that agree.
     Seek another factor from second table, third
     table, etc.

20 min.   Activity 3: What Recent Research Has Established as
           Elements of Effective Schooling

           Leader Focus: Hopefully building upon elements
           perceived by workshop participants, the purpose here
           is simply to report, in an organized structure, the
           findings of recent research studies focused on the
           elements of effective schooling. Read the resource
           paper in preparation for this activity.

           o   Lecturette: Much attention has been directed
                in recent years to identification of the
                distinctive characteristics of highly regarded
                schools. What is it about the successful
                schools that sets them apart from schools that
                are not so successful? What is it that really
                makes a difference?

                The findings of researchers have been analyzed,
                categorized and reported in a number of
                studies. It can now be stated with
                considerable authority that certain elements of
                schooling are highly related to effectiveness.

           o   The transparencies provided with this manual
                (SI 6 through 11) provide an organizational
                structure for delivering your lecturette on
                what researchers are reporting to be the
                critical elements of effective schooling. The
                resource document "Selected Effectiveness
                Characteristics" will provide the documented
                information necessary to the preparation of
                your lecturette. In all probability you have
                your own sources of information gleaned from
                contemporary reports of what is being learned
                about effective schooling. You will prepare
                your own lecturette. It will have the greatest
                impact if you follow the organizational format
                provided by the transparencies which you can
                use as cue cards for your presentation. Such a
                technique is always more effective than reading
                a paper. If you wish to do so and if you have
                the means to do so, you could of course prepare
                your own set of transparencies and thus develop
                your own organizational format.

Helpful Hint: Move through this fairly
briskly. Don't get bogged down in
discussion. This activity is intended to set
the stage for the policy development unit by
giving topical suggestions for the
development of policies relating to
instruction. This is not intended to be an
exhaustive treatise on the subject of
effective schooling.

Total   UNIT III: GOVERNING INSTRUCTION THROUGH BOARD POLICIES
Time:
60 min.

Leader Focus: This unit seeks to demonstrate that
the policy development process is the board's major
tool for getting the job done. It is not enough to
declare intent and define content through the
definition of goals and objectives. Even
understanding the critical elements that distinguish
successful schools from those that are not so
successful does not get the job done. The board
must govern the implementation of its program
through policy development and the monitoring of
policy implementation.

10 min.   Activity 1: Review of the Policy Development Process

Leader Focus: Using transparencies make a brief
presentation to focus participant attention on the
policy development process and to create a basis of
common understanding.

o   What is a policy?   Trans. SI 12

o   What purposes do policies serve?   Trans. SI 13

o   What are the essential elements of a policy?   Trans. SI 14

o   The policy development cycle   Trans. SI 15

o   Things to remember   Trans. SI 16

Lecturette: Note that this workshop program   Trans. SI 17
has sought to build a foundation upon which
policies relating to the instructional program
can be constructed. Three cornerstones of that
foundation are:

--   Prevailing mandates—federal/state laws
      and court decisions—limitations put upon
      local board option

--   Curriculum goals and objectives—the
      declared expectations of the community as
      identified and articulated by the local
      school board

— Fnowledge drawn from instructional
experience—findings of research regarding
factors proven to be critical to effective
schooling

Helpful Hint: This activity serves only to
remind participants of what they have learned
before and to establish a common ground for
activities to follow. It should be stated
here that the Keys to Boardsmanship series
offers two complete workshops dealing with
the policy development process. Such
programs are available from your state
association.

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min.   Activity 2: Constructing Policies to Govern
        Implementation of the Program of Instruction

Leader Focus: This activity seeks to "get
participants into the act" of actually constructing
board policy. This is where board members take
steps to implement instructional procedures aimed at
achieving adopted goals and objectives. Policy is
the board's tool for effecting control. The task
here is for participants, working in table
groupings, to construct in outline form board
policies governing implementation of the
instructional program. The outline form should be
adequate to direct someone in preparing a first
draft of a policy statement.

o   Refer the participants to the five optional   Participant
     exercises offered beginning on page 11. Note   Booklet
     that the five options are arbitrarily selected   Page 11
     from many that could be offered. Ask each
     group of participants to consider each of the
     five options:

     --   Providing strong board leadership for
          instruction   Page 11

     --   Providing strong principal leadership for
          instruction   Page 12

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—   Providing for effective teaching .   ··Page 13

—   Providing for optimum use of time allocated
      for instruction   Page 14

—   Providing for appropriate instructional
      materials   Page 15

o   Ask the participants at each table to assign
first, second and third priority to the five
optional exercises offered in terms of their
preference for an assignment. Give them ten
minutes to consider the exercises and to assign
priorities.

o   Ask each group to report their first priority
and write them on a chart pak. (Table A
chooses Exercise 1, table C chooses Exercise 4,
etc.) If necessary, go to second and third
priorities. You make an assignment to each
table considering their priorities and the need
to consider all five exercises if possible. Be
arbitrary, if necessary. Don't get bogged down
in debate on preferences.

o   Ask each table to proceed to complete the
assigned exercise. Advise participants not to
dwell on precise language—phraseology. That
can be developed and refined in subsequent
drafts. Format is also a matter that will be
controlled by the policy manual style which
prevails in each local district. What is
sought here is an instructive outline of
desired content—an itemization of provisions
to be included in a policy statement. The
outline should be adequate to properly instruct
the superintendent—or whoever else may be
assigned—in the preparation of a policy
draft. The outline sets forth the preliminary
intent of the board.

o   Remind participants (Transparency SI 14) what   Trans. SI 14
a policy statement should include:

—   A statement cf purpose

—   Recognition of requirements and/or
      limitations

—   Direction for staff action

—   Assignment of roles and responsibilities

—   Provision for monitoring, evaluation and
    revision as necessary

—   Provision for information to staff and
    community

o   Remind participants (Transparency SI 17) that   Trans. SI 17
    board policy should result from broad staff and
    community input and be built upon the
    cornerstones of:

—   Prevailing mandates

—   Adopted goals and objectives

—   Knowledge drawn from experience and
    research on effective schooling

o   After 30 minutes, ask each table to report the
    content of their outline. As each table
    reports, provide an opportunity for
    participants at other tables to react.

—   Ask why certain provisions were stipulated

—   Suggest other desirable provisions

o   Finally, suggest that participants may wish to
    suggest to their local boards that policies
    governing instruction in that district be
    reviewed in consideration of:

—   Compliance with existing mandates

—   Effective implementation of adopted goals
    and objectives for instruction

—   Recognition of critical elements of
    effective schooling

—   Provisions for systematic monitoring

—   Provisions for systematic reporting to the
    board, the staff, and the community

Helpful Hint: When showing the
transparencies (SI 14 and SI 17) on policy
development, run them by rather quickly--just
as reminders of what they presumably know.
Primary attention should be directed to the
materials in the participant booklet.
Caution the participants to keep moving from
step to step in developing their outline
because time is short. Warn against allowing
discussion to get sidetracked into anecdotal
comments. When the group leaders report, do
not permit discussion to belabor the points
made. Just make the point and go to the
next. Try to avoid being judgmental about
content. Do be concerned that the policy
outline includes all necessary elements of a
good policy.

Total   UNIT 4:   ADVOCATING EXCELLENCE IN INSTRUCTION THROUGH COLLECTIVE
Time: BARGAINING
100 min.

           Leader Overview: School boards can and should view
           collective bargaining as a powerful vehicle for
           increasing the productivity of teachers and the
           effectiveness of schools. Through this activity,
           participants will understand some of the impacts
           collective bargaining is having on school district
           instructional policy, management and service.
           Further, they will identify ways to improve
           productivity and effectiveness through the
           bargaining process.

Total   Activity 1: Identifying Impacts of Collective
Time: Bargaining
10 min.

           Leader Focus: This activity serves as an
           opportunity for participants to gain focus on the
           topic of this part of the workshop.

2 min.   o   Introduce the activity as the first part in a
                workshop segment on collective bargaining and
                school improvement.

5 min.   o   Ask participants to signify, by raising their
                hands, if the following issues have been part
                of recent negotiations agendas:

                —   Length of school day

                —   Number of teacher preparation periods

                —   Ratios of teaching, administrative and
                     support staff

                —   After school responsibilities of teachers

                —   Teacher performance evaluations

                —   Others relating to teacher work definitions

3 min.   o   Conclude the activity by summarizing
                participant reactions to the issues. Point out
                that all of these issues have an impact upon
                teacher performance, productivity and school
                effectiveness.

Total Time: 20 min.

Activity 2: Elements of School Effectiveness

Leader Focus: This activity serves to review the key research findings in what makes schools effective.

10 min.   o   Introduce the activity by reviewing recent research on school effectiveness in providing convincing confirmation that effective schools share certain characteristics. These are:

— Strong leadership for instruction   Trans. SI 6

— A positive school climate conducive to   Trans. SI 8
learning

— Clear instructional emphasis on skills   Trans. SI 9
instruction, which entails agreement
among the professional staff that
instruction in the basic skills is the
primary goal of the school

— A system for monitoring and assessing pupil   Trans. SI 10
performance that is tied to instructional
objectives

8 min.   o   Using the transparency, share research findings   Trans. SI 7
on effective teacher behaviors, including:

— Highly qualified
— Hold high expectations
— Are task oriented
— Seek improvement through staff development

2 min.   o   Conclude this review of research findings by explaining that these are characteristics of effective schools, not a "formula" for effectiveness. Emphasize that collective bargaining, in addition to policy formulation, is an important tool for boards to use in implementing effectiveness/productivity.

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Helpful Hint:  If you have already covered
the effective schools information in an
earlier part of the workshop, review it
quickly here.
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Total   Activity 3:   Some Impacts of Collective Bargaining
Time: Upon Instructional Policy, Management and Service
20 min.

Leader Focus: Building upon the last activities
participants now hear about some research findings
regarding the impact of bargaining upon school
instructional effectiveness.

o   Introduce the activity by explaining that
       collective bargaining has been shown in several
       recent research reports to have had significant
       impact upon school districts' instructional
       policies, management and mix of services.

20 min.   o   Using the transparency, describe and explain   Trans. SI 18
               the areas of impact, including:

          —   Definitions of teachers' work

          —   Time teachers spend on instruction

          —   Management control of how teachers perform
               their work

          —   The roles and authority of the principal
               and other administrators

o   Give some specifics for each area.

       Definitions of Teachers' Work

          —   "Regular" vs. "extra" duty

          —   Discouraging the performance of "extra
               duties"

          —   Work rule changes (length of school day,
               after school meetings, etc.)

          —   Reduction of work of specialist teachers

          —   Minimal work or "slow downs" during
               negotiations or labor/management tensions

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Time Teachers Spend on Instruction

— Higher teacher absenteeism due to misuse
    of sick leave, other leave

— As much as five days of instruction lost
    per year due to specific contract language
    (three percent reduction per day)

Management Control of Teacher Performance

— Grievance procedures

— Negotiated performance evaluations

Roles and Authority of Principal

— Principals more careful in relationships
    with teachers

— Prncipals becoming more emotionally
    isolated in their jobs

— Principals must compete for teacher
    loyalty and cooperation with union and
    with district organization

— Principal's role as contract administrator

o   Conclude the lecturette by referring back to
    the elements of effective schools. Point out
    that collective bargaining is having the
    greatest impact upon (1) teachers' time in
    instruction and (2) the instructional
    leadership of the principal.

tal
ne:
min.

Activity 4: What Can Boards Do to Increase the
Productivity of Teachers and the Effectiveness of
Schools Through Bargaining?

Leader Focus: Participants now will have an
opportunity to review some strategies and to
generate others, to strengthen their bargaining
position in regard to teacher productivity and
school effectiveness.

in.   o   Introduce the activity by explaining that
            participants will now have an opportunity to
            review and identify strategies to improve
            teacher productivity and school effectiveness
            through the bargaining process. Remind them
            that bargaining is only one tool available to
            them for this purpose. Their ongoing role as
            policy makers is another.

in.   o   Explain that small groups of participants will   Participant
            address different aspects, and issues of school   Booklet
            effectiveness. Each group will be expected to   Pages 19-22
            report on its discussion and findings.

            —   Fringe benefits, especially leaves

            —   Teacher performance evaluation

            —   Role and authority of principal

            —   Teacher time on instruction/preparation

in.   o   Ask each group (of 5 to 8) to select a
            discussion leader for their topic.

min.   o   Ask each group to use the appropriate worksheet
            to record their ideas.

min.   o   Ask discussion leaders to give group reports.

in.   o   Summarize group reports, suggesting that these
            ideas can have great importance in collective
            bargaining in home districts.

in.   o   Quickly review the entire activity and draw it
            to a close.

:al

ie:

min.

SUMMARY AND EVALUATION

Leader Focus: This is a summarization by the leader
of the sequence of workshop activities followed by
participant evaluation of the workshop program.

o   The leader reviews in five minutes, "This is
     what we did," and "These are the points that
     were made."

o   The leader takes five minutes to elicit
     additional summary comments from participants.

o   The leader asks participants to take five   Participant
     minutes to complete the workshop evaluation   Booklet
     form.   Pages 23-24

Evaluation of strategies and materials has been a builtin feature of the Keys to Boardsmanship Project during the development and testing phases.

