

REPORT TO THE BUSINESS & INDUSTRY ASSOCIATION

on the

NEW HAMPSHIRE SCHOOL IMPROVEMENT PROGRAM

May 7, 1991

TASK FORCE

KIMON ZACHOS, Chair
Partner, Sheehan, Phinney, Bass & Green

CHARLES CLOUGH
President, Nashua Corporation

KENNETT R. KENDALL, JR.
President, Corroon & Black/Kendall Insurance

DOUGLAS J. PEARSON
President, NSS Corp.

RONA ZLOKOWER
Community & Government Relations Manager, Northern New England
Digital Equipment Corporation

This Task Force was charged by the Business & Industry Association to evaluate the New Hampshire School Improvement Program. Our report follows.

SUMMARY

We find the New Hampshire School Improvement Program (SIP) to be an extremely well designed, carefully implemented effort to improve New Hampshire schools. New Hampshire can take great pride in this Program which is gaining recognition as among the best efforts in the country to improve public education.

Though it is too early to expect measurable changes in student output, the program's operation is very promising. It should produce measurable, significant changes in student output over the next few years.

The Program provides a critical element of what is called for in the Governor's Task Force on Education: "allow local school districts to develop and implement their own plans to achieve these statewide outcomes, expectations and norms, recognizing the professionalism of teachers and the unique role they must play in educational reform." At great effort and with remarkable skill over the past three years, the key parties in New Hampshire public education -- teachers, administrators, parents, students, state officials, businesses -- have joined in an agenda of unusually high quality.

This ambitious program seeks to change entire schools. The members of this task force have led similar efforts to improve our own businesses. All of our business expertise tells us that the active support of the work force must be engaged if you are to improve performance. Such efforts take time.

The Task Force is unanimous in its belief that the SIP's capacity to secure change in each school -- indeed in each classroom -- is central to improving New Hampshire's public schools. If SIP was not in place, New Hampshire would have to invent something just like it to support change at the individual school level.

New Hampshire has made an important investment in SIP. It is well designed and well run. First results are promising. The program gives promise of providing the capacity to improve all schools.

At issue is whether New Hampshire has the staying power and tenacity to back this program. The Task Force urges that the SIP be sustained and that, simultaneously work begin to establish benchmarks by which performance in all schools, including the SIP schools, can be tracked and evaluated.

HOW WAS THE EVALUATION CARRIED OUT?

The Task Force's findings are based on the evaluation of SIP carried out by a national evaluation firm, Public/Private Ventures (P/PV), on our meeting with the SIP Team at Parker-Varney Elementary School in Manchester, and discussion among the Task Force and with the evaluators.

The P/PV evaluation was based on their review of out-of-state, comparable school improvement efforts in nine other states, four cities/counties; review of the SIP literature; internal analyses; school data; and fifteen person days in the field interviewing staff, parents, key state leadership, and other constituent groups connected with five SIP schools.

P/PV was given three questions:

1. Is the School Improvement Program well designed?
2. Is the School Improvement Program well implemented?
3. What are the results thus far?

IS THE SCHOOL IMPROVEMENT PROGRAM WELL DESIGNED?

The national evaluators found that the SIP conforms as well as, or better than, any other program they have seen in the country, to the principles of Effective Schools Research.

Effective Schools Research is the substantial body of research distilled over twenty years from schools of all types from widely different communities across the country. This research identifies the factors that distinguish good schools.

P/PV compared SIP's design to other leading school improvement programs in the country, programs that are under way in nine states -- California, Indian, Louisiana, Maine, Nevada, North Carolina, South Carolina, Vermont and West Virginia -- and three cities/counties -- Chicago, Illinois; Dade County, Florida; and Rochester, New York.

The Task Force was impressed by the degree to which the SIP design reflected the "New Hampshire Model" -- everybody has to play; community-based rather than top-down; a public private partnership; while being cost efficient.

IS THE SCHOOL IMPROVEMENT PROGRAM WELL IMPLEMENTED?

The evaluators found that "New Hampshire has initiated and provided cost-efficient state assistance for a local decision-making process that largely adheres to the lessons and experiences of other jurisdictions."

In assessing the implementation, Task Force members drew heavily on the considerable professional experience of several of its members with team building collaborative efforts in their own businesses that paralleled the SIP approach. The results achieved by SIP in building this collaborative process are extremely good. Such an effort can take years to build. This effort seems to be working well, bringing together in a constructive fashion in each SIP school and on the Alliance, groups that often are contentious and adversarial. This working process is a fundamental building block to improving public education performance.

The amount invested per school was reasonable, and if anything, this investment was quite low compared to the investments made elsewhere in the country on model school improvement efforts. The Task Force thinks the investment will prove to have been very highly leveraged.

The Task Force was impressed by the evaluator's reports on the number of school professionals who, in their evaluation interviews, volunteered that the implementation of the SIP had given them new life, new energy. Several teachers said that SIP had caused them to reverse plans to leave public education.

The evaluators identified specific points at which the implementation can be improved, such as by not including accreditation concerns in the criteria, and by introducing pedagogical and curriculum issues earlier in the program. The Task Force believes that these points can -- and should -- be corrected; and that their correction will further strengthen SIP.

WHAT ARE THE RESULTS THUS FAR?

The principal findings are that a substantial majority of the participants, both staff and parents, know about SIP, believe that their schools are improving, and remain committed and enthusiastic about the program.

While not a substitute for improved educational outcomes, these are initial indicators of progress toward improved student performance. We would expect to see indicators of educational improvement over the next several years.

The Task Force spent considerable time in discussion of the limited outcome data. Three conclusions emerged:

First, it is too early to expect substantial outcome data, when even those schools furthest along had been in the Program for less than three years.

Second, the ability of large public school systems to collect and assess data is uneven, a feature that the evaluators have encountered everywhere in the country.

Finally, SIP should more tightly focus and quantify its objectives and improve its capacity to set benchmarks and track the performance of individual schools.

State and local capacity to set benchmarks and quantifiable goals, and to assess performance should be strengthened, which will enhance the likely success of SIP. The New Hampshire business community has indicated strong willingness to help in the development of management informations systems, as their counterparts have in Cleveland, Boston and elsewhere in the country. The Task Force hopes that the state will help build the capacity to provide such benchmarks and management systems, which will strengthen the SIP and New Hampshire's entire public education system.

CAN NEW HAMPSHIRE AFFORD THE COST OF THIS INVESTMENT?

In difficult budget times, it is not a sufficient argument that SIP should be supported because this is a good program. There are may good programs. SIP, however, meets a far higher and more stringent test.

SIP offers great leverage. It has the capacity to improve the effectiveness of entire schools. The \$10,000 invested in training a school management team can mobilize and improve the performance of the entire school staff. Improving the effectiveness of the \$1.5 to \$2 million payroll of a school with a \$10,000 investment are numbers that we understand and can support.

Not every school will enter SIP at the same time. Experience may even build the capacity to extend the program to larger numbers of schools at a somewhat lower cost per school. But if this investment realizes the impact that we anticipate on improving the quality of education in our schools, New Hampshire cannot afford not to make this investment.



Rex D. Adams
Chairman
of the Board

Michael A. Bailin
President

Gary Walker
Executive
Vice President

Board of Directors

Rex D. Adams
Michael A. Bailin
Judy Barker
Angela Glover Blackwell
Roy J. Bostock
Alan K. Campbell
Mary Pocham Clinton
Arno A. Crm
Linda Daring-Hammond
Alice F. Emerson
Sandra Feldman
MARC HOWELL
Sobhan Oberheimer-
Nicolau
Marion Pines
John W. Porter
Mona Svirloff

Research Advisory
Committee

Frank Furstenberg
Robinson Holster
Henry Levin
Frank Levy
Anita Summers
Marta Tenca

May 6, 1991

Kimon S. Zachos, Esq.
Chairman, BIA Task Force
Sheehan, Phinney, Bass & Green
1000 Elm Street, 17th Floor
Manchester, New Hampshire 03105

Dear Kimon:

Enclosed is our report on New Hampshire's School Improvement Program (SIP). As you know, restraints of time, resources and availability of information did not allow us to examine "hard" outcomes--and it is probably too early to expect much in that area at any rate. But we were able to examine the validity of the design, the faithfulness of its execution, and perceptions of its potential and present progress.

On all these counts, we found a basically good and promising process operating in the schools we examined. Indeed, if SIP did not now exist in New Hampshire, it probably would have to be invented to move the school improvement process forward. And if it were to be abandoned, I think you would find that it would have to reinvented before the process got much further down the road.

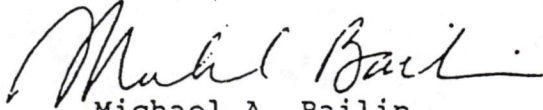
In other words, New Hampshire, in comparison with other communities whose school improvement efforts we have studied, is way ahead of the game. Whatever reforms might be recommended at higher levels, implementation must take place in the schools. And SIP provides a sturdy vehicle for that implementation.

Our major recommendation for improving SIP is in the area of standards and assessment: the program should move more aggressively beyond process and into specifying outcomes from the effective schools principles that can be measured and monitored. SIP schools should then be required to make progress toward those agreed upon standards. The wedding of SIP and an ongoing assessment process is required to accomplish this, and is the logical next step.

We very much enjoyed doing the study. We think you have the fundamentals of a very sound program--in a field more notable for its rhetoric and catchy phrases--and hope you are able to sustain and build upon it.

Please let me know if you have any questions about the report or would like any further information about its development.

With best regards,

A handwritten signature in cursive script, appearing to read "Michael Bailin".

Michael A. Bailin
President

MAB/nlj

cc: Distribution list

nlj18-22.ltr

P/PV

**REPORT ON THE NEW HAMPSHIRE
SCHOOL IMPROVEMENT PROGRAM**

APRIL 1991

Public/Private Ventures is a national, not-for-profit corporation that designs, manages, and evaluates social policy initiatives aimed at helping people whose lack of preparation for the work force hampers their chances for productive lives. P/PV's work is supported by funds from both the public and private sectors.

Rex D. Adams
*Chairman
of the Board*

Michael A. Bailin
President

Gary Walker
*Executive
Vice President*

Board of Directors

Rex D. Adams

Michael A. Bailin

Judy Barker

Alonzo A. Crim

Alice F. Emerson

Harold Howe II

Sol Hurwitz

Katharine C. Lyall

Arabella Martinez

James L. Medoff

Marion Pines

Ersa H. Poston

Hugh B. Price

Robert D. Reischauer

Mitchell Sviridoff

Alfred M. Zuck

**Research Advisory
Committee**

Frank Furstenberg

Robinson Hollister

Henry Levin

Frank Levy

Anita Summers

Robert Yin

Dissemination of
P/PV reports is
supported by our
Corporate
Associates:

American Express
Foundation

Ameritech Foundation

ARA Services

Blue Cross of Greater
Philadelphia

Borden Foundation Inc.

CIGNA Foundation

Control Data

Exxon Corporation

The General Foods
Fund Inc.

Kraft Inc.

Mobil Foundation Inc.