This workshop, the latest of a series of 13 produced, has not been field tested in its final form prior to release. Some units and materials included in the presentation have been tested. It is believed that evaluative experience with other products of the project as utilized in this final revision is sufficient to predict success for this workshop.

As a workshop leader, you are encouraged to evaluate the workshop in order to find ways to improve it or to modify it as experience may suggest.

Why Evaluate?

Continuous participant feedback to you as you present the workshop can be helpful in several ways:

o   Personal growth and development. Whether you are new to workshop presentations or a seasoned veteran, participant feedback can be helpful in your personal and professional development. Participant evaluation of your presentation style, of how helpful you were in their learning, and of how you handle time and materials can be invaluable to you as a source of growth.

o   Adapting the workshop. Participant feedback can give you ideas and · suggestions which will be helpful to you in planning future presentations of the workshop. Perhaps more time needs to be spent in one area. Perhaps objectives need to be made clearer. Perhaps participants grew too tired during a lengthy presentation. These participant perceptions and feelings will provide information for you to consider as you continuously adapt and modify the workshop in successive presentations.

o   Improving materials and activities. Participant feedback will give you clues as to how to improve upon the basic workshop structure and materials. Perhaps you will need to add more specific legal or statutory information about your state.

Again, participant feedback can be an important basis for decisions like these.

What to Evaluate

An adequate evaluation of a workshop provides you, as workshop leader, the kinds of information you need to determine how well the presentation achieved your objectives. It also gives you an indication of how well the presentation met the needs and expectations of participants.

o Objectives—The objectives of the workshop are stated in terms of knowledge/information which participants are expected to gain, skills they are expected to develop, or attitudes they are expected to have as a result of the experience.

   Evaluation of objectives can involve questions of clarity (Are the objectives clear to participants?), questions of appropriateness or match (Do the objectives meet participants' needs and expectations?) and questions of achievement (Do participants gain in information, skills and attitudes?).

   The first two kinds of questions are relatively easy to assess during the workshop. The third, while very important, is the most difficult to assess.

o Presenter—The skills of the presenter in conducting the workshop are another area for evaluation.

   Questions in this area might focus on the presenter's delivery of lecturettes, helpfulness in workshop activities, knowledge of the subject and other concerns.

o Workshop processes—These include the procedures and activities designed to result in learning. Among the workshop processes are lecturettes, small and large group discussions, quizzes and questionnaires.

   Evaluation of these processes involves questions regarding their contribution to participants' understanding, learning and skill development.

Questions for Evaluating This Workshop

The following questions are those included in the participant booklet for evaluation of presentations of this workshop. They represent a comprehensive and adequate set of workshop evaluation questions, speaking to objectives, presenter and processes.

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Please answer the following questions frankly. Your responses will help to improve the presentation of the workshop in the future.

1. My overall rating of this workshop is:

1	2	3	4	5
Excellent		Fair		Poor

Comments:

2. The workshop objectives were:

_____   1.   Clear to me

_____   2.   Somewhat clear

_____   3.   A mystery to me

Comments:

3. What I expected from the workshop, but did not get, was. . .

4. A.   The workshop leader(s)' knowledge of the topic was:

1	2	3	4	5
Excellent		Fair		Poor

Comments:

B.   The workshop leader(s)' presentation of the workshop (instructions, clarity, etc.) was:

1	2	3	4	5
Excellent		Fair		Poor

Comments:

C. The workshop leader(s)' helpfulness to me and other participants was:

1	2	3	4	5
Very Helpful		Helpful		Not Helpful

Comments:

5. I learned most from

_____ Lecturettes given by the leader

_____ Small group discussions

_____ The reading material

_____ Questions discussed in the group

_____ Other activities

6. The most valuable thing(s) I learned from the workshop was. . .

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THE SCHOOL BOARD AND THE INSTRUCTIONAL PROGRAM*

NSBA Research Report 1981-2

In April of 1981, the National School Boards Association conducted a survey and published a report addressing "the issue of what school boards are and could be doing to monitor and improve the instructional program." In a foreword to that report, the Executive Director of NSBA, Thomas A. Shannon, wrote the following:

> What constitutes the ideal role for school boards to play
> in their districts' instructional programs is often
> unclear. Sometimes boards play too minor a part in
> developing and evaluating the instructional program,
> thereby eliminating the lay governors' perspective from the
> process of formulating curriculum. Other times, boards
> become too involved in managing the details of the
> instructional program, thereby doing the work that should
> be done by superintendents and other local education
> administrators under a board's general policy supervision.
> As a result, board members are sometimes unsure of where to
> draw the line between too little and too much participation
> in overseeing the instructional program to ensure that
> students are receiving the best possible education.

Excerpts from the Introduction to that report seek further to emphasize the importance of the school board's function to provide for a program of quality instruction:

> What touches every student, parent, teacher, administrator,
> and school board member in a district? What has the
> potential to produce a well-educated citizenry who will
> contribute significantly locally, nationally, and
> globally? What is often discussed, disputed, criticized,
> or ignored? The answer to all these questions is the
> same: the instructional program.
>
> The structure and content of a school district's
> instructional program—the very basis of the entire school
> program—is influenced by many groups: school boards,
> administrators, textbook companies, developers of
> standardized tests, and lobbying groups. Depending on the
> time, place, situation, and people involved, the amount of
> influence a particular group has will vary.

_____

*This material reprinted from The School Board and the Instructional Program, with permission of the publisher: The National School Boards Association, 1055 Thomas Jefferson Street, N. W., Washington, D. C. 20007.

Sponsors of this workshop may wish to obtain copies of that report to be offered as a handout to workshop participants.

This research report is primarily concerned with the role
school boards play in influencing the instructional
program. More specifically, the report's focus is on how
much influence school boards actually have, how much they
want to have, and how much writers in the field of
education say they should have on developing and evaluating
the instructional program. In addition, the report
addresses what actions boards can take--if they so
desire--to become more involved in planning and monitoring
the instructional program. Throughout the report, the
phrase "instructional program" refers to an outline of the
procedures, concerns, and subjects offered by a school over
a period of time.

A section of the report, "What School Boards Can Do," notes that, "A school
district's instructional program may be thought of as having four basic
facets: social, institutional, instructional, and personal experience." The
following pages from the NSBA report explain the meaning and implication of
those facets.

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The social facet

Of the four basic areas, school boards are most actively involved in the social facet of the instructional program—that is, deciding what should be taught in the schools and why. The social facet is also the area in which most people believe it is appropriate for boards to take a visible leadership role. Current spokesmen in the field of education agree that there are certain steps school boards should take to fulfill their responsibilities in the social area.

The first step is to find out what the community wants its school system to provide. This step usually involves conducting a needs assessment of the community and inviting parents, students, teachers, administrators, and other interested citizens to attend board meetings to express their ideas, opinions, and needs. Many valuable resource persons can be found who will assist in the planning and improvement of the district's instructional program. The school board should let the public know it is taking an in-depth look at the curriculum to assure quality education in the district and that public and administrative staff participation is welcomed; however, the board should also make it clear to everyone involved that final decisions about the instructional program will be made by the school board.

By talking with members of the community, boards can more easily tailor the instructional program to fit what the public wants its schools to be teaching. Of course, boards cannot develop educational goals and objectives based solely on the desires of the community because goals set by the state board of education and the federal government must also be met. Nonetheless, an understanding of local needs allows

a board to incorporate its district's needs as well as state and federal mandates into a well-balanced school program. Questions and answers in the dialogues between school board members and community members should be neither abstract nor philosophical. On the contrary, they should be pragmatic discussions of what knowledge, skills, attitudes, and values the district wants its students to acquire and exhibit. Some questions boards might consider asking their constituents are:

- What knowledge, skills, and attitudes will our students need to have to be productive, contributing members of the community, nation, and world in 10, 15, and 20 years?
- What knowledge, skills, and attitudes do we want our students to have toward adults, elderly people, various nationalities and racial groups, each other, and themselves?
- What knowledge, skills, and attitudes do we want our students to have about work, leisure time, and our social institutions?[9]

The second step for boards to take in the social facet of the instructional program, according to contemporary education writers, is to develop a written statement of the district's educational philosophy and goals. If the results of the needs assessment and discussions with members of the community have been taken into consideration, the goals will reflect the combined interests and desires of the whole district. The board should take a firm stand on the goals and make them public knowledge so that everyone will know what to expect from the schools.

After the broad educational goals have been written, it is the board's responsibility to determine which needs the school system will address, what will be taught to meet those needs, what will be emphasized, and what sequences will be followed. Those determinations should be written as well-defined, specific objectives so that administrators and teachers will know how to set their priorities and so that the instructional program will be easier to evaluate.[10]

The next step is to establish policies to achieve the objective. When developing the policies, boards should consider four important questions:

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- What are the educational purposes to be achieved?
- What educational experiences are appropriate to achieve the purposes?
- How should the experiences be organized for optimum learning?
- How can we evaluate whether the purposes have been achieved?"

One area to consider when establishing policies is the learning style of the students. Current theories of learning suggest that different individuals learn best when different modes of teaching are employed. For example, some students can learn new material by merely listening to what the teacher is saying; others, however, find it difficult to digest new information without seeing it in some way. Furthermore, various schools of thought exist on how to teach children to read, calculate, and become fluent in foreign languages. And, of course, gifted students, handicapped students, and students with learning disabilities require special instructional resources and programs.

To acquire a better understanding of the different learning styles and individual learning needs of students, school boards should encourage in-service training for teachers, administrators, and school board members. Local education leaders need to expand continually their knowledge of alternative instructional programs in order to improve their district's programs and provide the most effective instruction to their students. A commitment to in-service training usually requires a commitment of time and money to attend local, state, and national workshops.

By finding answers to the following questions about learning styles, boards will be taking concrete steps toward improving their districts' instructional programs:

- Are we creating dropouts because the program is not sensitive to learning differences?
- Do we need a wider variety of techniques designed to meet the differences among students?
- What kinds of teachers are best for what kinds of students?"

Other areas to consider are the values and morals the public considers important enough to emphasize in the classrooms. Issues such as textbook censorship, religion in the schools, sex education, creation versus evolution, and different theories of government should be thoroughly examined and discussed with a variety of community members to determine the make-up of the instructional program. Some questions boards may ask are:

- What should the schools teach?
- What should the schools not teach?"

The institutional facet

In the institutional facet of the instructional program, administrators and curriculum specialists are the chief actors. They are responsible for deciding how the objectives of the district will be met in each grade in each school. Even though the district's professional educators will develop the specifics of the instructional program, school boards can become involved and show their concern in several ways.

For example, school boards can demonstrate their interest in what administrators are doing by requesting written reports from the superintendents. If boards are periodically briefed on administrative activities, board members will be in a better position to make subsequent decisions about their districts' educational programs. The reports, however, should not be reviewed by just the board chairman. If the reports are presented and discussed in detail at board meetings, everyone on the board as well as any visitors at the meeting will be kept abreast of what is happening in the schools.

Another way a board can influence the superintendent's work is by formulating policies that provide guidelines for the administrative staff. For instance, the school board can establish a policy that requires written district and building instructional plans. Another policy may require an articulated learning program between and within buildings.

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The instructional facet

The instructional facet is the area in which the learning program is further defined. In this area, teachers play the major role. They write lesson plans, evaluate students, and decide how to meet the goals and objectives laid out by the school board and the administrative staff. School boards can become involved at this stage primarily by assuring that qualified teachers are hired and by evaluating teachers to make sure they are performing up to the district's standards.

Education writers have offered suggestions on ways to avoid hiring incompetent teachers and ways to deal with incompetent teachers who are already employed by the school system.[14] One way to determine whether applicants will become successful teachers is to screen them prior to employment. One method of screening is to require each teacher applicant to submit a 250-word essay in his or her own handwriting. From this writing sample, skills in grammar, spelling, and organized thinking will be relatively easy to determine. Another screening technique is to give each applicant a test in his or her subject area (e.g., English, mathematics, social studies). If the tests are reliable and valid, they can be used as one means of comparing "teacher readiness" among applicants.

To determine whether teachers who are already employed by the school system are competent, two alternatives are suggested. First, minimum competency tests could be administered to all teachers in the district. If scores on the tests indicate that the teachers' skills need to be sharpened, in-service instruction could be provided at the school board's expense. A second alternative is to require all teachers to pass a course in reading before they become eligible to receive pay raises. It is best for teacher/board relations if teachers are involved in the decision-making process.

Efforts to improve teacher competence are being made in Maryland, Virginia, and Washington, D.C., to name but a few places. "The public has an absolute right to demand teacher competence, and school boards have a legal and moral obligation to provide it," one writer believes.[15]

Either the school board or the administrative staff may conduct teacher evaluations. If the administrative staff is responsible for teacher evaluation, educators believe the board should make sure administrators know which teacher skills and qualities are important to the district. One suggested aspect of the evaluation process is classroom observations by school board members as well as by administrators. Because observations tend to be subjective, it is important for as many members of the board as possible to visit classrooms to see for themselves what is happening in their schools. Based on observations and evaluations, the board or staff may recommend in-service courses for teachers.