Monsanto

Penn Mutual Charitable
Trust

Pfizer Inc.

The Prudential
Foundation

Shell Oil Company
Foundation

Sun Company Inc.

Tenneco Inc.

Union Carbide
Corporation

United Technologies

**REPORT ON THE NEW HAMPSHIRE
SCHOOL IMPROVEMENT PROGRAM**

**Public/Private Ventures
399 Market Street
Philadelphia, PA 19106**

April 1991

EXECUTIVE SUMMARY

New Hampshire's School Improvement Program (SIP) began operations in 1988. SIP is a state-level initiative aimed at improving school performance based on decisions made by teams of local parents, teachers, administrators and school board members. The SIP assists in the local decision-making process by providing team-building training, a team facilitator, modest resources, and a school profile and other materials that are designed to assist the local teams in making decisions that will in fact improve educational performance. SIP now operates in more than 30 of the state's 430 schools.

SIP has been instituted during a period when the need for improved educational skills among our youth is the most urgent and widely discussed social issue in the nation. Numerous initiatives to prompt such improvement are currently being undertaken in states and localities all over the country; various theories on how to achieve that change are proposed and debated--almost daily, it seems--by our political, business, educational and civic leaders; outstanding schools, teachers and principals are held up in the media as examples of what can be achieved--if only those schools and individuals could be widely copied.

This creative ferment has to date produced no credible evidence that there are conclusive answers to the question of how to achieve wide-scale improvement. In fact--as has often been the case in our country's history of confronting serious social problems--the evidence and experience being accumulated seem to indicate that there will not be one quick, simple answer. Rather, the evidence and experience point to solutions that involve changes in the ways entire school systems operate (state, district, local); that require involvement from sectors of the community outside of the school system (parents, employers, community institutions); and that require a set of expectations, incentives, educational techniques and decision-making processes different from those that typify most of our school systems today.

In short, it is evident that substantial changes are called for. But the initial practical issue is whether we have a good sense of what such changes should aim for: What does an effective school look like? How does it behave?

There is a body of research evidence that addresses this issue: Effective Schools Research. That body of research provides a picture of what effective schools look like and how they behave compared to ineffective schools. It is the most authoritative evidence available on what characterizes effective schools across a wide variety of jurisdictions and circumstances. It receives few headlines because it has few catchy phrases, and offers no promise of quick attainment.

The first finding from our study is that New Hampshire has effectively and to a high degree of faithfulness used this body of Effective Schools Research to guide the design of its School Improvement Program. The profiles of each school created for use in the School Improvement Program are based on the lessons learned from the Effective Schools Research, and the activities listed under SIP that participating schools can choose from are largely based on that research. Our only criticism of the SIP model and activities is that they occasionally draw on other sources for approved activities--such as state accreditation requirements--and to that extent overlap with other state processes, and deviate from the sound base of research on which SIP is otherwise based. But this flaw is minor and easily correctable.

A second, perhaps tougher, issue is how a school system can achieve effective schools across its entire jurisdiction. Again, there are no cookbook answers, and no one source of experience and evidence on which to draw. But what evidence and experience there is points to the need for a local process that involves school employees and parents in the change decisions that are made, and invests them with authority and accountability for those change decisions. Experience also points to the need for systemwide mechanisms--usually at the state level--to prompt, assist and push the local process, and to hold it accountable for real change, and actual improvement in educational outcomes.

Our second finding is that New Hampshire has initiated and provided cost-efficient state assistance for a local decision-making process that largely adheres to the lessons and experience of other jurisdictions. The major shortcomings of SIP's implementation strategy are its lack of clear performance expectations, and a timetable for achieving them; its lack of a system for reviewing those goals and progress toward achieving them; and lack of incentives or other consequences for actual achievement. Thus, SIP's implementation strategy takes good account of the need for a local improvement process, and the need for state impetus and assistance to get that process moving. But there are no mechanisms in place to ensure that the local process develops goals and a timetable that are consistent with effective schools indicators; is accountable for moving in a timely manner toward those goals; and has the knowledge and assistance necessary to make substantive educational changes.

Given the modest level of state financial contribution to education in New Hampshire, we were not surprised that ongoing SIP involvement in monitoring, goal-setting, incentives, penalties and substantive assistance for the SIP program were the major shortcomings in the implementation strategy. We found that most of those we interviewed were aware of these shortcomings and wanted to remedy them. Our judgment is that resolution of these shortcomings would significantly improve the SIP program's probability of achieving systemwide improvement in school outcomes--a significant contrast to the more scattered, less informed improvement that is likely under the current strategy.

The ultimate outcome for any school improvement initiative is a higher number of demonstrably better-educated youth. Given that SIP is only three years old, and has only recently begun to generate actual activities in local schools, we would not expect to find significant improvement in educational outcomes at this time. In addition, the timing of standardized tests and available data would not allow for such a study now.

However, we would expect to find--if the SIP process is proceeding satisfactorily--that both parents and teachers think that the schools are improving; that parents are to a high degree aware of and involved in the school improvement process; that most SIP participants believe they are seeing improvements in student achievement and behaviors; and that few schools or school employees have dropped out of the SIP process.

Our third finding is that a substantial majority of parents, and those involved in SIP, believe that the schools are improving; that a substantial majority of parents know about SIP and are satisfied with the schools; and that the vast majority of SIP participants at the local level have remained in SIP, are enthusiastic about it, and believe their schools and students are improving.

These findings are not a substitute for improved educational outcomes, but are initial indicators of progress toward those outcomes. We would expect to see conventional and systemwide indicators of educational improvement from SIP after about five years of implementation, assuming that the implementation shortcomings we noted earlier are resolved. Without that resolution, we would still expect to see improved outcomes at the five-year point, but they would likely be less widespread and less impressive.

The bottom-line question we confronted in undertaking this brief study was: is SIP worth continuing and expanding? Obviously, we cannot judge SIP in the context of other competing claims for New Hampshire dollars, nor can we set or judge the priority New Hampshire puts on educational improvement among social issues.

In our judgment and experience, however, SIP provides a soundly conceived, cost-efficient vehicle for school improvement, and represents one of the most thoughtful and grounded systemic initiatives we have studied. Reports on its early experience are positive; the improvements we recommend are important, but do build off what is already in place, and are consistent with what we heard is possible from all those we interviewed. In short, if the State of New Hampshire continues to be interested in

playing a leadership role in the difficult work of school improvement, while maintaining a modest financial contribution, the SIP model represents an excellent choice.

Interim report: N.H. Alliance Sip monitoring and Evaluation Process

Preliminary findings:

1. The process that the N.H. Alliance has developed for creating and sustaining a work group within SIP schools is highly effective.
2. Team members perceive that the effectiveness of SIP teams has increased over time.
3. SIP team members appear to have different attitudes towards program and student outcome data than do the N.H. Alliance and others consulted in the design of this evaluation and monitoring process.
4. The role of the school profile in promoting school change is unclear.
5. SIP demonstrates the characteristics of a school change model that favors local control rather than central intervention.
6. Action plans are considered time consuming by many SIP team members, and the extensive nature of their impact on the planning and evaluation of school change merits further investigation.
7. Activities reported in action plans more often relate to such topics as changes in school and classroom climate, and communication to parents, than to changes in school structure or student outcomes.

Preliminary recommendations:

1. Re-examine and define the degree to which the N.H. Alliance will centrally determine the content of the intervention it will make in SIP schools. SIP has a well-defined process for intervention; consider being more pro-active about the content of the intervention.
2. Determine, and clearly articulate, whether the SIP program addresses the reframing of school practice, or modifications to existing school practice. We propose that SIP should engage schools and school systems in reframing their educational purposes and practices, not solely modifying existing practice.
3. Focus the SIP intervention so all schools address student outcomes and two or three other core issues that will change school (i.e. teacher and management) practices.

September 3, 1992

Findings from Previous SIP Evaluations

Kimball Study, June 1990:

1. SIP team members believe the SIP process was clearly explained to them prior to a decision to enter the program. Further, the SIP approach is considered consistent with the philosophy of the participating schools.
2. Response to the SIP training institutes has been extremely positive throughout all three institutes.
3. There is some indication that non-team members may not have an adequate understanding of the SIP process.
4. All schools respond very positively to the facilitators.
5. The school profiles are judged positively and seem to serve as the basis for the action plans teams develop.
6. The "Indicators of Effectiveness" are referred to infrequently and seem to influence the decisions of the team only indirectly.
7. The action plans focus mostly on matters related to student discipline, or on matters related to staff attitudes, communications, and collaboration or on matters related to greater involvement of parents and other adults. In short, action plans give most attention to improving certain "process goals."
8. The action plans rarely identify as targets for improvements specific student outcomes stated as measurable outcomes ("product goals" as contrasted with "process goals"). This is a matter that should receive sustained emphasis and support in the future.

Public/Private Ventures Report, April, 1991:

SIP should more tightly focus and quantify its objectives and improve its capacity to set benchmarks and track the performance of individual schools. State and local capacity to set benchmarks and quantifiable goals, and to assess performance should be strengthened.

1. NH has effectively and to a high degree of faithfulness used the body of Effective Schools research to guide the design of SIP.
2. NH has initiated and provided cost-efficient state assistance for a local decision-making

process that largely adheres to the lessons and experience of other jurisdictions. The major shortcomings of SIP's implementation strategy are its lack of clear performance expectations, and a timetable for achieving them; its lack of a system for reviewing those goals and progress towards achieving them; and a lack of incentives or other consequences for actual achievement.

- o No mechanisms are in place to ensure that the local process develops goals and a timetable that is consistent with effective schools indicators, is accountable for moving in a timely manner towards those goals, and has the knowledge and assistance necessary to make substantive educational changes.
- o This makes it less likely that SIP as it is currently being implemented will lead to systemwide improvements in school and student performance outcomes.

3. A substantial majority of parents, and those involved in SIP believe that the schools are improving; that a substantial majority of parents know about SIP and are satisfied with the schools; and that the vast majority of SIP participants at the local level have remained in SIP, are enthusiastic about it, and believe that their schools and students are improving.

Recommendations:

- o Reduce the list of allowable SIP activities to accord even more closely with effective schools research.
- o Encourage teams to initiate some SIP activities related directly to classroom teaching or substantive content from the very beginning.
- o Condition second and third year renewal grants on local self-assessment of activities, generation of credible school and student performance data, and plans that exhibit an increase in school staff and parent involvement, and an increase in substantive activities.
- o Provide more substantive assistance through the facilitators.
- o Develop a format for public reporting on yearly activities and student performance at all sites. This will help to ensure that the SIP process and activities are always aimed at producing hard outcomes.
- o Consider extending state assistance beyond three years to those schools showing real progress, but which do not have sufficient local resources to support both process and substantive activities beyond the three years.