The personal experience facet

The fourth facet to be considered in the instructional program is personal experience, that is, what the students actually learn. In this area, students are the key people, but this facet provides an opportunity to evaluate the instructional program to determine what is working well, what can be improved, and what should be discarded. A school board actively involved in its instructional program considers program evaluation a formative as well as a summative process. Answers to the following questions will help boards judge whether their public schools are meeting the standards set by the community, the board of education, the administrators, and the teachers:

- Are the students learning what we intended for them to learn?
- What are the students learning that we did not intend for them to learn?
- What is actually happening in the classrooms?
- Are we employing the right teachers for our students?
- How are our graduates doing in college, in work, as family members, as community members?
- What is the attitude of the parents and community members about our graduates?
- What do the students say about the learning program?
- Is our learning program cost effective?
- Which of the school board's policies need to be altered to help improve the learning program?

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- Are the school board's policies implemented according to their intent?"

In order to answer the above questions, boards must be committed to delivering a first-rate instructional program to their students. Conducting the research and investigation necessary to secure a meaningful evaluation requires adequate time: time spent discussing the instructional program at board meetings; time spent seeking suggestions from parents, students, teachers, and administrators; time spent periodically reviewing and revising district policies; and time spent keeping informed about what happens to the district's students after they have graduated from the public schools.

After an evaluation has been conducted, it is the board's responsibility to alter the school program so that gaps between "what is" and "what should be" are diminished or eliminated. To carry out this responsibility effectively, boards need to be aware of alternative methods of meeting the priorities of the district. With such knowledge in hand, boards will be able to determine what resources and programs will best meet the community's needs at the best cost. Because many board members are not experts on alternative methods of instruction, they are encouraged to seek advice from the superintendent, the administrative staff, curriculum specialists, and teachers.

Finally, school boards are urged to inform their publics about what is being done to provide students in the district with the best possible education. School boards should try to establish an atmosphere of trust to make members of the community feel comfortable coming to the board with suggestions and appraisals. Such interaction not only helps the board find out what the district wants, but it also serves to cement a good working relationship among community members and school board members.

In short, contemporary opinion on the role school boards should play in developing and improving instructional programs holds that boards should be greatly involved in monitoring the program, but should strongly consider advice from administrators, staff, and community members. In this way, boards will be able to assume the duties they were elected to perform without usurping any of the powers or responsibilities of administrators in the district.

On the basis of this review of the literature, current writers in the field of education generally agree that school boards are responsible for taking the initiative in the following activities:

- Finding out what the community wants;
- Determining which needs the school system will address, what will be taught to meet those needs, what will be stressed, and what sequences will be followed;
- Establishing policies that will help achieve district objectives;
- Becoming informed about the instructional program by requesting reports from the superintendent and administrative staff and by going through in-service training;
- Assuring that qualified teachers are hired and evaluating teachers to make sure they are performing up to the district's standards;
- Evaluating the instructional program and altering it so that gaps between "what is" and "what should be" are diminished or eliminated.
- Informing the public about what the school board is doing to improve the instructional program.

In the next chapter, comparisons are made between what writers are recommending that boards do, and what boards are actually doing, and what boards believe they should be doing.

In each state, the ultimate authority for governance of the educational enterprise resides with the state. The legislature through statute defines the parameters of local district policy. State agencies such as State Boards of Education and Chief State School Officers implement legislative control through administrative codes. Thus, the local school board must always govern within the mandates set forth by the state.

For illustrative purposes, the excerpts which follow represent some of the mandates set forth by the state of Washington in the governance of local school districts. The Revised Code of Washington (RCW) citations are statutory provisions while the Washington Administrative Code (WAC) citations are the implementing regulations of the State Board of Education and/or the State Superintendent of Public Instruction.

RCW 28A.58.103 Instructional materials--Instructional materials committee. Every board of directors, unless otherwise specifically provided by law, shall:

    (1) Prepare, negotiate, set forth in writing and adopt, policy relative to the selection of instructional materials. Such policy shall:

        (a) State the school district's goals and principles relative to instructional materials;

        (b) Delegate responsibility for the preparation and recommendation of teachers' reading lists and specify the procedures to be followed in the selection of all instructional materials including text books;

        (c) Establish an instructional materials committee to be appointed, with the approval of the school board, by the school district's chief administrative officer. This committee shall consist of representative members of the district's professional staff, including representation from the district's curriculum development committees, and, in the case of districts which operate elementary school(s) only, the educational service district superintendent, one of whose responsibilities shall be to assure the correlation of those elementary district adoptions with those of the high school district(s) which serve their children;

        (d) Provide for terms of office for members of the instructional materials committee;

        (e) Provide a system for receiving, considering and acting upon written complaints regarding instructional materials used by the school district;

        (f) Provide free text books, supplies and other instructional materials to be loaned to the pupils of the school, when, in its judgment, the best interests of the district will be subserved thereby and prescribe rules and regulations to preserve such books, supplies and other instructional materials from unnecessary damage.

Recommendation of instructional materials shall be by the distict's instructional materials committee in accordance with district policy. Approval shall be by the local school district's board of directors.

Districts may pay the necessary travel and subsistence expenses for expert counsel from outside the district. In addition, the committee's expenses incidental to visits to observe other districts' selection procedures may be reimbursed by the school district.

Districts may, within limitations stated in board policy, use and experiment with instructional materials for a period of time before general adoption is formalized.

Within the limitations of board policy, a school district's chief administrator may purchase instructional materials to meet deviant needs or rapidly changing circumstances.

(2) Establish a depreciation scale for determining the value of texts which students wish to purchase.

RCW 28A.58.752 Basic Education Act of 1977--Goal. The goal of the Basic Education Act for the schools of the state of Washington set forth in this 1977 amendatory act shall be to provide students with the opportunity to achieve those skills which are generally recognized as requisite to learning. Those skills shall include the ability:

(1) To distinguish, interpret and make use of words, numbers and other symbols, including sound, colors, shapes and textures;

(2) To organize words and other symbols into acceptable verbal and nonverbal forms of expression, and numbers into their appropriate functions;

(3) To perform intellectual functions such as problem solving, decision making, goal setting, selecting, planning, predicting, experimenting, ordering and evaluating; and

(4) To use various muscles necessary for coordinating physical and mental functions.

RCW 28A.58.758 Basic Education Act of 1977--District school directors as accountable for proper operation of district--Scope--Responsibilities-- Publication of guide. (1) It is the intent and purpose of this section to guarantee that each common school district board of directors, whether or not acting through its respective administrative staff, be held accountable for the proper operation of their district to the local community and its electorate. In accordance with the provisions of Title 28A RCW, as now or hereafter amended, each common school district board of directors shall be vested with the final responsibility for the setting of policies ensuring quality in the content and extent of its educational program and that such program provide students with the opportunity to achieve those skills which are generally recognized as requisite to learning.

(2) In conformance with the provisions of Title 28A RCW, as now or hereafter amended, it shall be the responsibility of each common school district board of directors, acting through its respective administrative staff, to:

(a) Establish performance criteria and evaluation process for its certificated personnel, including administra.._.e staff, and for all programs constituting a part of such district's curriculum.

(b) Determine the final assignment of staff, certificated or classified, according to board enumerated classroom and program needs.

(c) Determine the amount of instructional hours necessary for any student to acquire a quality education in such district, in not less than an amount otherwise required in RCW 28A.58.754, or rules and regulations of the state board of education.

(d) Determine the allocation of staff time, whether certificated or classified.

(e) Establish final curriculum standards consistent with law and rules and regulations of the state board of education, relevant to the particular needs of district students or the unusual characteristics of the district, and ensuring a quality education for each student in the district.

(f) Evaluate teaching materials, including text books, teaching aids, handouts, or other printed material, in public hearing upon complaint by parent, guardians or custodians of students who consider dissemination of such material to students objectionable.

(3) In keeping with the accountability purpose expressed in this section and to insure that the local community and electorate have access to information on the educational programs in the school districts, each school district's board of directors shall annually publish a descriptive guide to the district's common schools. This guide shall be made available at each school in the district for examination by the public. The guide shall include, but not be limited to, the following:

(a) Criteria used for written evaluations of staff members pursuant to RCW 28A.67.065.

(b) A summary of program objectives pursuant to RCW 28A.58.090.

(c) Results of comparable testing for all schools within the district.

(d) Budget information which will include the following:

(i) Student enrollment.

(ii) Number of full time equivalent personnel per school in the district itemized according to classroom teachers, instructional support, and building administration and support services, including itemization of such personnel by program.

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(iii) Number of full time equivalent personnel assigned in the district to central administrative offices, itemized according to instructional support, building and central administration, and support services, including itemization of such personnel by program.

(iv) Total number of full time equivalent personnel itemized by classroom teachers, instructional support, building and central administration, and support services, including itemization of such personnel by program.

(v) Special levy budget request presented by program and expenditure for purposes over and above those requirements identified in RCW 28A.58.754.

: 180-16-166 **Entry age.** The purpose of WAC 180-16-166 is to implement RCW ..58.190 which authorizes the State Board of Education to establish uniform :ry qualifications.

(1) Uniform rule. Effective midnight August 31, 1979, a child must be 'e years of age as of midnight August 31 of the year of entry to be mitted to enter kindergarten. Effective midnight August 31, 1980, a child it be six years of age as of midnight August 31 of the year of entry to be mitted to enter the first grade.

(2) Delayed implementation. School districts using an entry age date for idergarten later than the foregoing as of July 1, 1979, shall be permitted use an entry age date for kindergarten of no later than October 31 for the '9-80 school year and of no later than September 30 for the 1980-81 school r.

School districts using an entry age date for first grade later than the egoing as of July 1, 1979, shall be permitted to use an entry age date for first grade of no later than October 31 for the 1980-81 school year and of later than September 30 for the 1981-82 school year.

Notwithstanding the foregoing, a school district which qualifies for such ayed implementation shall not establish an entry-age date later than that use on July 1, 1979.

(3) Exceptions. School districts may establish exceptions to the uniform ry age qualifications authorizing younger children to enter kindergarten first grade pursuant to district regulations establishing a screening cess and/or instrument(s) which shall measure the ability, or the need, or h of the individual student in order to demonstrate that the student is ficiently advanced to succeed in such a program. Such process and/or trument shall include but not be limited to screening in the following as:
   (a) Mental ability;
   (b) Gross motor skills;
   (c) Fine motor skills;
   (d) Visual discrimination;
   (e) Auditory discrimination; and
   (f) Emotional/cial development.

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Such regulation shall provide for an internal district appeal process for parents or guardians to seek review of the decision of the building administrator.

WAC 180-16-195 Annual reporting and review process. (1) Annual district reports. A review of each school district's kindergarten through twelfth grade program shall be conducted annually for the purpose of determining compliance or noncompliance with these basic education allocation entitlement requirements. On or before the third Monday in October of each school year each school district superintendent shall complete and return the program data report form(s) now and hereafter prepared and distributed by the superintendent of public instruction. Such forms shall be designed to elicit data necessary to a determination of a school district's compliance or noncompliance with these entitlement requirements. Data reported on any such form(s) by a school district shall accurately represent the actual status of the school district's program as of the first school day in October and as thus far provided and scheduled for the entire current school year. Such forms shall be signed by: (a) The school board president or chairperson, and (b) the superintendent of the school district.

(2) State staff review. State staff shall review each school district's program data report and such supplemental state reports as staff deems necessary, and prepare recommendations and supporting reports for presentation to the state board of education: Provided, That if a school district's initial program data report and any other state reports considered do not establish compliance with these basic education allocation entitlement requirements, the district shall be provided the opportunity to explain the deficiency and provide supplemental data. School districts which foresee that they will not be able to comply with these entitlement requirements or that are deemed by state staff to be in noncompliance may petition for a waiver on the basis of the limited grounds set forth in WAC 180-16-225.

3) Annual certification of compliance or noncompliance--Withholding of funds for noncompliance.

(a) At the annual March meeting of the state board of education, or at such other meeting as the board shall designate, the board shall certify each school district as being in compliance or noncompliance with these basic education allocation entitlement requirements.

(b) A certification of compliance shall be effective for the then current school year subject to any subsequent ad hoc review and determination of noncompliance as may be deemed necessary or advisable by the state board of education or the superintendent of public instruction. In addition, a certification of compliance shall be effective tentatively for the succeeding school year until such time as the state board takes its annual action certifying compliance and noncompliance with these entitlement requirements, at which time the state board may retroactively and/or otherwise revoke such tentative certification upon a finding of noncompliance.

(c) A certification or noncompliance shall be effective until program compliance is assured by the school district to the satisfaction of the superintendent of public instruction, subject to review by the state board. Basic education allocation funds in an amount(s) established by the state board shall be permanently deducted from the basic education allocation of a school district that has been certified as being in noncompliance unless such district has received a waiver, pursuant to WAC 180-16-225, from the state board for such noncompliance, or assurance of program compliance is subsequently provided for the school year previously certified as in noncompliance and is accepted by the state board.

WAC 180-16-220 Supplemental program and basic education allocation entitlement requirements. The following requirements, while not imposed by the "Basic Education Act of 1977," are hereby established by the state board of education as supplemental conditions to a school district's entitlement to state basic education allocation funds.