Second Generation SIP Work Group Meeting
October 19, 1992
NOTES

Dilemmas and Questions

Speed vs. time required for thoughtful consideration
Thinkers vs. doers
Networking vs. isolation
Educational system developing new teachers vs. what we are doing
Transactional Leadership vs. Transformational leadership and second order change
SIP Central's needs vs. local autonomy
Time for quality vs. reality of time needed in classroom--more professional days?
Subtracting vs. adding
Changing vs. starting over
SIP the "trend" vs. SIP "real change"
Program vs. way of thinking
Outcomes of significance vs. SAT/Post ed reality
Self reflection vs. validating the past
Research vs. personal experience
Short term volatility vs. long term commitment
Risk taking vs. fear of failure
Adult learning community vs. student learning community
Process/Team building/Go Around the Edges vs. STUDENT OUTCOME FOCUS
District and/vs. school change
Not going against contract/school board policy vs. need to negotiate new power sharing agreements
Implicit vs. explicit curriculum
SIP /systemic vs. activities, piecemeal movements
School's desire for a recipe vs. uniqueness of each school situation
Meaningful vs. meaningless change
Clinging to the change process vs. clinging to a specific change
Make school relevant to long term life success vs. traditional academic success
Easy to measure vs. hard to measure
Consensus vs. lowest common denominator in determining outcomes
Things might get worse before they get better when you are doing long term change
People disagree with an idea as their expression of resistance to change
How do you engage the community?
How do you get continuity between various levels
primary--->middle--->high--->graduation
Power and control is at the center and is all but impossible to confront directly
How much buy in do we need? What is critical mass?
How do you still account for mainstreaming without letting the exception drive the process?
How do you get parents to expand their role beyond parents--as educators, members of the team (real team vs. role paralysis)
How many times do you reinvent the wheel in the name of process?
How much can we do without more money?
To what extent are SIP schools divorcing themselves from the community's sense of the school's mission?

Questions around which we might design November 12 and 13

How can SIP best help schools address student outcomes?

- a) defining--where are we?
 - Who are the clients of a SIP school?
 - Is there enough research? Is research enough?
 - What are the commonalities of various efforts?
- b) setting goals--where do we want to go?
 - How value laden should SIP be? What does it mean to join?
- c) implementing--how do we get there?
 - What does it look like when schools are engaging in self-perpetuating change?--anecdotes, not just data
 - What structures (including power) support that?
 - What role does power/governance play in creating systems capable of second order change?
 - How do we inform people about best practices and how do they develop best practices themselves?
- d) assessing--how will we know?
 - What is an effective *student* before what is an effective school

Criteria: evolutionary process; timely

Ideas

Develop a continuum that schools are charted on relative to the Indicators of Effectiveness

Ask Kathy Eneguess and Patsy Baugh about other readings. Is there an overarching article on school reform that lays it out clearly on a philosophical/high level?

Evaluation of the meeting: what worked

Time to write

Good diversity

Get a recorder if we're reporting out

Breaks!

Fresh air

Next Meetings

Thursday, Friday, November 13-14

RMC Research

Portsmouth

Directions forthcoming

Wednesday, November 18

9:00 to 4:00

Location to be announced

Dilemmas

1. Process/facilitation vs. Content/Prescription
2. Strong leadership from the top vs. bottom up
3. Systemic/long-term change vs. need to see something now
4. SIP team discussion and moving forward vs. staff with little time to discuss thus inability to understand and fully buy in
5. Part time facilitators vs. HUGE information base on school change needed
6. Independence/Freedom vs. Control/Bureaucracy
7. Honesty in recruitment vs. Selling in recruitment
8. Need for strong governance vs. Board of directors whose primary allegiance is elsewhere
9. Pressure for results vs. good data (truth) about what's really happening
10. Need for honest assessment of school vs. political realities of seeming "unimproved"
11. Changing vs. starting over
12. Implementing a program vs. changing a way of thinking
13. Not going against contract/school board policy vs. need to negotiate new power sharing agreements
14. Making school relevant to long term success vs. traditional academic success
15. Getting buy in/critical mass vs. going forward
16. Transactional leadership vs. Transformational leadership
17. Outcomes of significance vs. SAT/Post-Ed reality

School Improvement Program

LESSONS LEARNED

(Starting Points)

1. The whole educational community must be engaged in a process to develop their mission and beliefs which drive all decision making. The mission and beliefs must be the standard against which we measure all decisions about learning, subject matter, governance, and structure of the school.
2. To support long-term change, the school must develop a culture which supports, facilitates and encourages a critical dialogue about all aspects of the school among the community of learners. Restructuring is a verb, not a noun.
3. Schools are under immense pressure for immediate results and therefore must guard against activity without purpose.
4. Choice without options is not choice. Therefore educators need good research/data in order to come to decisions on best practices. Then, our structure must support our intent.
5. For school reform efforts to be successful, the discussion must take place school-wide rather than only on the level of the school improvement team.
6. Within a school, curriculum, instruction, and assessment must be aligned with clearly agreed upon educational goals of significance.
7. The belief in collaboration, which is a philosophical underpinning of the School Improvement Program, must be fully embraced and practiced when there are changes in leadership.
8. Schools must continually measure their effectiveness by creating mechanisms to track both the short and long term success of their students.

1. SIP should be clear about its performance expectations for schools in content as well as process.
Content being research based models of "best practice in key indicator areas."
Process being research based models of "best practice" in how to create and manage change.
2. SIP should focus on curricula, instructional and assessment areas early in its process. This should include SIP schools identifying targets for performance in specific content areas and creating clear measures of assessment that will be reported out to the various stakeholders.
3. The specific content areas will be selected from the core areas of literacy, math, science and technology, social and cultural studies identified in the **Governor's Task Force on Education**. The critical skills and core values as listed will be incorporated into the development of student outcomes. Schools may choose to address other areas in addition to those listed above.
4. SIP should clearly identify that the development of a mission statement, a vision and set of beliefs related to learners, learning and subject matter is critical in establishing the foundation piece which will drive the improvement process in a cohesive and meaningful way.
5. SIP should clearly recognize that school culture and leadership are two other key areas of effectiveness, as these set the environment for sustaining a change effort in a school/district.
6. The development of action plans should reflect the interdependency of all components. The intent being that the action plan design should reveal the interconnections and interactions that must occur between key elements in order to promote a systemic change effort.
7. The management information system that is created will include student performance information which is based on performance based assessments developed by the schools related to their target areas, as well as state-wide assessment data.

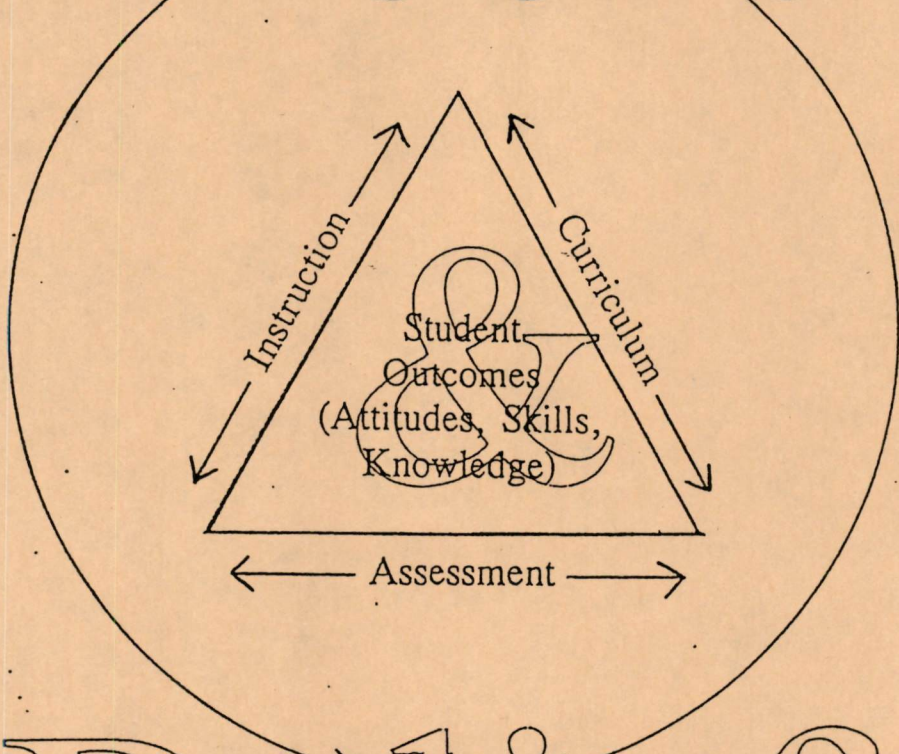
The SIP Model

Decision-making
Instructional And Administrative)

Governance

Mission

Leadership



Climate

Beliefs

Culture

Community Involvement

Parent Involvement

Staff Development, Relationships, Attitudes, etc.

A Continuum of Authors and Ideas

Toffler Nessbitt Barker	Spady	Senge Sarrason	Sizer Barth Glasser Gardner	Wiggins, et al	Deming	Lezotte
Future	Outcomes	Structure	School Climate	Assessment	Continuous Quality Improvement	Characteristics
What is the future likely to be like for our students?	What must students know and be able to do?	How can we best organize our structure to accomplish that?	What needs to happen in the classroom and between people?	How will we authentically assess whether students are achieving the outcomes?	How can we continuously monitor ourselves to ensure quality?	What characteristics will be evident in a continuously improving school?



Rex D. Adams
Chairman
of the Board

Michael A. Bailin
President

Gary Walker
Executive
Vice President

Board of Directors

Rex D. Adams
Michael A. Bailin
Judy Barker
Angela Glover Blackwell
Roy J. Bostock
Alan K. Campbell
Hillary Rodham Clinton
Alonzo A. Crim
Linda Darling-Hammond
Alice F. Emerson
Sandra Feldman
Harold Howe II
Siobhan Oppenheimer-
Nicolau
Marion Pines
John W. Porter
Mitchell Sviridoff

Research Advisory
Committee

Frank Furstenberg
Robinson Hollister
Henry Levin
Frank Levy
Anita Summers
Marta Tienda

May 6, 1991

Kimon S. Zachos, Esq.
Chairman, BIA Task Force
Sheehan, Phinney, Bass & Green
1000 Elm Street, 17th Floor
Manchester, New Hampshire 03105

Dear Kimon:

Enclosed is our report on New Hampshire's School Improvement Program (SIP). As you know, restraints of time, resources and availability of information did not allow us to examine "hard" outcomes--and it is probably too early to expect much in that area at any rate. But we were able to examine the validity of the design, the faithfulness of its execution, and perceptions of its potential and present progress.

On all these counts, we found a basically good and promising process operating in the schools we examined. Indeed, if SIP did not now exist in New Hampshire, it probably would have to be invented to move the school improvement process forward. And if it were to be abandoned, I think you would find that it would have to reinvented before the process got much further down the road.

In other words, New Hampshire, in comparison with other communities whose school improvement efforts we have studied, is way ahead of the game. Whatever reforms might be recommended at higher levels, implementation must take place in the schools. And SIP provides a sturdy vehicle for that implementation.

Our major recommendation for improving SIP is in the area of standards and assessment: the program should move more aggressively beyond process and into specifying outcomes from the effective schools principles that can be measured and monitored. SIP schools should then be required to make progress toward those agreed upon standards. The wedding of SIP and an ongoing assessment process is required to accomplish this, and is the logical next step.

RONA ZLOKOWER

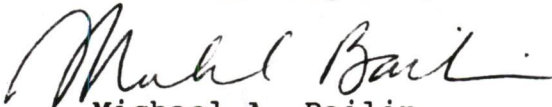
MAY 07 1991

COMMUNITY RELATIONS

We very much enjoyed doing the study. We think you have the fundamentals of a very sound program--in a field more notable for its rhetoric and catchy phrases--and hope you are able to sustain and build upon it.

Please let me know if you have any questions about the report or would like any further information about its development.

With best regards,

A handwritten signature in cursive script, appearing to read "Michael A. Bailin".

Michael A. Bailin
President

MAB/nlj

cc: Distribution list

nlj18-22.ltr



**REPORT ON THE NEW HAMPSHIRE
SCHOOL IMPROVEMENT PROGRAM**

**Public/Private Ventures
Philadelphia, PA**

April 1991

Public Private Ventures is a national, not-for-profit corporation that designs, manages, and evaluates social policy initiatives aimed at helping people whose lack of preparation for the work force hampers their chances for productive lives. P PV's work is supported by funds from both the public and private sectors.

Rex D. Adams
*Chairman
of the Board*

Michael A. Bailin
President

Gary Walker
*Executive
Vice President*

Board of Directors

Rex D. Adams

Michael A. Bailin

Judy Barker

Alonzo A. Crim

Alice F. Emerson

Harold Howe II

Sol Hurwitz

Katharine C. Lyall

Arabella Martinez

James L. Medoff

Marion Pines

Ersa H. Poston

Hugh B. Price

Robert D. Reischauer

Mitchell Sviridoff

Alfred M. Zuck

**Research Advisory
Committee**

Frank Furstenberg

Robinson Hollister

Henry Levin

Frank Levy

Anita Summers

Robert Yin

Dissemination of
P PV Reports is
supported through
Corporate
Associates

American Express
Foundation

Ameritech Foundation
ARA Services

Blue Cross of Greater
Philadelphia

Borden Foundation Inc

CIGNA Foundation

Control Data

Exxon Corporation

The General Foods
Fund Inc

Kraft Inc

Mobil Foundation Inc

Monsanto

Penn Mutual Charitable
Trust

Pfizer Inc

The Prudential
Foundation

Shell Oil Company
Foundation

Sun Company Inc

Tenneco Inc

Union Carbide
Corporation

United Technologies

EXECUTIVE SUMMARY

New Hampshire's School Improvement Program (SIP) began operations in 1988. SIP is a state-level initiative aimed at improving school performance based on decisions made by teams of local parents, teachers, administrators and school board members. The SIP assists in the local decision-making process by providing team-building training, a team facilitator, modest resources, and a school profile and other materials that are designed to assist the local teams in making decisions that will in fact improve educational performance. SIP now operates in more than 30 of the state's 430 schools.

SIP has been instituted during a period when the need for improved educational skills among our youth is the most urgent and widely discussed social issue in the nation. Numerous initiatives to prompt such improvement are currently being undertaken in states and localities all over the country; various theories on how to achieve that change are proposed and debated--almost daily, it seems--by our political, business, educational and civic leaders; outstanding schools, teachers and principals are held up in the media as examples of what can be achieved--if only those schools and individuals could be widely copied.

This creative ferment has to date produced no credible evidence that there are conclusive answers to the question of how to achieve wide-scale improvement. In fact--as has often been the case in our country's history of confronting serious social problems--the evidence and experience being accumulated seem to indicate that there will not be one quick, simple answer. Rather, the evidence and experience point to solutions that involve changes in the ways entire school systems operate (state, district, local); that require involvement from sectors of the community outside of the school system (parents, employers, community institutions); and that require a set of expectations, incentives, educational techniques and decision-making processes different from those that typify most of our school systems today.

In short, it is evident that substantial changes are called for. But the initial practical issue is whether we have a good sense of what such changes should aim for: What does an effective school look like? How does it behave?

There is a body of research evidence that addresses this issue: Effective Schools Research. That body of research provides a picture of what effective schools look like and how they behave compared to ineffective schools. It is the most authoritative evidence available on what characterizes effective schools across a wide variety of jurisdictions and circumstances. It receives few headlines because it has few catchy phrases, and offers no promise of quick attainment.

The first finding from our study is that New Hampshire has effectively and to a high degree of faithfulness used this body of Effective Schools Research to guide the design of its School Improvement Program. The profiles of each school created for use in the School Improvement Program are based on the lessons learned from the Effective Schools Research, and the activities listed under SIP that participating schools can choose from are largely based on that research. Our only criticism of the SIP model and activities is that they occasionally draw on other sources for approved activities--such as state accreditation requirements--and to that extent overlap with other state processes, and deviate from the sound base of research on which SIP is otherwise based. But this flaw is minor and easily correctable.

A second, perhaps tougher, issue is how a school system can achieve effective schools across its entire jurisdiction. Again, there are no cookbook answers, and no one source of experience and evidence on which to draw. But what evidence and experience there is points to the need for a local process that involves school employees and parents in the change decisions that are made, and invests them with authority and accountability for those change decisions. Experience also points to the need for systemwide mechanisms--usually at the state level--to prompt, assist and push the local process, and to hold it accountable for real change, and actual improvement in educational outcomes.

See Section
TO p 34 -
for recommendations

Our second finding is that New Hampshire has initiated and provided cost-efficient state assistance for a local decision-making process that largely adheres to the lessons and experience of other jurisdictions. The major shortcomings of SIP's implementation strategy are its lack of clear performance expectations, and a timetable for achieving them; its lack of a system for reviewing those goals and progress toward achieving them; and lack of incentives or other consequences for actual achievement. Thus, SIP's implementation strategy takes good account of the need for a local improvement process, and the need for state impetus and assistance to get that process moving. But there are no mechanisms in place to ensure that the local process develops goals and a timetable that are consistent with effective schools indicators; is accountable for moving in a timely manner toward those goals; and has the knowledge and assistance necessary to make substantive educational changes.

basis
for
timetable
project
with
PEW
grant

Given the modest level of state financial contribution to education in New Hampshire, we were not surprised that ongoing SIP involvement in monitoring, goal-setting, incentives, penalties and substantive assistance for the SIP program were the major shortcomings in the implementation strategy. We found that most of those we interviewed were aware of these shortcomings and wanted to remedy them. Our judgment is that resolution of these shortcomings would significantly improve the SIP program's probability of achieving systemwide improvement in school outcomes--a significant contrast to the more scattered, less informed improvement that is likely under the current strategy.

The ultimate outcome for any school improvement initiative is a higher number of demonstrably better-educated youth. Given that SIP is only three years old, and has only recently begun to generate actual activities in local schools, we would not expect to find significant improvement in educational outcomes at this time. In addition, the timing of standardized tests and available data would not allow for such a study now.

However, we would expect to find--if the SIP process is proceeding satisfactorily--that both parents and teachers think that the schools are improving; that parents are to a high degree aware of and involved in the school improvement process; that most SIP participants believe they are seeing improvements in student achievement and behaviors; and that few schools or school employees have dropped out of the SIP process.

Our third finding is that a substantial majority of parents, and those involved in SIP, believe that the schools are improving; that a substantial majority of parents know about SIP and are satisfied with the schools; and that the vast majority of SIP participants at the local level have remained in SIP, are enthusiastic about it, and believe their schools and students are improving.

These findings are not a substitute for improved educational outcomes, but are initial indicators of progress toward those outcomes. We would expect to see conventional and systemwide indicators of educational improvement from SIP after about five years of implementation, assuming that the implementation shortcomings we noted earlier are resolved. Without that resolution, we would still expect to see improved outcomes at the five-year point, but they would likely be less widespread and less impressive.

The bottom-line question we confronted in undertaking this brief study was: is SIP worth continuing and expanding? Obviously, we cannot judge SIP in the context of other competing claims for New Hampshire dollars, nor can we set or judge the priority New Hampshire puts on educational improvement among social issues.

In our judgment and experience, however, SIP provides a soundly conceived, cost-efficient vehicle for school improvement, and represents one of the most thoughtful and grounded systemic initiatives we have studied. Reports on its early experience are positive; the improvements we recommend are important, but do build off what is already in place, and are consistent with what we heard is possible from all those we interviewed. In short, if the State of New Hampshire continues to be interested in

playing a leadership role in the difficult work of school improvement, while maintaining a modest financial contribution, the SIP model represents an excellent choice.

I. INTRODUCTION

Over the past three years, the State of New Hampshire has implemented an ambitious initiative to improve the effectiveness of the state's public schools in enabling students to succeed. This initiative--the New Hampshire School Improvement Program (SIP)--was launched in 1988 by the New Hampshire Alliance for Effective Schools.¹ Although member organizations often differ with one another over school policy, the Alliance based its design of SIP on the following fundamental notions:

1. It is in the best interest of everyone to work cooperatively for school improvement.
2. There is a convincing body of research describing the characteristics of effective schools.
3. More is known about educational effectiveness than is currently being applied in the schools.

¹The New Hampshire Alliance for Effective Schools, a private non-profit organization which receives 70 percent of its funding from the State of New Hampshire, is a coalition of organizations having a special interest and involvement with the schools. Founding member organizations are: the National Education Association of New Hampshire, the New Hampshire Association of School Principals, the New Hampshire Association of Student Councils, the Business and Industry Association of New Hampshire, the New Hampshire Congress of Parents and Teachers, the New Hampshire Council of Business-Industry Leaders for Education, the New Hampshire Council for Vocational-Technical Education, the New Hampshire Federation of Teachers, the New Hampshire Governor's Office, the New Hampshire School Administrators Association, the New Hampshire LEAD Center, the New Hampshire School Boards Association, the New Hampshire School Volunteer Program, the New Hampshire Senate and House of Representatives, the New Hampshire State Board of Education, the New Hampshire State Department of Education, and the University System of New Hampshire.

4. Although school effectiveness is influenced by many factors, it is clear that participatory management, collaborative decision-making, and clearly defined purposes are essential.²

These premises form the basis of the SIP, which currently has 31 participating schools--or about seven percent of New Hampshire's 430 schools. To participate, a school must submit a proposal indicating its reasons for wanting to adopt the SIP model and demonstrating the support and commitment of all key "stakeholders," including teachers, administrators, school board members, parents and community members. Once accepted into the program, each of these groups elects or selects members of a local SIP team. The SIP team then receives intensive training, professional facilitation and technical assistance for the next three years.

The SIP process begins with the arrival of consultants who work with school staff, parents and community members to gather data regarding attributes and indicators of school effectiveness. From these data, the consultants develop an in-depth "profile of effectiveness" for the school. This profile is designed to provide the context for subsequent work and change. The SIP team then studies its profile, identifies what it considers to be the primary areas that need to be addressed, and designs its own "action plan" to begin school improvement. During a school's three years of program participation, SIP (through the Alliance for Effective Schools) provides a facilitator to assist the team in processing the data, making decisions and implementing reforms. In addition, SIP provides workshops and technical assistance to school staff and administrators in such areas as communications, negotiation and data analysis. Teachers receive stipends or release time to participate in training sessions. A key goal of the program is to enable schools to continue the process of change long after their three-year participation in SIP concludes.