(1) Student to certificated staff ratio requirement. The ratio of students enrolled in a school district to full-time equivalent certificated employees shall not exceed twenty-three to one: Provided, That nonhigh school districts or school districts that have a student enrollment of two hundred fifty or less in grades nine through twelve may, as an alternative to the foregoing requirement, have a ratio of students to full-time equivalent certificated classroom teachers of twenty-six to one or less. For the purpose of this subsection, "certificated employees" shall mean those employees who are required by state statute or by rule of the state board of education, or by written policy of the school district to possess a professional education permit, certificate or credential issued by the superintendent of public instruction, as a condition to employment and "classroom teacher" shall be defined as in WAC 180-16-210 and the students to classroom teachers ratio shall be computed in accordance with WAC 180-16-210(1).

(2) Current and valid certificates. Every school district employee required by state statute and/or rule of the state board of education to possess a professional education permit, certificate, or credential issued by the superintendent of public instruction for his/her position of employment, shall have a current and valid permit, certificate or credential.

(3) Student learning objectives. Each school district shall have implemented a program of student learning objectives in the areas of language arts, reading and mathematics for grades kindergarten through eight and on or before September 1, 1981, for grades nine through twelve.

(a) Each school district must evidence community participation in defining the objectives of such a program.

(b) The student learning objectives of such program shall be measurable as to the actual student attainment. Student attainment shall be locally assessed annually.

(c) The student learning objectives program shall be reviewed at least every two years by the school district.

WAC 180-16-225 Waiver--Grounds and procedure. (1) Grounds. The state board
of education may waive one or more of the basic education allocation
entitlement requirements set forth in WAC 180-16-200 through 180-16-220(1)
only if a school district's failure to comply with such requirement(s) is
found by the state board to be caused by levy failure and/or substantial lack
of classroom space as set forth below....

WAC 180-16-240 Supplemental program standards. (1) Each school district
superintendent shall file each year a statement of district standing relative
to these standards noting any deviations. Such statement shall be submitted
at the same time as the annual basic education allocation entitlement program
data report(s) required by WAC 180-16-195 is submitted. Deviation from these
standards shall not result in withholding of any or all of a district's basic
education allocation funds, however. The deviations shall be made available
to the public separately or as a portion of the annual district guide
published pursuant to RCW 28A.58.758(3) and this section.

(2) Supplemental program standards are as follows:

(a) Appropriate measures are taken to safeguard all student and
school district permanent records against loss or damage. See, e.g., RCW
40.14.070 regarding the preservation and destruction of local government
agency records.

(b) Provision is made for the supervision of instructional practices
and procedures.

(c) Current basic instructional materials are available for required
courses of study.

(d) A program of guidance, counseling and testing services is
maintained for students in all grades offered by that school district.

(e) A learning resources program is maintained pursuant to chapter
180-46 WAC and WAC 392-190-055, each as now or hereafter amended.

(f) The physical facilities of each district are adequate and
appropriate for the educational program offered.

(g) There is adequate provision for the health and safety of all
pupils within the custody of the school district. See, e.g., RCW
28A.04.120(11) regarding emergency exit instruction and drills and the
rules or guidelines implementing the statute; the building code
requirements of chapter 19.27 RCW and local building and fire code
requirements; chapter 70.100 RCW regarding eye protection and the rules or
guidelines implementing the chapter; RCW 28A.31.010 regarding contagious
diseases and the rules, chapters 248-100 and 248-101 WAC, implementing the
statute; RCW 43.20.050 regarding environmental conditions in schools and
the rules, chapter 248-64 WAC, implementing the statute; and local health
codes.

(h)   A current policy statement pertaining to the administration and operation of the school district is available in each district's administrative office including, but not limited to, policies governing the school building and classroom visitation rights of nonstudents.

(i)   Chapters 49.60 and 28A.85 RCW are complied with. These statute prohibit unequal treatment of students on the basis of race, sex, creed, color, and national origin in activities supported by common schools.

(j)   A descriptive guide to the district's common schools is pubĺished annually by the school district's board of directors, pursuant to RCW 28A.58.758(3), and is made available at each school in the distric for examination by the public.

EDUCATIONAL GOALS

lover Park School District

CLOVER PARK SCHOOL DISTRICT NO. 430
10020 Gravelly Lake Drive S.W.
Tacoma, Washington 98499

erintendent
ert L. Chisholm

rd of Directors
n C. Dimmer, President
l A. Reeder, Vice President
M. Ghilarducci
ald G. Johnson
y V. Madden

ls Development Project Coordinated by
ver Park School District Instruction Division

an A. Forys, Administrator of Instruction

52
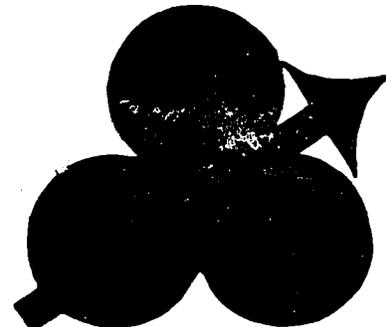
TOOLS FOR CURRICULUM DEVELOPMENT

● **SYSTEM GOALS**   23 policy statements of district purpose   School Board/Superintendent

● **PROGRAM GOALS**   112 general aspirations for 13 subjects   Administrator for Instruction
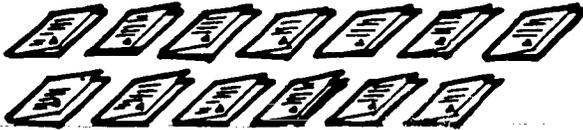
● **COURSE GOALS**   1011 Extensive aims for 13 subjects organized into 4 grade level blocks   Curriculum Planners
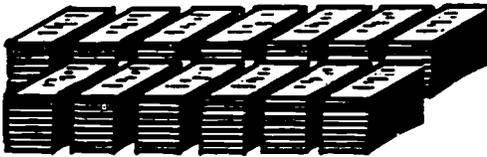
○ **INSTRUCTIONAL OBJECTIVES**   Approximately 10,000 guidelines for instruction by grade

and course   Teachers and Principals

◐ **STUDENT LEARNING OBJECTIVES**   Approximately 500 indicators of student achievement   Students

● completed   ◐ partially completed   ○ not started

A PLAN FOR THE COMPLETION OF DISTRICT INSTRUCTIONAL GOALS AND OBJECTIVES

The need for various levels of district goals was recognized when, in 1975, the staff and resources of the Clover Park School District were committed to a goals development project. A process involving staff, parents, and community representatives was initiated to identify three levels of goals—system, program, and course. Of these, only the system and program goals were satisfactorily completed. The course goals are still unfinished.

This plan for completing the course goals contains guidelines for reducing the thousands of statements in the existing course goal drafts to a manageable number. It also calls for the creation of instructional objectives to bridge the gap between student learning objectives and course goals. Together, these steps will result in a coherent system of district goals and objectives linking the broad philosophical statements of district purpose to the specific objectives of concern to teachers.

Course Goals....

The first step...is to clarify the difference between goals and objectives. A goal is a broad statement of direction or intent which may be achieved over an unspecified period of time. The system goals, which include 23 statements of purpose for the district, and the program goals, which list 5 to 15 general statements for each discipline concerning the general expectations for all students, satisfy the definition.

On the other hand, objectives are statements of desired outcome or accomplishments which can be achieved within a given time frame. The K-8 student learning objectives, for example, represent skills and concepts students can and should learn during the school year covered by each grade level.

The task of identifying course goals will be easier and the relationship between course goals and program goals will be clarified by the following definitions:

> Course goals for each discipline are the general competencies students are expected to achieve within one of the following grade level blocks: Primary, intermediate, junior high, or senior high.

The number of course goals for each discipline should indicate the emphasis each discipline should receive at each level. The following arbitrary limits are set to control the number of course goals and to suggest the proper emphasis.

Maximum Number of Course Goals to be
Identified for Each Level

Discipline	Primary	Intermediate	Junior High	Senior High
Art	50	50	50	50
Business Education				50
Health	50	50	50	50
Home Economics			50	50
Industrial Arts			50	50
Language Arts	200	200	200	200
Mathematics	200	200	200	200
Music	50	50	50	50
Physical Education	50	50	50	50
Reading	200	200	200	50
Science	100	100	100	100
Second Language				50
Social Studies	100	100	100	100

The examples in the following pages illustrate how course goals, developed according to the above definition, follow system and program goals as the next logical step in the sequence.

Instructional Objectives:

The second part of this plan is to identify district level instructional objectives. When the course goals have been culled from the existing course goal drafts, most of the remaining statements will fit the following definition:

> Instructional objectives are statements of specific behaviors students
> should be able to exhibit upon completion of a given grade or course.

Instructional objectives may turn out to be the main device for defining the district curriculum; but, if they are to be useful tools for teachers, they must be limited in number to statements which describe only the essential core of the curriculum since long, comprehensive lists will overwhelm teachers and stifle their creativity and individuality. Instructional objectives for each grade or course will be limited to 60 for the disciplines of reading, mathematics and language arts; to 20 for art, music and physical education; and to 40 for the other seven subjects.

Both instructional objectives and student learning objectives will be stated in behavioral terms, but the instructional objectives will not include evaluation criteria and standards of acceptable performance. This means that instructional objectives can include many of the behaviors which teachers consider desirable but are difficult to evaluate on a districtwide basis in a formal and uniform manner.

Each student learning objective will relate directly to one of the instructional objectives. Since students will be evaluated on the mastery of the student objective, the student learning objectives should cover only 15 to 25 of the most important objectives per grade per discipline for grades K-9 and 5 to 10 of the most important objectives for each high school course.

GOALS AND OBJECTIVES

Goals and objectives are among the most important tools available to educators for curriculum development, articulation, and assessment. Since 1975, teachers in the Clover Park School District have been developing different levels of goals and objectives to serve a variety of purposes and audiences.

For the purpose of this project, the words "goal" and "objective" are not synonymous. The word "goal" has been reserved for broad, sometimes philosophical and idealistic, statements of intent or purpose which may be achieved over a long unspecified period of time. Three kinds of goals have been created: **System Goals**, consisting of 23 broad statements of district purpose; **Program Goals**, listing five to fifteen general aspirations for each of thirteen disciplines; and **Course Goals**, which amplify the program goals and specify the skills and concepts to be emphasized in the primary, intermediate, junior high, and senior high grades.

Objectives refer to statements of desired outcomes or accomplishments which can be reasonably achieved within a given period of time. **Instructional Objectives** and **Student Learning Objectives** are two types of objectives which will eventually be written for every elementary grade and secondary course.

EXAMPLES OF
DIFFERENT LEVELS OF GOALS AND OBJECTIVES

GOALS

System Goal: Each student shall develop intellectual competency by learning the basic skills of collecting, examining, evaluating, and using information.

Program Goal: The student comprehends the printed material needed to succeed in educational, intellectual, vocational, and social interests and inquiries.

Course Goal: The student knows the location and use of print and non-print materials in the library that he/she needs for research or leisure.

OBJECTIVES

Instructional Objective: The student can use the *Reader's Guide to Periodical Literature*.

Student Learning Objective: The student can find the subject, title, author, beginning page number, and the date and name of the periodical containing the article from an entry in the *Reader's Guide to Periodical Literature*.

This folder contains the system goals adopted by the District Board of Directors in 1975. The program goals adopted in 1976 and the recently developed course goals for each of the thirteen disciplines are listed on separate inserts.

The course goals have been grouped and numbered according to the grade range where they receive the greatest emphasis: primary (P), intermediate (I), junior high (J), and high school (H). Teachers should plan learning activities which contribute to the attainment of the goals specified for their assigned level, although goals placed at other levels may be taught to accommodate the special needs of individual students. Primary responsibility for every course goal has been assigned to a single level.

SYSTEM GOALS

INTELLECTUAL SKILLS

Each student shall develop intellectual competency by learning:

- The basic skills of reading, writing, speaking and listening.
- The basic skills of mathematical computation.
- The basic principles of science and their technological application.
- The basic skills of collecting, examining, evaluating, and using information.
- The basic skills of defining and resolving problems, choosing the best available alternative.
- The distinguishing characteristics of our own and other societies, and how societies are related.
- The basic skills of self-expression through the fine and applied arts.

PERSONAL SURVIVAL SKILLS

Each student shall acquire the skills essential to personal survival, including:

- Maintaining and improving physical and mental health.
- Managing money, property, and other resources.
- Recognizing and adapting to personal and social changes as they occur.
- Gaining job skills for immediate employment or foundation skills for further education.
- Developing methods for achieving satisfactory human relationships.

PERSONAL VALUES SYSTEM

Each student shall be helped to develop a personal values system which includes:

- A feeling of self-worth and self-esteem.
- Pride in his/her own well-done work.
- Personal integrity in human relationships.
- A commitment to responsible citizenship.
- Respect for others, including those who are culturally different.
- A desire for continued learning.
- Appreciation of beauty in nature and the arts.

CIVIC RIGHTS AND RESPONSIBILITIES

Each student shall learn civic rights and assume civic responsibilities by:

- Understanding governmental processes and the citizen's role in them.
- Knowing the history of our country and its relationships to other nations.
- Being informed about the economic and political systems which shape the modern world.
- Actively participating in school, community, social and political activities.