²New Hampshire Alliance for Effective Schools, 1988, The New Hampshire School Improvement Model: Indicators of Effectiveness, Assessment System, and Implementation Procedures, Second Edition, p. 4.

Now that the program has been in operation for three years, policymakers at the state level are assessing its continued usefulness. To assist in this decision-making process, Public/Private Ventures (P/PV) was asked by the Business and Industry Association of New Hampshire to assess the design, implementation and outcomes of the School Improvement Program. More specifically, the purpose of this study is to address three questions:

1. How well-conceived is the basic design of the New Hampshire School Improvement Program, given what has been learned in other jurisdictions about school improvement?
2. To what extent has program implementation conformed to what has been learned in other jurisdictions about good implementation practice?
3. What does available evidence indicate about the program's effectiveness?

To answer these questions, we reviewed SIP documents that describe its basic design, and interviewed SIP participants, including members of the Alliance who started the program, facilitators working directly with the schools, SIP program staff, and school board members with participating schools in their districts. We also carried out data collection at five schools, selected because they have participated in the SIP since its inception three years ago.³ The five schools were: Allen Elementary School from

³The decision to gather data at schools that have participated in SIP since its inception was made so that our findings would be based on having seen SIP in schools where it is fully implemented. We are aware that several significant changes have been made in the basic design of the SIP model since the first year and that the schools that have been in SIP for the full three years have not necessarily benefitted from these changes. As a result, we are unable to say anything about the impact of these changes.

Rochester, Cutler Elementary School from West Swansey, Haverhill Cooperative Elementary Schools, Pelham High School and Woodsville High School.

At each site, interviews were conducted with SIP team members. In addition, all teachers and support staff members, as well as parents of all students enrolled at each of these schools, were surveyed. We also obtained the schools' own data on student-level outcomes, such as standardized test scores, attendance rates and graduation rates. However, various technical difficulties with the student-level outcome data limited its usefulness for this study.⁴ Therefore, our main indicators of program effectiveness are affective outcomes, such as parent and staff perceptions of the quality of the schools and the extent of change in the schools over the past three years--outcomes obtained strictly from the surveys. Our survey instruments incorporated all the salient variables associated with effective schools identified in the Effective Schools Research literature. These sources of information provided a data base for describing program implementation, changes in the schools perceived by SIP participants, and preliminary indications of school change.

⁴These technical difficulties--similar to those education researchers find in all the nation's school districts--included the following: (1) standardized achievement test score data could not be obtained for comparable grade levels since three of the five schools were elementary schools while two were high schools; (2) we were unable to obtain outcome data for the schools for the past four years (i.e., from the time prior to the inception of the school improvement effort, meaning no analyses of change over time could be carried out; (3) at the time only two of the five schools were able to provide data on attendance rates, retention rates, detention rates and graduation rates. In short, there was no common data set across the five schools that would permit comparison of student-level outcomes, nor was there a data set for any of the schools that would permit an analysis of changes over time in student-level outcomes.

II. PROGRAM DESIGN

The first question of concern is: "How well-conceived is the basic design of the New Hampshire School Improvement Program, given what has been learned in other jurisdictions about school improvement?"

To address this question, we examined the program's design in light of research on effective schools, which specifies the kinds of characteristics effective schools typically have in common, and research on school-based management, which indicates the ways in which teachers and other school staff can be more involved in making their schools effective. In addition, we examined the major state-level activities of SIP and compared them to similar efforts to improve schools in other jurisdictions.

THE RESEARCH BASE

SIP's design is based on a body of research known as the Effective Schools Research; it also includes elements taken from research on "school-based management." The Effective Schools Research, carried out in the 1960s and 1970s, began with the observation that some schools showed much better scores in standardized achievement tests than other schools in the same jurisdictions. Researchers examined these schools, along with others whose test scores were typical of the rest of the district, to determine whether there was anything different in the organization and operations of the more effective schools.⁵ Through this research, factors were identified that were characteristic

⁵Comprehensive discussions of the Effective Schools Research are given by Rosenholtz, S. J., 1985, "Effective Schools: Interpreting the Evidence," American Journal of Education, Volume 36, May; Purkey, S. C., Smith, M. S., 1983, "Effective Schools: A Review," The Elementary School Journal, Volume 83, Number 4; Griswold, P., Cotton, K. and Jansen, J., 1986, Effective Compensatory Education Sourcebook, Volume I: A Review of Effective Educational Practices, Washington, DC: US Department of Education; Kyle, R. J. (ed.), 1985, Reaching for Excellence: An Effective Schools Sourcebook, Washington, DC: US Department of Education; and MacKenzie, D. E., 1986, "Research for School Improvements: An Appraisal of Some Recent Trends," Educational Researcher, Volume 12, Number 4.

of effective schools. As efforts to improve schooling have gotten underway nationwide, the Effective Schools Research findings have provided a basis for focusing school reform on factors that really make a difference in education.

The research on school-based management examines ways in which school improvement can be brought about by shifting from the traditional top-down management structure of schools and school districts to a structure that gives greater authority for planning and decision-making to teachers and other school staff.⁶ This research focuses on the use of school teams, typically composed of teachers, the principal and, in some cases, other school staff and students, who collectively determine the school's goals, objectives, policies and curricula.

As one aspect of assessing how well-conceived the design of the SIP model is, we analyzed the SIP model to see whether it incorporates each of the key characteristics of effective schools and principles of school-based management articulated in the research. In the following discussion, we present each of the salient characteristics of effective schools and school-based management, briefly state its relevance, and report our findings regarding its presence in the SIP model:

1. Strong, autonomous leadership. Results from the Effective Schools Research indicate that schools that succeed have strong leadership from their principals. These principals are able to formulate and clearly articulate the school's mission to all staff and students, and to focus the school's energies on attaining its mission. Strong leadership is also necessary to initiate and maintain a school's improvement process. Principals are uniquely positioned to fill this role, and their support of change is essential. However, it is important to note that during the change process, teachers or administrators other than the principal often take on important leadership roles.

⁶For an example of this research, see J. Comer, 1980, School Power, New York: Free Press.

The SIP design addresses the need for strong leadership in a number of ways. First, in the application process, schools are required to demonstrate that the principal, school board and superintendent are behind the program. It is usually the principal who writes the application, while the school board and superintendent write a letter to the Alliance pledging their support of the program. This process helps ensure that principals are fully behind the idea and have the support and autonomy needed to implement the improvement program through SIP. Second, as part of each school's profile of effectiveness, school staff rate the principal, department heads, superintendent and board members in a number of key areas, while parents are asked to rate the principal and superintendent. For example, principals are rated in 25 different areas, including communication of the school's mission and philosophy, development of collegiality among staff, ability to resolve conflicts, and success in giving ongoing attention and support to school improvement.⁷ These ratings guide the SIP team in developing and implementing a school improvement plan. Third, by participating on the SIP team and implementing the action plan, school staff get opportunities to take on leadership roles they often have not had before.

There is, however, a potential conflict between the SIP's concept of "shared decision-making" (which is emphasized in school-based management research) and a strong principal (which is emphasized in Effective Schools Research). The SIP model acknowledges this possibility for conflict and resolves it by defining an effective principal as someone who successfully conveys the school's mission and goals to members of the school community and keeps everyone working toward a common purpose. The principal takes primary responsibility for managing and resolving conflict while sharing responsibility for planning and decision-making with others.⁸ Thus, an important quality of a strong principal is the ability to achieve consensus among participants while

⁷New Hampshire Alliance for Effective Schools, 1988, The New Hampshire School Improvement Model: Indicators of Effectiveness, Assessment System, and Implementation Procedures, Second Edition, Concord: Author, pp. 36-39.

⁸New Hampshire Alliance for Effective Schools, *op. cit.*, pp. 36-37.

adhering to the school's mission and goals. Nevertheless, given the model's emphasis on shared decision-making, the concept of strong leadership is one that the schools are likely to regularly struggle with over time.

2. Staff stability. Schools that are effective typically have low staff turnover. Stability of school staff has several benefits. It reduces the need for staff training to familiarize new members with the school's mission, goals, objectives and instructional programs; it facilitates staff getting to know one another and thus promotes development of a sense of community among staff; and it promotes continuity of school purpose and instruction from one year to the next. Staff stability is particularly important during a schoolwide restructuring effort. Once a school experiences success, keeping the staff together seems to maintain and promote further success. Conversely, frequent transfers are destructive and likely to retard the growth of a consistent and effective school "personality."

Obviously, SIP cannot counteract the layoffs that have occurred due to budget cuts in some participating schools. However, the SIP model emphasizes the need for extensive teacher involvement in curriculum planning and decision-making, coordination of efforts between grade levels, and a shared mission and goals among school staff. Improvements in each of these areas would likely provide school staff, who often feel isolated, with a sense of participation in a community of educators working toward common goals, which in turn would make the school a place where the teacher would want to remain.⁹ Thus, SIP goes as far as such a program can in helping to bring about staff stability.

3. Curriculum articulation and organization. The Effective Schools Research also emphasizes the need for coordination of instruction across grades, across subjects, and across programs in the school. Such coordination is crucial to ensuring that all

⁹Ibid, p. 33.

students in the school learn the full curriculum. If elementary school students are expected to acquire basic and complex skills, the curriculum must focus on these skills and students must receive sufficient time for their instruction. In addition, these skills must be coordinated across the entire curriculum. At the secondary school level, a planned, purposeful series of courses seems to be academically more beneficial than an approach that offers many electives and few requirements. If students are expected to learn science, math and U.S. history, they need to take those courses.

The SIP model emphasizes the need to ensure "continuity of programming across grade levels and subject areas," and to designate someone at the school who is "responsible for overseeing the continuity, coherence and horizontal and vertical articulation of the school program." With respect to instructional practices, it states that "effective use of time is emphasized throughout the school," that "school events are scheduled to avoid disruption of learning time," and that "teachers strive for maximum learning time with students actively engaged in learning activities." It is also stated that teachers should promote successful student learning by "providing sufficient opportunities for students to master knowledge and skills, including reteaching and retesting when needed," and by "providing extra help and/or learning time for students who need or want it."¹⁰ All of these points are in agreement with the findings of the Effective Schools Research.

4. Schoolwide staff development. The research also demonstrates the importance of continually reinforcing and upgrading the skills and knowledge base of school staff. Furthermore, to ensure that the school has a coherent approach to teaching students and achieving the school's mission, it is important that this training be schoolwide rather than limited to individual staff members or selected groups. Staff development is particularly important during times of school restructuring and

¹⁰Ibid, pp. 26-27, 30-31.

innovation. Fundamental change involves altering people's attitudes and behaviors as well as providing them with new skills and techniques.