PROGRAM GOALS

Mathematics
(Primary and Intermediate Grades)

1. The student knows basic mathematical facts and operations and uses them accurately and confidently.

2. The student understands quantitative and geometric concepts.

3. The student discovers mathematical patterns and relationships in personal experiences.

4. The student can analyze problems and use systematic approaches to solve problems.

5. The student is able to express mathematical ideas using appropriate mathematical symbolism.

6. The student appreciates and respects the practical and aesthetic contributions of mathematics and is aware of its cultural and historical development.

7. The student develops the mathematical foundation to help meet personal, civic, and career needs.

COURSE GOALS

Mathematics (Intermediate Grades)

		Related Program Goals
1-1	The student knows a well defined operation in a set is one that produces a unique element within the set.	1,2
1-2	The student knows that a closed operation in a set is one that produces an element in the set.	1,2,5,7
1-3	The student knows that if a set contains an identity element then an operation with any given element and the identity element produces the given element.	1,2,3,7
1-	student knows that if a set contains inverse elements, an operation with an element of that set and its produces the identity element.	1,2,3,7
1-	student is able to order whole numbers, common and decimal actions using appropriate symbols ($<$ $>$ = $\neq$ $\leq$ $\geq$)	1,2,3,4,5
1-6	The student knows that a prime number is a whole number greater than one whose whole number divisors are only itself and one.	1,2,5,6
1-7	The student knows that a composite number is a whole number that is a product of primes.	1,2,5
1-8	The student knows a method to find the greatest common divisor (GCD) and least common multiple (LCM) of two or more numbers.	1,4,5,7
1-9	The student knows that an equation is a number sentence which has an equal sign between two names for the same number.	1,2,5
1-10	The student is able to multiply and divide whole numbers.	1,4,5
1-11	The student knows that division by zero is undefined.	1,4,5
1-12	The student knows that a common fraction is any number that can be named in the form a/b, b $\neq$ o, when a and b are whole numbers.	2
1-13	The student knows that fractions equivalent to a given fraction can be produced by multiplying the original fraction by forms of one (1/2 x 3/3 = 3/6)	2
1-14	The student knows the meaning of terms associated with fractions: common fraction, decimal fraction, numerator, denominator, proper, improper, mixed numeral, repeating decimal.	2

1-15   The student knows that a fraction may be written as a common   2
       fraction, decimal fraction, or percent.

1-16   The student is able to add, subtract, multiply and divide   1,6,7
       fractions expressed in either common or decimal fraction form.

1-17   The student is able to convert common fractions, decimal   1,2,4,5,7
       fractions and percents from one to another.

1-18   The student knows the rules for rounding numbers.   1,2,3,4,5
                                                                        7
1-19   The student knows the definitions for terms associated with   1,2,7
       angles: angle, acute, obtuse, right.

1-20   The student knows that historically mathematics began with   6
       the need to measure and to record measurements.

1-21   The student knows that the system of measurement most widely   2,3,5,6,7
       used in the United States today is the British-American
       system of measures.

1-22   The student knows the names of the major systems of   5,7
       measurement (e.g., metric, British-American).

1-23   The student knows that some categories of measurement have   2,3,5,7
       units common to many systems (e.g., unit for time such as hour.)

1-24   The student knows that a standard unit is the basis for   2,3,5,7
       deriving other units in a category.

1-25   The student knows that standard units of measure are   2,5,6,7
       arbitrarily chosen.

1-26   The student knows that units of measure can be converted to   1,2,5,7
       only units of the same type (i.e., inches cannot be converted
       to pounds or dollars, but only to feet, yards, miles, etc.)

1-27   The student is able to convert a measurement in a particular   1,2,5,7
       type from one to another.

1-28   The student is able to add and subtract measurements of the   1,2,5,7
       same type.

1-29   The student knows that all measurements involve a possible   1,2,4
       error of half the value of the smallest division of the
       scale used in measuring.

1-30   The student knows factors that affect the precision of a   1,2,4,5,7
       measuring instrument (e.g., scale division, physical
       construction, readability).

1-31   The student knows that among several events equally likely to   2,3,4,5,7
       occur the probability that a given event will occur is the
       ratio of outcomes that produce the given event to all possible
       outcomes (e.g., the probability of rolling a 2 on a die is 1/6).

REVISED FIFTH GRADE MATHEMATICS STUDENT LEARNING OBJECTIVES

1. The student is able to read aloud the names of nine out of ten numerals for whole numbers less than 100,000.

2. The student is able to write the numerals for eight out of ten whole numbers less than 100,000.

3. The student is able to round three out of four whole numbers less than 100,000 to the nearest ten, hundred, or thousand.

4. The student is able to determine the number of ten-thousands, thousands, hundreds, tens, and ones represented by each digit in three out of four numerals for whole numbers less than 100,000.

5. The student is able to add three out of four pairs of whole numbers if the sums are less than 100,000.

6. The student is able to subtract three out of four whole numbers from whole number minuends less than 100,000.

7. The student is able to multiply three out of four pairs of whole numbers if the multiplier is less than 100 and the multiplicand is less than 1000.

8. The student is able to divide three out of four whole numbers less than 1000 by whole number divisors less than ten and name the remainder as whole numbers.

9. The student is able to add three out of four pairs of common fractions with like denominators.

10. The student is able to subtract three out of four common fractions from common fraction minuends with like denominators.

11. The student is able to rename three out of four common fractions with denominators less than 25.

12. The student is able to use the symbols $<$, =, or $>$ to express the relationship between three out of four pairs of common fractions.

13. The student is able to change three out of four improper fractions to mixed numerals or mixed numerals to improper fractions.

14. The student is able to solve three out of four word problems using appropriate fifth grade skills.

15. The student is able to identify seven out of eight triangles, parallelograms, rectangles, squares, circles, contained in a set of ten shapes.

16. The student is able to measure three out of four distances and lengths of objects, between one and three meters long correct to the nearest meter and centimeter.

iis paper describes characteristics that have been found in the research to
: correlated with the effective school environment. Citations note studies
: syntheses which can be used by the reader to learn more in the given area.

me on Task

search indicates that teachers within effective schools have students
igaged in high levels of task-oriented "academic" activities. Studies
nducted by Ramey, Hillman and Matthews (1982), Madaus (1980), Berliner
979), and Bloom (1974) all indicate that the amount of time spent on
ademic learning tasks is positively correlated with students' achievement
st score increases. As pointed out by Cooley and Leinhardt (1980), however,
e amount of time scheduled for a specific subject is not correlated with
hievement increases. This, of course, implies that it is not how much time
 available for the learning activity but rather the actual amount of time
e students are engaged in learning activities that contributes to
fectivenss. For example, Ramey, Hillman, and Matthews (1982) state the
llowing:

> ...It appears that high schoolwide reading gains occur when
> the teacher spends a maximum of classroom time involved in
> interactive instruction and a minimum amount of classroom
> time teaching one-to-one, organizing the classroom, and
> monitoring student work. (p. 10)

oom (1974) suggests that time is the central variable in school learning.
 addition, research conducted by Armor (1976), Edmonds (1979), and others
ggests that teachers in effective schools tend to spend less time in
assroom management. This seems to reinforce the idea that more time spent
 academic tasks and less time spent on other non-academic behaviors, the
re positive the correlation with high achievement scores.

: assumption being made in conclusions associated with time on task is that
ility instruction and learning are taking place. Hardly anyone would argue
it the amount of time spent in study or in learning a given subject is
lated to one's level of understanding. More importantly, however,
struction is assumed to conform with known principles associated with
:ective teaching practice. Given this assumption, the correlation of
litional time on task and higher achievement is positive.

Expectations

There is strong support in the literature for the correlation between high expectations for the achievement of students and the effective school environment. Researchers such as Berliner (1979), Edmonds (1979), and Murnane (1980) find that teachers in effective schools tend to have higher expectations for student accomplishments than do other teachers. Rutter et al. (1979) found that the effective school produced the attitude on the part of teachers that all of their students would pass exams. Studies by Phi Delta Kappa (1980) and Hoover (1978) embellished this correlation by finding that teachers within the effective school tend to feel that their students can master basic objectives through their teaching and expect each student to do so. An important point to note is made by Brookover (1979), who states that the environment of the effective school produces high expectations on the part of the members of the school. Such commonly shared attitudes often are reflected by school goals and missions. As noted by Brookover in his study of secondary schools, the instructional leadership of the effective school also shares in the high expectations for the students.

Brookover and Rutter et al. describe the attitudes of students as they relate to expectations. It seems possible that such high expectations could intimidate some students and perhaps heighten feelings of inadequacy or anxiety. Researchers find that students generally report a feeling that they have the ability to complete school work successfully. Students in effective schools, however, unlike students in ineffective schools, tend to report that the school allows them the opportunity to succeed.

The concept of high expectations is very important to the concept of the effective school. It may very well be that this variable reflects the level of commitment to teaching and the school. The way in which these expectations are conveyed to students is not clear but it is clear that the high expectations encourage students to achieve.

Some data also indicate that there is particular emphasis on achievement in the basic skills areas. For example, Squires (1980) found that the effective school's instructional leaders tend to emphasize basic skills instruction. Because achievement test results differentiate the effective school from other schools it is not difficult to understand this emphasis.

Success Rate

Research tends to indicate that the higher the success rate of students the greater the correlation with academic achievement increases. Success rate, as it is used here, refers to the percentage of correct responses given by a student during a certain period of time.

There is some contention, however, concerning how much success is enough. Huitt and Seegars (1980), for example, state that the needed success rate depends on the mode of instruction being used. Fisher et al. (1978) defined success rate in terms of the appropriateness of the task for the student performing that task. In their findings these researchers note:

> Common sense suggests that too high a rate of "high
> success" work would be deleterious (boring, repetitive,
> time wasting, etc.) Probably, some balance between "high
> success" and more challenging work is appropriate. (p. 12)

Fisher also notes differences in needed success rate percentages according to age and general skill at school learning.

Although Crawford (1975) and Roberts and Smith (1982) state that the optimal success rate is 75%, the bulk of the research indicates that the percentage should depend upon the situation. As has been shown with student learning styles, individual learning differences do exist between students and are reflected in a variety of ways.

Curriculum Alignment

Curriculum alignment is the term used to refer to the "match" or alignment of instructional objective(s), instructional activity, and evaluation. Research by Niedermeyer and Yeben (1981) indicates the relationship among three things—what is planned, what occurs in the instructional activity, and the assessment of concepts and skills acquired through that instruction—is correlated with achievement gains in the basic skills. For example, the Los Angeles Unified School District Curriculum Alignment Project has shown consistent achievement score gains by utilizing the concept of curriculum alignment in developing curricular materials.

Staff Task Orientation

The effective school environment is one in which staff appear to be highly task-oriented. Rutter et al. (1979), for example, found that ending class early was negatively correlated with achievement. In other words, early class termination was associated with lower test scores. The same study also found beginning academic lessons on time to be positively correlated with achievement. As mentioned earlier, events which take away from the potential time available in which students could be engaged in learning tasks appear negatively correlated with achievement. This would seem to be closely linked with the findings in the area of time-on-task. Medley (1979) reported data which indicated that teachers within the effective school environment tend to take fewer breaks. Data in this area indicate that staff approach their professional responsibilities seriously and utilize all available time possible in academic learning situations with students.

Behavior Management

Research findings consistently indicate that the effective school environment is characterized by less time spent in the classroom on behavior management (Armor, 1976); Edmonds, 1979; Cooley and Leinhardt, 1980; Madaus, 1980). The approach to behavior management in the classroom, however, is the result of school-wide or school district plans rather than the result of each individual teacher's unique behavioral management plans (Brokover et al., 1979; Rutter et al., 1979).

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In addition the effective school is not one in which high levels of corporal
punishment are routine. Research data indicate that a 'gh level of corporal
or physical punishment is negatively associated with scores. In other words,
as corporal punishment goes up achievement scores tend to go down and vice
versa (Ruter et al., 1979). In fact, there are some data which suggest that
teachers in effective schools tend to give less criticism to students than do
teachers in other schools.

Nonetheless, the teacher and administrator in the effective school appear to
be disciplinarians in that these persons clearly explain consequences for
appropriate and inappropriate behavior to students. Once these are
understood, consequences are consistently applied to students (Brophy, 1979).
Again however, these consequences are established at the school or district
level and are mutually agreed upon by staff within the effective school
environment.

School Environment

The effective school environment is described as having an atmosphere which is
pleasant, orderly, quiet, and safe (Weber, 1971). The atmosphere has also
been described as one that is conducive to learning (Edmonds, 1979). Although
hardly surprising, research indicates that the effective school maintains an
atmosphere which does not distract from learning experiences.

Data indicate that better physical conditions for students correlate with
achievement score increases. Better physical conditions studied by Rutter
et al. (1979) involved access to telephones, clean and well-kept restrooms,
hot drinks, good meals, and freedom to use school buildings as needed.

Cooperation

Research in this area tends to show that teachers cooperate with other
teachers as well as instructional leaders in the effective school. As
mentioned previously, staff cooperate to devise and implement a school
disciplinary policy. Another area of cooperation involves course or
curriculum planning. In many cases this is done in smaller (perhaps
grade-level) groups. The planning process, however, appears to be
significantly influenced by school leaders. Wellisch and others (1978) found
that the effective school implements instructional programs that are extremely
well coordinated by school leaders.

Although coordinated by school leaders, teachers in the effective school
appear definitely to feel a part of this cooperative process. Research data
indicate that the effective school environment produces feelings on the part
of teachers that their views are represented by those who make decisions
(Rutter et al., 1979). In addition, Madden and associates (1976) found that
teachers felt "supported" in the effective school. Rutter et al. similarly
found there is a feeling of adequate clerical support for teachers in the
effective school.

In general, the research points toward a willingness in the effective school for staff to cooperate on tasks while having tasks coordinated by school leaders. Each teacher seems to have a definite sense of contribution to the school while also feeling supported through various resources within the school environment itself.

Instructional Leadership

The term instructional leader is used here primarily to designate the role of the building principal. In some cases, however, instructional supervisors and lead teachers also are included in this category. Generally, the research indicates that the instructional leader in the effective school has strong views and is very active in the observation and coordination of academic work within the school.

The effective school instructional leader is characterized in several ways. This leader tends to feel strongly about instruction and has a definite point of view which is promoted (Wellisch et al., 1978). Edmonds (1979) points out that the leader is a strong administrator who demonstrates strong leadership in a mix of managerial and instructional skills.

Austin (1979) found that the instructional leader in the effective school more frequently reported a feeling of control over the functioning of the school, the curriculum, and the program staff. Brookover and associates (1979) found leaders in this setting to be more accepting of teacher accountability. Kean (1979) found that the instructional leader tends to have more frequent classroom observations than others. Information also indicates that the instructional leader is more of a disciplinarian and is better able to resolve conflicts than the leader in the less effective school (Hall and Alford, 1976).

Research has also pointed toward some rather specific behaviors which further clarify the role and attitude of the instructional leader. The leader of the effective school tends to assume more responsibility for the achievement of basic skills by students (Brookover et al., 1979). In addition, this leader tends to have developed and communicated a plan for dealing with basic skills achievement problems (Edmonds, 1979).

The effective school instructional leader also appears to be actively involved in teaching within the classroom. Kean (1979) reports that the instructional leader in the effective school participates more in the classroom instructional program and in actual teaching within the classroom. Brookover and others reinforce this by finding that the instructional leader tends to assume more responsibility for teaching basic skills such as reading and for achievement within these areas. Further, it has been shown that the instructional leader tends to set instructional strategies and tends to have developed schoolwide procedures for instructional strategies in specific areas (Sweeney, 1982; Shoemaker and Fraser, 1981). Rutter and associates (1979) found the instructional leader in the effective school participating more actively in the selection of resources and in the planning and organization of curricula. In addition, these researchers found that the instructional leader is aware of specific teacher patterns, for example, checking to see that

teachers give homework to students. The effective school instructional leader evidently does not "socially promote" students. Recen' research indicates that the effective school instructional leader does not promote students who fail to meet "required" performance levels (Squires, 1980; Wayne, 1981).

The instructional leader, then, appears to be highly involved in the work of teachers and the achievement of students. The leader also tends to regularly discuss and review teaching performance (Wellisch et al., 1978). Generally, strong managerial and instructional skills are demonstrated by the institutional 'eader in the effective school.

Recently, however, studies in the area of instructional leadership have been questioned. Rowan and others (1982) have critiqued the methodology of instructional leadership studies as well as the definition of school effectiveness itself. These authors feel the role of the instructional leader may not be as closely linked to the effective school as found in some research.

Parent Participation

The involvement of parents in the school generally appears to be closely related to achievement in the effective school. In work done for the Alaska Department of Education, Cotton and Savard (1980) sum up their review of 50 studies in this area in the following manner:

> Overall, the studies found that parent participation has a positive effect on children's achievement, and the more extensive the participation, the more positive the results. These findings emerged from studies of both preschool and elementary children; with a variety of academic achievement measures; in rural and urban settings; and with disadvantaged, special education and regular education students. Several studies cited positive outcomes other than achievement gains, including improved self-concept of parents and children, improved school-community relations and better student work habits. (p. 4)

Brookover and associates (1977) in their study of Michigan elementary schools found parent involvement to be negatively correlated with students' basic skill achievement in middle-class white schools and positively correlated in black schools. This suggests that student characteristics, if controlled for, might influence the effect of parent participation in the educational process. It is also important to note that the nature of parents' contacts .nd involvement with schools appears to be related to ethnicity, income level, and effectiveness of the school.

Instructional Practice

There is a great quantity of information which deals with instructional practice within the effective school. Some research investigations have referred to investigation in this area as "classroom improvement" or "classroom management" studies. Problems arise in analyzing this research as a part of effective school research because effective school research deals with the total school environment while classroom improvement studies quite often deal with only one part of the environment. Nevertheless, because effective classrooms are part of the effective school, some major findings are cited below.

Effective school research indicates that teachers in effective school settings tend to interact with the class as a whole more than do other teachers (Ramey et al., 1982; Medley, 1979). Work by Stallings (1982) indicates this is done at least 50% of the classroom time available. While this finding implies that less time is spent in small group and individualized efforts, it does not imply that such activities do not occur. In fact, Stallings found these to occur no less than 35% of the available classroom time. As stated previously, however, assumptions seem to have been made by researchers concerning quality of instruction. Quantity of time considerations are meaningless if a level of quality in the educational process is not maintained.

In addition to the above, there is considerable evidence that the effective school environment promotes monitoring of student performance more than other school environments (Berliner, 1979; Medley, 1979). Conclusions about monitoring of student performance are reinforced by the findings of Armor and associates (1976) who found higher levels of teacher-student contact in the effective school environment. There are, however, some studies which have not found monitoring of student performance and progress to be particularly different between "effective" and "ineffective" school settings (Ramey et al., 1982).

There are also data available which indicate that the frequency and quality of feedback given to students is associated with success in learning and achievement (Bloom, 1974; Berliner, 1979; Cohen, 1981). Further, data suggest that the immediacy of the feedback given by the teacher to the student is positively associated with the student outcome of achievement.

Direct instruction is a process which has been found to be positively correlated with achievement. The major aspects of direct instruction are academic focus, teacher-centered focus, little student choice of activity, large group instruction, factual questions, and controlled practice. While positively correlated with achievement, some researchers such as Good and Grouws (1979) find that direct instruction, although positively correlated with achievement, does not produce the creativity, problem solving ability, positive school/teacher attitudes, independence, and curiosity on the part of students as do other processes such as open classrooms. Good and Grouws suggest that student characeristics should enter into the consideration of instructional method used. Indeed, students who are naturally high achievers may not need and could be adversely affected by direct instruction.

Conclusion

This paper has cited major aspects of school effectiveness research. It should be noted, however, that the research deals with "indicators" of the effective school environment. These indicators, for the most part, do not address many of the process variables which would seem to be equally important to the achievement of students. Process variables as used here describe the way in which an event or characteristic is bought about or demonstrated. For example, common school goals or missions oriented toward student achievement are general characteristics of the effective school. Lack of information concerning the process variables associated with this characteristic disallows the establishment of cause-and-effect inferences and the advantages of diverse approaches.

Some critics argue that school effectiveness research has displaced the goal of the educational process. Achievement test scores, it has been said, do not measure the quality of functioning of the student either in the total school environment or after graduation. By using achievement scores as the measure of school effectiveness, it is assumed that some of the necessary skills and abilities related to later functioning are being measured; achievement test scores have displaced the goal of successful functioning after graduation.

It also seems reasonable to argue that school effectiveness research, to this point, has enumerated factors that accompany or indicate the effective school environment. These factors or indicators need further clarification and development in order to derive needed information concerning the processes by which the effective school is established and maintained in a variety of circumstances.

While it is possible to infer that certain characteristics as stated in this paper can produce a more effective school environment, the process has not been systematically studied in the literature. While much has been learned to refute the conclusion of the 1966 Coleman Report that schools do not make a difference, much remains to study and learn before many serious questions in this area can be answered definitively.

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COLLECTIVE BARGAINING: IMPACTS AND PROSPECTS FOR SCHOOL IMPROVEMENT

Prepared by Keats Garman

Collective bargaining with teacher organizations, and with other school
employee organizations, holds promise as a strategy for improving school
effectiveness. This is true because bargaining agreements increasingly define
a wide range of personnel and management rights, duties and obligations.

Some positive gains have been noted from collective bargaining. The economic
gains to teachers have been relatively slight (Garms, Guthrie and Pierce
1978). However, bargaining has probably increased teacher participation in
decision making and improvement of working conditions, such as in the hiring
of aides (Perry 1979). On the other hand, an indepth study of the effects of
collective bargaining in eight districts in two states indicates a
redefinition of teachers' roles and responsibilities. Mitchell, et al. (1981)
suggest that contract clauses that separate regular and "extra duty" work
result in classroom work being given "a decidedly reduced priority" in
teachers' work agendas. Specialized teachers, such as those responsible for
remedial instruction, appear to be ignored both by teacher and management
representatives in the bargaining process, and the importance of their role is
minimized. The report identified examples of excessive use of sick leave and
personal leave provisions of contracts, and noted that many teachers saw these
as a right, rather than an insurance. In addition, the study observed long
periods of teacher unrest and poor work performance as a reaction to periodic
problems in the contract negotiation process. Thus, although collective
bargaining may produce somewhat better learning conditions such as providing
support services, informal and apparently unanticipated byproducts of the
bargaining process may include strict attendance to work hours, less support
for specialized personnel, and actual work slowdowns.

Eberts and Pierce (1982) have demonstrated an average loss of three percent of
teacher time on instruction per day in districts with negotiated agreements.
This apparently insignificant amount of time adds up to five full days of
instruction over the school year. Teachers are spending this time instead on
administration/paper work, parent conferences and preparation for
instruction. Though the research is not conclusive about the impact of
collective bargaining on student achievement rates, the data on loss of
instructional time are certainly provocative.

Collective bargaining usually involves direct contact between teacher
representatives and the representatives of administrators and the school
board. Principals and other middle managers are usually excluded from the
negotiation process, even though the greatest burden of fulfilling contract
obligations frequently falls at the building level. Building principals often
lose some authority as a result of bargaining agreements and feel pressured to
be more "careful" in their relationships with teachers. At the same time,
principals may be given new specific supervisory responsibilities over
teachers and are still charged with maintaining a smoothly operating building
(Johnson 1981a, Mitchell et al. 1981). Johnson (1981a, 1981b) notes wide
variation in the enforcement of contract provisions from one school to another
within districts. The differential enforcement of a contract clause appears

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to be influenced by the nature of the clause involved and its importance to the teachers, but especially by the leadership style of the principal. Some principals are apparently much more effective than others in persuading teachers to perform extra duties voluntarily by stressing the interdependent characteristics of the school organization and building on teachers' concerns about student achievement and teachers' ambivalence regarding collective bargaining.

Mitchell and his associates (1981) describe variations in the collective bargaining process from one district to another and suggest that districts move through three typical stages as collective bargaining becomes established. Labor relations begin in a pre-bargaining stage, when teachers and administrators confer about common educational problems and teachers are recognized as "professional or quasi-professional employees." The contractual stage is characerized by a "good faith" bargaining style typical of the private sector. In this second stage, teachers and management are more differentiated. The teacher is seen as a quasi-professional or "worker." Mitchell and associates find some evidence that this second stage, which is perhaps most common in school districts today, may be altered by the political concerns of citizen groups evaluating the quality of teachers' work. A third type of collective bargaining has appeared in some districts where the views of parties other than labor and management, such as parents, are included in the bargaining process. They suggest that there is also a re-recognition of teachers' "unique insights into the learning problems of children and the operational problems of schools." However, close monitoring of teacher performance is still negotiated as part of the labor agreement.

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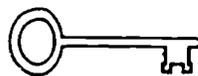Perry, C. "Teacher Bargaining: The Experience in Nine Systems." Industrial and Labor Relations Review. 33:3-17; 1979.

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SCHOOL IMPROVEMENT:

A Critical Function of School Board

REPORT CARD
SCHOOL EFFECTIVENE'

	EXC	SAT	NI
		✓	
Board Goals and Objectives		✓	
Strong Principals		✓	
Effective Teachers	✓		
Effective Use of Instructional Time		✓	
Instructional Materials			✓
Parental Involvement		✓	

A WORKSHOP

**KEYS   .OOL
BOARDSMANSHIP**

These materials have been produced as part of "Keys to School Boardsmansl
a project to develop new materials in boardsmanship education for local s
board members. It is a joint effort among:

o   The Association of Alaska School Boards

o   The Idaho School Boards Association

o   The Montana School Boards Association

o   The Oregon School Boards Association

o   The Washington State School Directors' Association

o   The National School Boards Association

o   The Northwest Regional Educational Laboratory

KEYS TO SCHOOL
BOARDSMANSHIP

Northwest
Regional
Educational
Laboratory

OBJECTIVES OF THE WORKSHOP

o   To confirm and legitimize the board's interest and commitment to the improvement of instruction

o   To identify productive board behaviors in fulfilling the function of governance

o   To learn/confirm that board and community expectations are set forth in the formulation of goals and obje tives

o   To consider emerging knowledge concerning school effectiveness as revealed by current research

o   To utilize the policy development process as the board's tool for governing the program of instruction

o   To consider the importance of advocacy for excellence in instruction through the collective bargaining process

PERCENTAGE OF MEETING TIME DEVOTED TO INSTRUCTION

What percentage—on a yearly basis—of your board's meeting time is
actually spent on matters directly related to the instructional program?
What would you wish the percentage to be?