The SIP model addresses staff development in two ways. First, this area is covered thoroughly in the school's profile of effectiveness. For example, among the indicators of effectiveness, the SIP plan states that resources should be "allocated to support the professional development of all staff" and should include "release time, fees for trainers and consultants, travel to workshops, and workshop fees." In addition, the school should ensure that staff actively participate in the planning of programs for ongoing staff development, that staff development plans reflect the identified needs and interests of all school staff, and that the extent to which its staff development program meets staff and school needs is carefully assessed.¹¹

A second way SIP addresses staff development is through technical assistance; workshops are provided for SIP team members in communication, negotiation, data collection and other skills needed to implement the school improvement process. While these workshops are not schoolwide, they provide team members with skills they can pass on to their colleagues. Workshops are also offered to all staff and parents to discuss the SIP model and learn communication skills. In addition, the SIP program provides printed materials and outside consultants to assist schools with their particular needs. A technical assistance manual has been produced to help school staff access this assistance.¹²

These provisions in SIP for schoolwide staff development more than meet the requirements for such training found in the Effective Schools Research.

¹¹Ibid, pp. 23, 34.

¹²New Hampshire Alliance for Effective Schools, School Improvement Program, Tools for TA: An Informational Packet on How to Use SIP Technical Assistance, March 1991.

5. Parental involvement and support. Research has found parental involvement and support to be major factors in pupil achievement. This suggests that parents should be encouraged to get involved in school activities. They also need to be informed of school goals and student responsibilities, especially with regard to homework, and to be offered training in "parent-as-teacher" skills so they can better assist with their children's education.

As part of the school effectiveness profile, all parents with children in the school are sent a survey asking them to rate the school in key areas such as adequacy of resources, instructional practices, staff attitudes toward students, leadership, school climate and parent participation. A sample of parents is also interviewed to get a more detailed picture of their perceptions of the school. In addition, representatives are elected by the parents to serve on the SIP improvement team. Thus parents are involved from the beginning of a school's participation in SIP. Since much of the effectiveness profile comes from their comments, and since parents serve on the SIP team, the action plan that the team writes after "mining" the profile is the result of considerable parent involvement. In addition, parents can participate alongside school staff in technical assistance workshops that cover such topics as communications skills, data collection and the process of developing an action plan. Thus, SIP provides numerous mechanisms, as the research literature recommends, for parental participation in the program.

6. District support. Research results indicate that effective schools typically occur in districts that are supportive of the individual school's leadership, programs and attempts at innovation. The research on school restructuring is even more emphatic on this point. Achieving fundamental changes in schools requires support from the district office. While specialized assistance in technical areas like curriculum development may be necessary, the role of the district office is best conceived as one that involves guiding and helping.

In the SIP application process, each school is required to get a letter from the superintendent pledging support for SIP, and have at least one representative from the district office serve on the SIP team. A representative of the school board must serve on the SIP team.¹³ The model places considerable emphasis on the need for "local ownership" of the improvement plan and its implementation, so as to discourage imposition of solutions from the district without the consent of school staff or parents. In terms of what the research says, the SIP approach to engendering district support for the program is well-conceived.

7. School Climate. The evidence from the Effective Schools Research shows that the climate of a school (i.e., how conducive the environment is for learning) is extremely important. The sense of being a recognizable member of a community that is supportive contributes to reduced alienation and increased achievement by students. Furthermore, the seriousness of purpose with which the school approaches its task is communicated by the order and discipline it maintains. Clearly, students cannot learn in an environment that is noisy, distracting or unsafe. There is evidence that clear, reasonable rules that are fairly and consistently enforced will not only reduce behavior problems that interfere with learning, but may also promote feelings of pride and responsibility in the school community.

School climate is also a factor in attempts to bring about change in schools. School restructuring efforts are more successful when teachers and administrators work together. Collegiality breaks down barriers among teachers and between teachers and administrators. It also encourages the kind of intellectual sharing that can lead to consensus, while promoting feelings of unity and commonality among the staff.

¹³New Hampshire Alliance for Effective Schools, 1988, *op. cit.*, p. 127.

¹⁴*Ibid*, pp. 119-134.

Developing collegiality is a major focus of the SIP model, and is to be accomplished through the operations of the local SIP team. The school improvement process in which parents, administrators and staff are involved, and the technical assistance in team-building, communications skills and conflict resolution, are aimed at significantly enhancing the amount of collaborative planning and collegiality within the school. Clearly, the process of compiling the profile of effectiveness, electing the SIP team, "mining" the profile, and developing and implementing an action plan is conducive to building a sense of community. As indicated earlier, this entire process is structured in a way that maximizes the opportunities for all interested parties to get involved in the improvement effort. Each interested group elects or selects representatives to serve on the SIP team. As part of the profile of effectiveness, parents and school staff rate the school in various key areas, including school and classroom climate. The raters indicate the extent to which the school fosters the following: a caring and encouraging environment for students, positive interaction between staff and students, mutual respect among students and staff, high morale and recognition of achievement in all areas.¹⁵ If the school falls short in any of these areas, a strategy for addressing these issues should appear in the action plan.

The process for implementing the action plan is also conducive to building a sense of community. As part of the SIP design, team members recruit assistance in implementing the plan from non-team members who are teachers, parents or community people.¹⁶ School order and discipline is an issue also addressed in the school profile. In rating school and classroom climate for the profile of effectiveness, staff and parents indicate the extent to which the school environment is safe for people and property, rules are clearly connected to maintaining a positive learning environment and are clearly

¹⁵Ibid, p. 41.

¹⁶Ibid, p. 133.

communicated to all students, and students and staff accept and take responsibility for school rules.¹⁷

In summary, SIP addresses all of the factors the research indicates to be most significant in providing a school climate conducive to student learning.

8. Clear goals and high expectations. In effective schools, the school's goals and objectives are clearly stated and communicated to all staff, students and parents, and progress toward achieving these goals is regularly monitored. Such schools focus on those tasks seen as most important. Continual monitoring of individual pupil and classroom progress is one means of determining whether goals are being realized and can serve to direct staff energy and attention. Administration and staff consensus on goals is very important, and academically successful schools are also characterized by expectations on the part of staff that all students will work hard to achieve academic success.

As part of the SIP profile of effectiveness, one of the major areas of evaluation is labelled "Mission and Philosophy, Goals, Policies and Procedures." As part of the assessment, school documents are reviewed to determine whether there is a written philosophy of education reflecting the belief that learning is the most important purpose of schooling, emphasizing high expectations for all students, and encouraging the integration of all students in all aspects of school life. In addition, there should also be a systematic process for developing or revising school goals that ensures staff participation and consensus, while considering input from parents and community. School goals and objectives should be clearly stated, achievable, reviewed and updated annually as needed, distributed to all staff and parents, and translated into action plans by staff. In addition, progress toward achievement of goals should be monitored and reported to school staff, district administrators, the school board, and the community.¹⁸

¹⁷Ibid, p. 41.

¹⁸Ibid, p. 19.

As noted earlier, the profile also gives an analysis of standardized test scores by subject and grade level, thus encouraging the SIP team to address weak areas through the action plan.¹⁹ In its workshop on data collection, SIP encourages school staff and administrators to do separate data analyses for students who are more at risk of doing poorly; however, we note that this type of analysis is not done in the profile of effectiveness.

STATE-LEVEL ACTIVITIES OF SIP COMPARED TO EFFORTS ELSEWHERE

Nearly every state in the union, as well as numerous local districts, have implemented their own school improvement programs. In assessing the design of the New Hampshire School Improvement Program, it is useful to compare the core state-level activities of SIP to these other efforts. The basic state-level activities of SIP are development of the local school's profile, provision of training for local SIP team members, provision of a facilitator to help the SIP team work together, and provision of funding for teacher release time to work on SIP. Each of these basic components is discussed in greater detail in the next chapter. In this section, we will examine school improvement efforts in a number of other jurisdictions to see whether these same components are present.

Of the states with major statewide school improvement programs, we examined those in California, Indiana, Louisiana, Maine, Nevada, North Carolina, South Carolina, Vermont and West Virginia.²⁰ We also reviewed school improvement efforts in three urban school districts: Chicago, Illinois; Dade County, Florida; and Rochester, New York. Of the four basic components of the SIP model, the only component found in most other jurisdictions was training (Indiana, Louisiana, California, Maine, Nevada,

¹⁹Ibid, p. 49.

²⁰Information on the school improvement programs in these states was taken from N.C. Tushnet (ed.), 1991, School Improvement Programs, A Reference Guide to Selected Program Models, First Edition, Washington, D.C.: The Institute for Educational Leadership, Inc.

North Carolina, South Carolina, Vermont, West Virginia, Chicago, Dade County and Rochester). However, unlike New Hampshire where all of the members of the local SIP team are trained by the Alliance for Effective Schools, training in other jurisdictions typically follows a training-of-trainers model, wherein selected segments of the school community are trained (e.g., school administrators in Louisiana, California and Nevada) and they in turn are responsible for training others in their schools.

Only a small number of jurisdictions provide funding in one form or another to facilitate the participation of teachers and others on the school improvement team. These jurisdictions include Maine, Nevada, Chicago and Rochester. The provision of facilitators who assist the local SIP team in learning to work together toward school improvement is even more rare. Although this was a component of the Vermont school improvement program, loss of funding has forced the state to curtail this component. Of the jurisdictions examined, only the Indiana program provides for the ongoing presence of an outside facilitator.

The creation of school profiles, as a first step in the improvement effort, is a component of most of the school improvement efforts examined. However, in only one jurisdiction other than New Hampshire does the state provide external consultants to create this profile. The norm elsewhere--in Oklahoma, North Carolina, Dade County and Rochester for example--is for the local school team to be responsible for creating its own school profile after training.

It is also pertinent to note one component of school improvement programs in certain other jurisdictions that is not currently among the state-level activities of SIP in New Hampshire. That component is evaluation of the local efforts. In a number of other states--for example, Louisiana, Maine and South Carolina--there are mechanisms in place whereby the state conducts ongoing assessment of the progress that participating schools are making. According to Alliance staff, preparations are currently underway to implement such a monitoring system for SIP.

In summary, none of the school improvement programs reviewed contained all components of the SIP program, and only Indiana came close in combining state-provided training, facilitators and profile preparation. The one component we found in other jurisdictions that was lacking in SIP--evaluation--is currently being readied for implementation.

CONCLUSIONS

The Alliance's decision to base the SIP plan on Effective Schools Research together with school-based management research is sound and not only conforms to, in certain ways exceeds, what is being done in other jurisdictions. We should note, however, that SIP has gone beyond this research base in certain instances by including the model aspects of schools and schooling that are not emphasized in the Effective Schools Research. Areas such as certification of personnel, multimedia resources, and buildings that are barrier-free and in compliance with all government codes are among the SIP criteria for determining a school's effectiveness; involvement of community members other than parents (e.g., business) is also emphasized in the SIP plan, but not in the Effective Schools Research.

SIP also calls for interdisciplinary teaching, vocational education, experiential learning and career education. While further research may show that these elements are important factors in school improvement, current research says nothing about them. Such additions can make SIP look more like an accreditation process than a mechanism for effecting significant, long-term institutional change. However, these deviations are modest and do not significantly detract from the model's basic soundness.