	Actual	Wish
10 percent or less	_____	_____
10-20 percent	_____	_____
20-30 percent	_____	_____
30-40 percent	_____	_____
40-50 percent	_____	_____
50-60 percent	_____	_____
60-100 percent	_____	_____
*National Average	_____	_____
*As reported in surveys	_____	_____

2   8.3

A PROGRAM OF QUALITY INSTRUCTION

by Ben Brodinsky

o   ASSESSING NEEDS AND TRENDS

o   ESTABLISHING GOALS AND OBJECTIVES

o   INITIATING AND SUPPORTING PROGRAM DEVELOPMENT

o   EMPLOYING INSTRUCTIONAL STAFF

o   ADOPTING INSTRUCTIONAL MATERIALS

o   EVALUATING INSTRUCTIONAL PROGRAMS

TYPICAL STATUTORY LANGUAGE

<u>33 States and District of Columbia</u>

"DETERMINE GOALS, LONG-RANGE PLANS, IDENTIFY MEASURABLE OBJECTIVES STANDARDS"

"DETERMINE EDUCATIONAL POLICIES"

"DETERMINE/PRESCRIBE/ADOPT A COURSE OF STUDY"

"INCLUDE COURSES DEEMED TO FIT THE NEEDS OF STUDENTS"

"ADVISE/DIRECT/MANAGE/CONTROL EDUCATIONAL PROGRAMS"

"SELECT/ADOPT/MANAGE/CONTROL TEXTBOOKS AND CURRICULUM"

"MANAGE AND CONTROL EDUCATIONAL AFFAIRS"

PRODUCTIVE BOARD BEHAVIORS*

by Ben Br.-dinsky

Out of the experiences of effective boards in all parts of the country
have evolved these techniques to help boards assert their responsibility
on educational topics:

1. Ask quest   . There is power in questions. They stimulate action.

2. Request rep.-.:s. The board should request the administration to
    present periodic reports on what's going on in the classrooms, in the
    curriculum office, in the testing and research office. Reports can
    be made by the superintendent, principals, supervisors, program
    specialists, and best of all, by teachers. Some reports can be
    reserved for the private reading of board members, but most should be
    presented in open meeting, with the public invited to listen and take
    part in subsequent question-and-answer sessions or discussions.

3. Initiate an audit of your district's educational and instructional
    policies. How many are there? How many should there be? Are they
    recent? Outdated? Which should get first attention because they are
    most urgently needed? Such an undertaking could take months. It
    will refurbish one part of your district's policy manual, and it will
    immerse the board in educational issues and enhance its leadership
    for the community's education.

4. Make budgetary decisions which help develop educational programs.
    Decisions which increase support for teachers, instructional
    materials, wider variety of course offerings, and student services
    place the board on record as having concern for the educational needs
    of children and youth.

5. See to it that teaching and learning are the principal ingredients in
    the district's public information programs. Public forums, reports
    to the news media, and bulletins to parents should deal for the most
    part with curriculum, instruction, outcomes of teaching--in short, .
    the child and his schooling.

6. Finally, don't leave the educational arena entirely to the expert and
    specialist, even though he may claim access to "the literature" and
    to "the findings of research." The wise board member listens to the
    experts and seeks their advice, but he evaluates and balances this
    with the wisdom of the layperson. Common sense is needed for sound
    educational policies. The board member should never underestimate
    the power of the layperson's views. When these views reflect those
    of the community, when they are pooled and refined around the board
    table, they become essential parts of educational policy.

_____

    *Adapted from How a School Board Operates by Ben Brodinsky, Phi Delta
Kappa Educational Foundation, 1977.

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TOOLS FOR CURRICULUM DEVELOPMENT

STEM GOALS

23 policy statements of district purpose

School Board/Superintendent
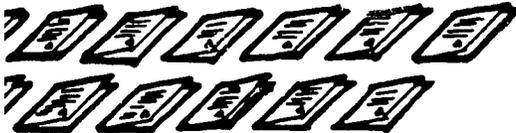
OGRAM GOALS

112 general aspirations for 13 subjects

Administrator for Instruction

URSE GOALS

1011 Extensive aims for 13 subjects organized into 4 grade level blocks

Curriculum Planners

STRUCTIONAL
JECTIVES

Approximately 10,000 guideline for instruction by grade

and course

Teachers and Principals

UDENT LEARNING
JECTIVES

Approximately 500 indicators of student achievement

Students

●pleted   ● partially completed   ○ not started

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Goals Development Project coordinated by Clover Park School District
Instruction Division, Karen A. Porys, Administrator of Instruction.

SYSTEM GOALS

INTELLECTUAL SKILLS

Each student shall develop intellectual competency by learning:

- The basic skills of reading, writing, speaking and listening.
- The basic skills of mathematical computation.
- The basic principles of science and their technological application.
- The basic skills of collecting, examining, evaluating, and using information.
- The basic skills of defining and resolving problems, choosing the best available alternative.
- The distinguishing characteristics of our own and other societies, and how societies are related.
- The basic skills of self-expression through the fine and applied arts.

PERSONAL SURVIVAL SKILLS

Each student shall acquire the skills essential to personal survival, including.

- Maintaining and improving physical and mental health.
- Managing money, property, and other resources.
- Recognizing and adapting to personal and social changes as they occur.
- Gaining job skills for immediate employment or foundation skills for further education.
- Developing methods for achieving satisfactory human relationships.

PERSONAL VALUES SYSTEM

Each student shall be helped to develop a personal values system which includes:

- A feeling of self-worth and self-esteem.
- Pride in his/her own well-done work.
- Personal integrity in human relationships.
- A commitment to responsible citizenship.
- Respect for others, including those who are culturally different.
- A desire for continued learning.
- Appreciation of beauty in nature and the arts.

CIVIC RIGHTS AND RESPONSIBILITIES

Each student shall learn civic rights and assume civic responsibilities by:

- Understanding governmental processes and the citizen's role in them.
- Knowing the history of our country and its relationships to other nations.
- Being informed about the economic and political systems which shape the modern world.
- Actively participating in school, community, social and political activities.

MATHEMATICS

Program Goals for the Primary and Intermediate Grades

1. The student knows basic mathematical facts and operations and uses them accurately and confidently.

2. The student understands quantitative and geometric concepts.

3. The student discovers mathematical patterns and relationships in personal experiences.

4. The student can analyze problems and use systematic approaches to solve problems.

5. The student is able to express mathematical ideas using appropriate mathematical symbolism.

6. The student appreciates and respects the practical and aesthetic contributions of mathematics and is aware of its cultural and historical development.

7. The student develops the mathematical foundation to help meet personal, civic, and career needs.

REVISED FIFTH GRADE MATHEMATICS STUDENT LEARNING OBJECTIVES

1. The student is able to read aloud the names of nine out of ten numerals for whole numbers less than 100,000.

2. The student is able to write the numerals for eight out of ten whole numbers less than 100,000.

3. The student is able to round three out of four whole numbers less than 100,000 to the nearest ten, hundred, or thousand.

4. The student is able to determine the number of ten-thousands, thousands, hundreds, tens, and ones represented by each digit in three out of four numerals for whole numbers less than 100,000.

5. The student is able to add three out of four pairs of whole numbers if the sums are less than 100,000.

6. The student is able to subtract three out of four whole numbers from whole number minuends less than 100,000.

7. The student is able to multiply three out of four pairs of whole numbers if the multiplier is less than 100 and the multiplicand is less than 1000.

8. The student is able to divide three out of four whole numbers less than 1000 by whole number divisors less than ten and name the remainder as whole numbers.

9. The student is able to add three out of four pairs of common fractions with like denominators.

10. The student is able to subtract three out of four common fractions from common fraction minuends with like denominators.

11. The student is able to rename three out of four common fractions with denominators less than 25.

12. The student is able to use the symbols , =, or to express the relationship between three out of four pairs of common fractions.

13. The student is able to change three out of four improper fractions to mixed numerals or mixed numerals to improper fractions.

14. The student is able to solve three out of four word problems using appropriate fifth grade skills.

15. The student is able to identify seven out of eight triangles, parallelograms, rectangles, squares, circles contained in a set of ten shapes.

16. The student is able to measure three out of four distances and lengths of objects, between one and three meters long correct to the nearest meter and centimeter.

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IDENTIFYING EFFECTIVE SCHOOLS

Problem: Citizens, through one process or another, have their own notions about which school systems—or individual schools—are successful in the achievement of goals and objectives set forth for a program of quality instruction. Board members are called upon to make discriminatory judgments about their own school district in comparison to others, and, between and among schools of their own district.

Do you school board members make such judgments? What are the sources of information for such judgments? What are the criteria utilized in such judgments?

Please complete the following questions:

Give the name of a school which you consider to be eminently successful in achieving its instructional goals and objectives:

_____

(If you wish, you can use a symbol not recognizable by others)

List one or more sources of information which led you to identify the school named above:

1. _____

2. _____

3. _____

From whatever source derived, what is the nature of the information which led you to that critical identification—the criteria on which your judgment was based?

1. _____

2. _____

3. _____

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POLICY DEVELOPMENT

Optional Exercise N. 1:   Board Leadership for Instruction

Your school board is convinc ' hat schools deemed to be most effective in
the achievement of instruct. na_ goals and objectives are those schools
characterized by strong instructional leadership behaviors at all levels of
governance: board, district administration of instruction, building
administration and classroom management. Your board further believes the
leadership emanates from the top.

The task of this exercise is to outline the content of a policy statement
which will set forth your board's commitment to leadership in the
instructional program as well as the behaviors of governance which your
board will employ in the exercise of that leadership function. Among the
factors which you will consider may be some or all of the following:

   o   Priority of board commitment--amount of time and effort to be
        devoted to matters directly concerned with the program of
        instruction

   o   Assignment of leadership responsibility to administrative staff and
        accountability therefor

   o   Assessment and reporting procedures to be employed in a systematic
        approach to board monitoring of program effectiveness

   o   Tools and procedure. to be employed by the board to inform staff of
        the board's priority concerns and assessment of progress

   o   Tools and procedures to be employed by the board in role of public
        stewardship--probing the public interest and communicating goals
        and objectives as well as the continuing priority assigned to
        instructional leadership

Please use the form provided (pages 16, 17, 18) to prepare an outline of the
desired content of your board's policy statement relating to strong board
leadership for a program of quality instruction. The outline should be
adequate to enable someone to prepare a first draft of the board's policy
statement.

(Your board might want to follow through sequentially by preparing
subsequent policy statements setting forth the leadership behaviors
prescribed at the district administrator level of governance of the
instructional program.)

POLICY DEVELOPMENT

Optional Exercise No. 2: **Principal Leadership for Instruction**

Your school board has traditionally respected the critical leadership role of the building principal in the development and implementation of a program of quality instruction. Recent findings of research into the elements of effective schooling have reaffirmed the board's conviction that the building principal is a major factor of effective leadership. Your board wishes to reaffirm its convictions and expectations for instructional leadership at the building level.

The task of this exercise is to outline the content of a policy statement which will set forth the board's expectations of leadership behaviors by the building principal in the conduct of the program of instruction. Among the factors which you will consider may be some or all of the following:

o   The responsibility to implement and to monitor the implementation of adopted goals and objectives of the program of instruction

o   The responsibility to provide leadership to the building faculty, to understand and support various facets of the instructional program, to provide/obtain technical assistance to the professional staff, to evaluate performance by the professional staff, to provide appropriate opportunities for staff development and to relate student achievement to program success

o   The responsibility to interact with students and parents—to be involved with student learning, to encourage and recognize student achievement and to deal with impediments to learning

o   The responsibility to foster a positive environment for learning in and about the school—to promote the concept that schools are places for learning, that everyone can learn and that achievement is the ultimate success

o   The establishment of criteria and procedures for the selection, appointment and evaluation of principals which stress emphasis on and specific behaviors in leadership for instruction

o   Provide adequate rewards for effective leadership and appropriate opportunities for professional growth

Please use the form provided (page 16, 17, 18) to prepare an outline of the desired content of your board's policy statement relating to expectations of strong leadership for the instructional program by building principals. The outline should be adequate to enable someone to prepare a first draft of the board's policy statement.

Optional Exercise No. 3:   Providing for Effective Teaching

Your board is convinced of the centrality of effective teacher performance to
the conduct of a program of quality instruction.   Recent findings of research
into the elements of effective schooling have strengthened that conviction.
Your board wishes to take a new approach to setting forth in board policy a
statement of expectations of effective teaching performance and a commitment
to continuing and consistent evaluation of teacher performance.

The task of this exercise is to outline the content of a policy statement
which will set forth the board's expectations of effective teach
performance and a commitment to the evaluation thereof. Among t.   .ctors
which you will consider may be some or all of the following:

   o   The criteria to be employed in the selection and employment of
         members of the teaching staff

   o   The sources of information and screening procedures to be employed in
         the selection of members of the teaching staff

   o   The assignment of role responsibilities in the process of screening
         and recommending candidates

   o   The criteria and procedures to be employed in the continuous
         evaluation of professional staff performance

   o   The assignment of role responsibilities in the continuing evaluation
         of members of the professional staff including responsibility for
         recommending re-employment

   o   Provision for adequate rewards for effective performance and for
         appropriate opportunities for professional growth

Please use the form provided (pages 16, 17, 18) to prepare an outline of the
desired content of your board's policy statement relating to effective teacher
performance. The outline should be adequate to enable someone to prepare a
first draft of the board's policy statement.

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Optional Exercise No. 4:
Providing for Optimum Use of Time Allocated for Instruction

Your board is becoming very conscious of the fact that TIME--time allocated for the conduct of learning activities--is one of the most valuable resources available to the school for the effective implementation of a program of quality instruction. Your board is also aware that in all schools some of the scheduled time is necessarily utilized for activities other than activity in planned learning activities. Research reports clearly suggest that those schools judged most effective in the achievement of instructional objectives are those which succeed in "protecting," to a very high degree, the time allocated for instruction.

The task of this exercise is to outline the contents of a policy statement which will set fo· h the board's concern for the effective utilization of time made available for instruction and institute control and accountability procedures which will give assurance to the board and the community. In preparing such a policy outline, the board will want to consider a number of factors including some of the following:

o   Time allocated for instruction is that time--school day and school year--during which the school is formally in session Allocated time has at least three components:

    --   Fixed non-instructional time. Time utilized for activities other than learning and not within the control of the classroom teacher. This involves such activities as lunch, recess, interruptions, lunch counts, attendance accounting, school activity program, etc.

    --   Teacher controlled non-instructional time. Time during which students could be actively engaged in learning activities but are not. This involves such activities as classroom socializing, transition between learning activities, unorganized classroom management and disciplinary interruptions or distractions.

    —   Engaged instructional time. The time that students are actively involved in planned learning activities. By observation, researchers found that engaged time in high schools ranged from as low as 10 percent to as high as 80 percent and in elementary schools from as low as 37 percent to as high as 74 percent.

o   That control of time for instruction is a factor of setting a positive climate for instruction and of effective classroom management. To be successful, control must be a continuing priority of leadership at all levels: district, building and classroom.

Please use the form provided (pages 16, 17, 18) to prepare an outline of the desired content of your board's policy statement relating to optimum use of allocated time for instruction. The outline should be adequate to enable someone to prepare a first draft of the board's policy statement.

Optional Exercise No. 5: Providing for Appropriate Instructional Materials

Your board is aware that the instructional materials adopted and supplied by your school district have a major influence upon the content and the implementation of the curriculum. To a significant degree, instructional materials determine what is taught and how it is taught. Your board also understands that your district makes a substantial investment annually in the materials provided for the conduct of the instructional program. Your state charges your board with the ultimate responsibility for the adoption and acquisition of appropriate instructional materials.

The task of this exercise is to outline the contents of a policy statement which will set forth the criteria to be employed in the selection and adoption of appropriate instructional materials as well as the procedures to be employed in the selection, adoption, allocation, evaluation and ultimate disposition of instructional materials. In preparing such a policy outline, the board will want to include some or all of the following considerations:

o   What are the district's legal responsibilities in regard to the selection, allocation and utilization of instructional materials?

o   How does the board delegate these responsibilities without losing control?

o   It has been said that the textbook determines 90 percent of what is taught. That may be an exaggeration but it should be clear that implementation of the district's adopted goals and objectives is dependent, to a very significant degree, upon the careful selection and judicious use of instructional materials.

o   Citizens frequently express a strong interest in the content and philosophy inherent in the instructional materials provided for students. States often mandate board adoption of specific consideration of citizen input regarding the instructional materials provided.

o   It is necessary to regularly and consistently evaluate adopted instructional materials and to consider others which become available. Evaluation should relate to effectiveness in the achievement of instructional goals and objectives.

o   It is necessary to prescribe uniform procedures for the disposal of instructional materials when they are replaced or no longer usable.

Please use the form provided (pages 16, 17, 18) to prepare an outline of the desired content of your board's policy statement relating to the provision of appropriate instructional materials. The outline should be adequate to enable someone to prepare a first draft of the board's policy statement.

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Exercise No.__:_____

Statement of Purpose: What issue is to be addressed? Why is it important in terms of board policy?

Minimum Requirements/Limitations: To what degree and in what manner do state or federal mandates require or limit this policy?

Directions to Staff: What is to be done?

Assignment of Roles and Responsibilities:

<u>Provisions for Monitoring and Evaluating</u>: In what manner, by whom, when?

<u>Provisions for Reporting Results</u>: In what form, to whom, when?

Fringe Benefits

Problem: Research and experience show that many teachers view fringe benefits such as sick leave and personal/business leave to be "rights," rather than insurances against adversity. Excessive and non-legitimate uses of these fringe benefits have an impact upon the effectiveness of the teaching and learning process and time spent on learning, as well as financial impacts.

What can school boards do, through the collective bargaining process, to minimize these impacts?

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Teacher Performance Evaluation

Problem: Teacher performance evaluations are becoming an increasingly "hot item" in negotiations. When and how these evaluations are to be conducted are specified in contract language. From a management point of view, evaluations are extremely important tools for improving teacher performance and productivity. Research and experience show that 30 percent or fewer of the items on teacher evaluation forms in many school districts refer to classroom instruction performance.

What can school boards do, through collective bargaining, to ensure that teacher performance evaluations result in improvement of instructional effectiveness?

IMPACTS OF COLLECTIVE BARGAINING

Role and Authority of Principals

Problem: Research and experience show that one of the consequences of collective bargaining with teachers has been the erosion of the authority and leadership role of principals. For example, principals:

o   Have a more formal relationship to teachers

o   Are more concerned about grievances

o   Can command less loyalty

o   Are more "contract managers" than instructional leaders

What can boards do, through collective bargaining, to reduce or minimize these impacts on the principal's ability to exert instructional leadership?

IMPACTS OF COLLECTIVE BARGAINING

Teachers' Time on Instruction

Problem: Research shows that collective bargaining has resulted in an
average of three percent less time per day which teachers spend on
classroom instruction.* This amounts to five full days per year.
Instead, teachers are spending this time on administrative duties,
preparation for teaching and parent conferences.

What can school boards do, through collective bargaining, to reduce the
loss of instructional time?

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   *Time in the Classroom: The Effect of Collective Bargaining on the
Allocation of Teacher Time, 1982, Center for Educational Policy and
Management, University of Oregon, Eugene.

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WORKSHOP EVALUATION

Please answer the following questions frankly. Your responses will help to improve the presentation of the workshop in the future.

1. My overall rating of this workshop is:

1	2	3	4	5
Excellent		Fair		Poor

Comments:

2. The workshop objectives were:

_____   1. Clear to me

_____   2. Somewhat clear

_____   3. A mystery to me

Comments:

3. What I expected from the workshop, but did not get, was. . .

4. A. The workshop leader(s)' knowledge of the topic was:

1	2	3	4	5
Excellent		Fair		Poor

Comments:

B. The workshop leader(s)' presentation of the workshop (instructions, clarity, etc.) was:

1	2	3	4	5
Excellent		Fair		Poor

Comments:

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C. The workshop leader(s)' helpfulness to me and other participants was:

1	2	3	4	5
Very Helpful		Helpful		Not Helpful

Comments:

5. I learned most from

_____ Lecturettes given by the leader

_____ Small group discussions

_____ The reading material

_____ Questions discussed in the group

_____ Other activities

6. The most valuable thing(s) I learned from the workshop was. . .

WORKSHOP OBJECTIVES

1. Confirm, legitimize board's role and responsibilities

2. Identify productive board behaviors

3. Declare expectations through goals and objectives

4. Review current knowledge about effective schooling

5. Utilize policy development as tool for implementation

6. Advocacy through collective bargaining

SI 1

NSBA POLL ON INTERESTS
AND EXPECTATIONS OF BOARD MEMBERS

Items board members expected to deal with prior to election

1. Curriculum decisions
2. School expenditures
3. Hiring teachers
4. School taxes

Items board members actually dealt with after being elected

1. Collective bargaining
2. School expenditures
3. New school buildings

SI 2

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FOUR FUNCTIONS OF SCHOOL BOARDS
by Ben Brodinsky

Providing for:

- A program of quality instruction

- Management and direction of the school system

- Guidance of the school system through policies

- Communication between community and staff

SI 3

SUCCESSFUL BOARD BEHAVIORS
Recommended by Ben Brodinsky

1. Ask questions. There is power in questions

2. Request reports from the administrative staff

3. Initiate audits of the district's educational and instructional policies

4. Make budget decisions to support educational programs

5. Make teaching and learning the focus of public information programs

6. Don't leave educational decisions entirely to the "experts"

SI-4

TOPICAL OUTLINE
OF TYPICAL STATE MANDATES
TO LOCAL SCHOOL DISTRICTS

Basic Program Requirements

Certification Standards

Minimum Attendance Requirements

- **Hours per day**
- **Days per year**

Evaluation Policies

- **Educational Program**
- **Instuctional Materials**
- **Staff Personnel**

Provisions for Public Involvement

SI 5

SCHOOLS THAT SUCCEED
SHOW EVIDENCE OF:

Strong leadership for instruction

- **At the district level**

  Board and administrative staff assign top priority to improvement of instruction

  Board and administrative staff communicate that priority to employees, students and community

- **At the building level**

  Principal gives top priority to instructional leadership

  Principal possesses knowledge and skills required

  Principal actively participates in instructional activities

SI 6

SCHOOLS THAT SUCCEED
SHOW EVIDENCE OF:

Excellent teachers

- Highly qualified by preparation and experience

- Hold high expectations for student achievement

- Are task-oriented – teach to clear objectives

- Participate in staff development opportunities

SI 7

SCHOOLS THAT SUCCEED
SHOW EVIDENCE OF:

Positive school climate

- Orderly and disciplined

- Structured learning environment

- High morale – focus on achievement – success is rewarded

- Emphasizes the effective use of time

SI 8

113

SCHOOLS THAT SUCCEED
SHOW EVIDENCE OF:

Target instructional emphases

- High priority is given to mastery of basic skills

- Devise deliberate strategies and techniques for instruction

- Maintain efficient classroom management

- Carefully allocate instructional time

- Carefully select and assign instructional materials keyed to program goals and objectives

SI 9

114

SCHOOLS THAT SUCCEED
SHOW EVIDENCE OF:

Attention to program assessment and evaluation

- Frequent and close monitoring of student progress

- Use tests closely related to program goals and objectives

- Are concerned with individualized evaluations

- Professional staff is strongly influenced by evaluative results

- Evaluative information is appropriately reported to the board and to the community

SI 10

SCHOOLS THAT SUCCEED
SHOW EVIDENCE OF:

Maintaining strong support systems

- **Budget priorities are clearly keyed to program goals and objectives**

- **Personnel policies reflect program objectives and procedures**
  - **Through policies and procedures for selection and assignment**
  - **Through supervisory and evaluative policies and procedures**
  - **Through provision of adequate opportunity for professional growth**

- **Parental and community involvement and understanding of program goals and objectives and record of achievement**

SI 11

116

WHAT IS A POLICY?

"A definite course of action or method of action to guide and determine present and future decisions"

Policies are:

Guidelines

A course of action

Policies tell:

What is wanted

Why

How much

SI 12

117

Written policy is needed to

1. Insure continuity

2. Clarify expectations

3. Direct the superintendent

4. Inform Public

5. Secure the board's position

SI 13

118

A POLICY SHOULD

- State a purpose – Focus intent

- Recognize Limitations
    - Superordinate mandates
    - Resources available

- Direct Action
    - What is to be done
    - How much, and
    - Sometimes, why

- Assign Responsibility
    - Who is accountable
    - To whom
    - In what manner
    - When

- Provide for Information to Staff and Community

- Provide System for:
    - Monitoring and reporting implementation
    - Evaluating success
    - Reviewing reports
    - Revising as necessary

POLICY CYCLE

IDENTIFY A NEED

DIRECT A POLICY ANALYSIS

REQUIRE POLICY OPTIONS

    Costs in Dollars

    Staff

    Rules, Regulations and Guidelines

REVIEW POLICY DRAFT

TAKE ACTION

    Rewrite

    Reject

    Adopt

IMPLEMENT AND MONITOR

REVIEW AND EVALUATE

REVISE OR REMOVE AS NEEDED

SI 15

REMEMBER

POLICY DEVELOPMENT is a cooperative effort involving the Board, the staff and members of the community.

POLICY ADOPTION is the function of the Board.

POLICY IMPLEMENTATION is a function of the superintendent and staff.

POLICY REVIEW AND EVALUATION is a function of the Board.

SI 16

THE CORNERSTONES
OF INSTRUCTIONAL POLICY

● **Prevailing Mandates**

— Federal/State laws and court decisions

— The mandates and limitations put upon local board option

● **District Goals and Objectives**

— The declared expectations of the community as identified and articulated by the local school board

● **Knowledge Drawn From Experience**

— Research findings and professional expertise regarding factors proven to be critical to effective schooling

SI 17

AREAS OF IMPACT
UPON INSTRUCTIONAL POLICIES

● Teachers' Work

● Time on Instruction

● Management Control

● Roles and Authority of Principals

SI 18