III. SIP IMPLEMENTATION

This chapter addresses the second major question: "To what extent has the program been implemented in a way that conforms to what has been learned in other jurisdictions about good implementation practice?"

Before answering this question, however, we first examine briefly the research on organizational change as a way of understanding the kind of process most likely to produce effective schools.

Research focusing on educational change processes in rural schools has found the following planning steps to be essential: determine the most important needs; identify change opportunities; secure necessary resources; decide who the planners will be and how they will be involved; map out a planning process; learn about the ideas, needs and concerns of all stakeholders; select general directions and specific strategies; produce a plan; communicate the plan to stakeholders; and negotiate the implementation process with all stakeholders through active negotiation.²¹ The SIP process allows for implementation of each of these steps.

The research also emphasizes the need to resolve conflicts among stakeholders through active negotiation.²² SIP trains team members in negotiation techniques using the methods recommended by Fisher and Ury,²³ in which each side attempts to understand the interests of the other and negotiates accordingly. This enables the parties to work toward a "win-win" rather than "win-lose" situation. This is particularly important in a school setting, where the emotional byproducts of negotiation may affect

²¹T.E. Deal and S.C. Nutt, 1980, Promoting, Guiding--and Surviving--Change in School Districts, Cambridge, MA: Abt Associates, p. 15.

²²Ibid, p. 28.

²³R. Fisher and W. Ury, 1981, Getting to Yes, Boston: Houghton Mifflin.

adult interactions with youth. Other studies of school change stress the need, first, for the school's staff and leadership to be ready for change, and, second, to build an in-house team of organizational development specialists to keep the change process going.²⁴

The first of these elements is the main criterion used by SIP staff and Alliance board members in screening schools that apply for SIP. The second element is accomplished through the assignment of facilitators to each participating school for a three-year period. The central role played by the facilitator accords well with the substantial body of research that finds external actors to be important in stimulating the use of research findings or other sources of external knowledge within schools.²⁵ The SIP facilitators have training and experience in organizational development and often, but not always, in education. It is their job to help the SIP team "mine" the effectiveness profile to develop and implement an action plan. As part of this effort, SIP team members learn the organizational techniques necessary for maintaining the change process.

Most research on organizational change also indicates that intensive staff development is crucial.²⁶ As noted earlier, staff development is incorporated in the SIP model through workshops provided for SIP teams and other staff, and funding for outside consultants to provide training on topics for which the school team finds a need. The facilitator also acts as a training resource for school staff and parents throughout the three-year duration of the program.

²⁴M. Fullan, M. Miles, and G. Taylor, 1981, Organization Development in Schools: The State of the Art. Washington, D.C.: National Institute of Education, pp. 16, 18-19.

²⁵K. Seashore-Lewis, 1983, External Agents and Knowledge Utilization, in R. Lehming and M. Kane, Improving Schools: Using What We Know, London: Sage Publications, pp. 168-1760.

²⁶For example, see Fullan, Miles and Taylor, op. cit., p. 18, and M. McLaughlin, 1981, Implementation of Mutual Adaptation: Change in Classroom Organization, Santa Monica, CA: Rand Corporation, pp. 344-345.

This brief examination of some important features in the implementation of school improvement points out the importance of all the key elements of SIP implementation: training, effectiveness profiles, facilitation, resources and development of a local team to carry out school improvement. The remainder of this section will examine in more detail each one of these elements and how they were involved in implementation. It does so by considering implementation at three levels: state-level activities; local involvement and SIP team processes; and the activities of the five schools we visited.

In collecting these data, we conducted interviews and focus groups at both the state and local level. We discussed with them how they perceive their experiences as they began working together to improve the schools. Our talks disclosed a very high level of awareness and self-criticism; participants are aware of both the strengths and weaknesses of SIP. In some cases both state and local participants are taking productive measures to improve the process. However, because we visited schools that have been involved with SIP since its inception, we were unable to assess these improvements and innovations first hand, as they have been instituted primarily in the "younger" SIP schools.

STATE-LEVEL ACTIVITIES

School-based improvement typically requires support and technical assistance from people outside the school building who have the time, distance and expertise to facilitate and focus the improvement efforts. Acknowledging this experience, the New Hampshire Alliance for Effective Schools provides four main mechanisms for assisting local SIP teams to accomplish their goals: an initial three-day team training held during late summer for all schools beginning the SIP process; quantitative and qualitative data collection that produces a school profile of effectiveness; a facilitator to work with the local SIP team for three years as they mine their profile and begin to plan and implement an action plan for school improvement; and financial assistance for expenses

associated with team meetings, and reimbursement for facilitators and other consultants brought in to provide technical assistance.

Training

The initial training is a three-day institute run every summer for all schools initiating the SIP process during the coming fall. All SIP team members are expected to participate. The objectives are to familiarize participants with the effective schools research and organizational change processes involving team building and collaborative decision making; increase their "understanding of themselves, other groups, the educational system and the processes of shared decision making";²⁷ and build an understanding of the "values" underlying SIP.

Providing a combination of orientation, process skill development, team building and specific concrete information, the institute is designed to launch a motivated and knowledgeable team. Because we could not observe the institute, our conclusions about it are drawn from participants' reactions. Overall the institute drew wide praise. Participants said that it was both informative and educational. Unlike many workshops they had attended, team members felt that they gained some specific new skills.

However, although state-level organizers intend for the institute to serve the ultimate goal of improving student outcomes, its actual content emphasizes training teams to work together. Some participants felt that this emphasis on process deters teams from concentrating immediately on the substantive issues of school improvement. Also, because teams come to the institute before they receive their profiles, any discussions they have about school improvement are usually at an abstract level. Teams come away from the institute with the beginnings of a working process, but not

²⁷Taken from training materials for the 1990 summer institute, provided by the New Hampshire Alliance for Effective Schools.

necessarily with many concrete plans. The majority of participants felt that the inclusion of more substantive discussions would improve the institute's already considerable usefulness and value.

Profiles

Each SIP school receives a "profile of effectiveness" during the fall of its first year. This profile, written by an Alliance consultant, is based on survey and interview data collected at the school. Faculty, parents and administrators all rate their school's effectiveness according to criteria in each of the ten key areas for improvement identified by the SIP model.²⁸ The profile reports the findings in each of these areas.

Each profile covers the same areas for every school and each area is located along a continuum of effectiveness. A neutral document that presents findings with little analysis, the profile is meant to be used as a diagnostic tool so that teams can develop an improvement plan based on their interpretation of the findings. A document of this length and detail, employing such a thorough data collection mechanism, is one that few schools would be able to complete on their own. Some other jurisdictions have developed ways of creating profiles, but SIP profiles are among the most detailed we have seen.

²⁸The ten key areas for improvement are:

1. Mission and philosophy, goals, process and products;
2. Resources;
3. The school program;
4. Instructional practices;
5. Staff competencies, attitudes and relationships;
6. Leadership;
7. School and classroom climate;
8. Parent participation;
9. Community involvement and support; and
10. Program and student outcomes.

This extremely thorough document serves as both as a blessing and a curse for the SIP team. It is a gold mine of valuable information, more than the team could ever have gathered on its own. At the same time, the amount of data can also be overwhelming. Some teams looked at their profile and simply saw too many issues to deal with. Some team members were not sure the profile reflected the issues that were most crucial to their school. Others wished that some of the information had been digested for them more thoroughly. The profile's neutrality did allow team members to assess the findings from their own local perspective, thus guaranteeing local control and relevance. This freedom did not, however, guarantee that they would address the issues most associated with effective schools principles. As noted earlier, some areas of SIP activity are more related to improvement than others. In addition, some combinations and sequences of actions are more likely to yield effective schools than others.²⁹ Yet teams were given no such information, either through their facilitators, the profile itself, or instruction in how to organize or prioritize addressing the issues.

The result of providing schools with this extensive a profile is that several teams spent their entire first year examining and understanding it. This lengthy process led some members of the school community to wonder what was going on, and become suspicious of the process, or waiver in their support. The mining process could be shortened if the profile were more focused and more analytical. Also, prioritization within the profile might help teams to concentrate on issues that are most likely to improve student outcomes.

But the strong judgment of those we interviewed was that on balance the profiles were valuable and revealing. In our experience, they are a unique state contribution. Their usefulness can no doubt be refined based on this early experience.

²⁹For example, it makes little sense to attempt the implementation of a new reading program that requires small group instruction if one cannot reduce class size to accommodate this. One must address the issue of overcrowded classrooms first if the new reading program is to have any chance of success.

Facilitation

The Alliance provides each team with a facilitator for three years. S/he can be reimbursed for up to 11 days of facilitation during a school's first year in SIP, six days in the second and four days in the third. The facilitators view their major roles as helping the group develop into a team, keeping them on task, coaching the principal, and assisting the team in mining the profile and developing an action plan. They also assist the team in gaining access to technical assistance in specific content or process areas.

All SIP team members we interviewed praised facilitators for their role in getting the process going, emphasizing that they would not have been able to get SIP off the ground without their facilitators. They identified the role of the facilitator as helping keep the team on tasks, develop its ability to work together, and giving the perspective of an objective outsider. School culture traditionally encourages isolation and turf building, while discouraging collegiality and collaboration; facilitators were key in breaking down these long established patterns.

Despite the general praise for the facilitators in their process role, some respondents felt that the facilitator concentrated too much on group dynamics and team building. They expressed the need for more and earlier attention to educational issues and student outcomes. Another group of respondents believed that the facilitator remained too neutral; they wanted more direction or advice on whether they were making good choices as they mined the profile and developed their action plan. It seems probable that some of the team building could have been done through the accomplishment of specific SIP tasks. Instead, team members reported spending a lot of time working out their process, and only later got down to taking action on school improvement.

The facilitators themselves felt some of these same frustrations, but were aware of the fact that being more directive also has dangers. In a process that encourages shared

decision-making and local control, and engenders a sense of ownership, opinions or direction from an outsider can cause resentment, distrust and ultimately go "unheard" by a local team. At one school, when the facilitator did become more directive, the team members bristled. The facilitators play a vital role in the SIP implementation process. The issue of how much and what kind of guidance to provide a team (i.e. process and/or educational) to keep it on course is not easily resolved.

Resources

The Alliance provides SIP schools with a small amount of financial support through reimbursements rather than direct funds. This assistance covers some of the expenses teams incur. For example, up to \$4,000 for the first year, \$2,500 for the second year and \$1,500 for the third year is available to pay for teachers' overtime, substitutes who cover teachers' release time, or transportation and child care for parent and community SIP team members. School administrators are not eligible to receive any form of reimbursement or stipend.

The Alliance also covers the cost of creating the school's profile of effectiveness and pays for the facilitator and technical assistance time. Schools are entitled to technical assistance of up to two days during the first year, three days the second year and five days during the third year of their participation in SIP. Local school budgets have also matched state funds to supplement or continue SIP generated activities and the Alliance has provided local schools with "scholarships" so they could join the SIP network when local budgets could not cover these costs.³⁰

³⁰SIP schools pay a fee to participate in the SIP Program: \$5,000 for the first year, \$2,500 for the second and third years.

Conclusion

By providing initial training, creating a profile of effectiveness, providing a facilitator and making money available to SIP teams, state-level assistance (via the Alliance) is playing an important role in initiating school improvement, especially in the area of developing a process for working together. These activities have not, however, injected sufficient substantive assistance to help teams make knowledgeable, effective decisions about school improvement that are likely to lead to improved outcomes sooner rather than later. Alliance staff and facilitators are aware of these problems, and have been actively reviewing and revising the scope of SIP services. P/PV understands that schools that have more recently joined the SIP network may experience the state services somewhat differently.

IMPLEMENTATION AT THE LOCAL-LEVEL

Each school's SIP team is comprised of eight to fourteen members: teachers, local school board members, building administrators, district administrators, parents and, in the case of high schools, students. They are elected by or selected from their constituency group. Many also have a community representative although it is not required.

Close to one-half of the team members are teachers, many of whom join the team because they believe it could make real changes in their work lives. Often at least one teacher team member is also a union representative. In most cases, the principal serves as the building administrator representative and the superintendent or assistant superintendent serves as the district representative. Parent representatives tend to be those who are already actively involved in the school's PTO or other parent group.

During the first year of SIP, most teams concentrated on mining their profile. This was often done initially in intensive all-day meetings, and then reduced to a monthly

meeting lasting a few hours. The next major task was to develop an action plan. Following a review of the plan by the rest of the school staff, the teams generally created subcommittees that included team members as well as other representatives from the various constituency groups. These subcommittees met as often as once a week to begin the implementation of specific aspects of the action plan.

Team Process

In general, team members describe their work with a sense of accomplishment and pride. They view themselves as leaders in the school and feel that their work on the SIP team has led to important activities and changes. (Actual activities and changes will be discussed in more detail below.) Many team members expressed surprise that the team had been able to work constructively together, share decision-making power and build consensus despite everyone's lack of experience with this mode of operation.

However, it was not always a smooth process. In almost every case, a building or district administrator at some point slipped into his/her more accustomed role of authoritarian decision-maker. Also, it was not always clear which areas of decision-making were off limits to the team, (e.g., issues that are districtwide). In spite of these problems, team members reported that their teams typically worked well.

Because shared decision-making was such an important part of the process for the SIP team, it is worthwhile examining some of the implementation issues that arose. On the positive side, many teachers told us that for the first time in their professional lives they felt that their expertise and opinions counted in making educational change decisions. Some noted that this gave them a renewed sense of self-respect and a more professional attitude toward their work. A few teachers even felt that their involvement on the SIP team had revived their interest in teaching just when they were considering leaving the field. Research indicates that teachers have been systematically infantilized.

de-professionalized and not viewed as experts in their field; SIP was a welcome approach to almost all teachers we interviewed.

Shared decision-making also raised some difficult questions about leadership. Some teachers perceived that shared decision-making made for weak leadership on the part of the principal. School culture, tradition and training often reinforce the principal's role as an autocratic leader. S/he frequently acts without input from his/her staff and with little regard for their professional opinion. As a principal moves into a less autocratic way of operating, s/he needs to be able to balance the demands of being a strong leader and sharing power. This takes a great deal of skill. At times the facilitator assisted the principal in walking this fine line.

Shared decision-making is also complicated by the fact that not all decisions that affect a school can (or perhaps should) be made in this way, especially those which normally are made at the district level. This is especially true in SIP schools that are in districts in which only they or maybe one other school is involved in SIP. For example, a team may decide it is dissatisfied with assessment in the school and wants to change report cards or the way in which teachers are evaluated. These are district issues and likely to be "off limits" to any one school's SIP team. Although raising these issues may be valuable, these kinds of boundaries need to be clarified very early in the process--before action plans are developed.

As the teams worked together to develop school improvement plans, they encountered other issues and questions that are worth examining briefly.

Relations with Colleagues. Teams struggled with what their roles could and should be within the larger context of the school. Many team members suffered some resentment from non-team colleagues who viewed them as an elite group vested with broad decision-making and management powers. Team members recognized that some non-team teachers were worried about change, would not agree with some of these

changes or would feel resentful simply because they felt left out of the process. They also knew that they needed all the support they could garner in order to get non-team members to "buy in" to team plans, activities and, ultimately, school change.

Grappling with this issue has generated much discussion but relatively little action. Teams have debated increasing the members on the team membership or making their work more public, and eliminating the mystique about what they were doing. For several teams this communication issue was difficult to operationalize in the first year because there was little to report except mining of the profile. Our sense is that this is a critical issue which needs direction if SIP is to endure beyond state assistance.

Long-term Role. Now that the teams are in their third year of operation, two of the schools visited are spending a great deal of time discussing what the role of the team should be over time. The search is for a way to institutionalize a school improvement process through continued and increased involvement of the stakeholders. The teams that are doing this long-range planning seem to be guaranteeing that SIP will continue after the three years of formal assistance ends. Again, this seems too important an issue to leave entirely to local team discretion.

Turnover of School Administrators. Although not experienced by the five schools visited, a concern voiced by Alliance staff and facilitators was the turnover of school administrators. If a new principal or district administrator comes to a school without SIP buy-in, s/he can weaken the SIP process. We were told this had occurred in some schools, and that the SIP process needs stronger district support to ensure that new administrators see making SIP work as part of their jobs.

The main challenges facing the SIP teams are to develop ways of involving more of the stakeholders on a regular basis; integrating both processes and products of school improvement into school structure; reviewing and assessing their role, activities and

outcomes; and working within constraints outside of their control such as budget cuts and district rules and authority.

Team Products

1. The Action Plans. As part of the study, action plans from the five sample schools were reviewed. As we expected, there was a great deal of variation in the content, direction, specificity and goals of the action plans both within and across schools. Some were well thought out; others did not provide a solid basis for implementation, or for knowing if the planning objective was met. The SIP model, focusing as it does on local control, did not provide schools with state guidelines or feedback regarding the plans. Local teams are encouraged but not required to update their plans over time. Nor are they required to assess their success in accomplishing planned activities. According to staff interviews, four of the five schools we visited did revise their plans after the first year.

Though we understand the need for strong local control of the planning process, it is our experience that some form of oversight and feedback does improve and focus a local planning process--especially when the process is being carried out by people who are admittedly new to making and implementing such critical decisions. Since state support and assistance does last for up to three years, there is opportunity to inject some more direction and review into the SIP process.

2. School Activities. The main source of data regarding SIP school activities is not what we actually saw, but what team members reported that they had accomplished. The majority believed that SIP was responsible for implementing concrete changes in their schools. In some cases, SIP pushed team members to envision changes never before considered. In other cases, it created a platform for change that some members of the school community had long envisioned. Many of those interviewed also

felt that SIP complimented other initiatives in the school, none of which could have accomplished as much had it stood alone.

The activities team members described as having actually changed and improved their schools seemed to cluster in three general areas: curriculum and instruction, communication, and building/resources/physical environment.

Changes in curriculum and instruction included:

- A study of grade weighting and the development of a new policy;
- A new policy on ability grouping;
- The design of a new report card;
- Development of a new retention policy;
- The beginning stages of designing and implementing portfolio assessment;
- Staff development, conference attendance and development of new math curriculum; and
- Efforts to make learning more cooperative, more integrated across disciplines and more learner centered.

Changes in communication involved:

- Developing, printing and circulating (to staff, students and parents) discipline codes;
- Developing, printing and circulating (to staff, students and parents) a homework policy;
- Writing down, often for the first time, curriculum;
- Meeting with teachers from schools across a district to discuss continuity from grade to grade and school to school;
- Producing school columns for the local newspaper;
- Producing a school brochure that states school mission and programs;

- Producing regular school reports for parents and other community members;
- Surveying parents on their attitudes toward the school; and
- More formal and informal opportunities for teachers to discuss with each other students, school policy, educational issues and professional development.

Changes in the building/resources/physical environment category include:

- Dealing with overcrowding by bringing relevant school staff together to select appropriate portable classrooms;
- Keeping the school cleaner and the students drier by laying gravel in the playground;
- Getting extra phones put in for teachers to talk with parents in private; and
- Installing a needed bathroom, putting in hot water and adding locks to bathroom stalls.

In considering the relationship of these SIP activities to student outcomes, it is necessary to take into account the pre-existing conditions in a particular school, educationally, physically and in terms of school climate. For example, if the school experiences tension between teachers and administrators, or teachers and students, more time may need to be spent on communication. A school in need of serious capital improvements and/or lacking crucial resources may find it very hard to focus on educational issues before dealing with some of the physical realities.

Generally, we were impressed with the activities that most of the schools had undertaken and with their attempt to balance those activities among the various kinds of issues noted in the profiles. We were also impressed with their attempts to mount more ambitious projects--especially given the very limited resources the schools have to work with. However, we were concerned with the slow pace of activities in several of the schools, and suspect that more substantive assistance and more active oversight would help speed both planning and implementation.

Elementary schools have newly created student councils. The high schools have included students on the SIP team, and one school board has recently approved slots for students on the board. Students in this school have also been asked by the board for input on ways for dealing with budget cuts. In all cases, SIP team teachers reported that they are giving students more responsibility for input into school and classroom decisions. These developments may represent important sources of school improvement, especially in those schools where resources for substantial changes are simply not available.

Overall our review of implementation led us to the conclusion that SIP has put in place an important and workable mechanism for school change and improvement. Even after three years of work, SIP is still viewed mostly with enthusiasm, and a sense that important things are getting done that would not be dealt with otherwise.

IV. INDICATIONS OF SIP EFFECTIVENESS

The third research question addressed by this report is: "What does the evidence available so far indicate about the program's effectiveness?"

The main indicators of effectiveness sought in our study were affective measures of parent and school staff perceptions of the schools and the extent to which they have changed over the past three years. While it would also have been desirable to obtain more objective measures of improvement, such as student-level outcome results, several factors prevented this. First, the study's short timeframe for data collection and analysis precluded the administration and analysis of standardized achievement tests. And, although schools provided us with their own standardized achievement test results, various technical difficulties with the data prevented desired within-school and across-schools analyses from being carried out.³¹ *

Second, time did not permit gathering the student record data necessary for analyses of attendance rates, graduation rates, suspension rates or similar student outcomes. While several of the schools provided us with their own calculations of these outcomes, lack of data for the past three years and lack of comparable data from all five schools made it impossible to carry out analyses that would produce useful results.

*³¹These technical difficulties included the following: (1) standardized achievement test score data could not be obtained for comparable grade levels since three of the five schools were elementary schools while two were high schools; (2) different schools provided outcome data for different school years and none provided data for the past four years (i.e., from the time prior to the inception of the school improvement effort) and thus no analyses of change over time could be carried out; (3) one school provided no student achievement data at all, and only two of the five provided data on attendance rates, retention rates, detention rates and graduation rates. In short, there was no common data set across the five schools that would permit comparison of student-level outcomes, nor was there a data set for any of the schools that would permit an analysis of changes over time in student-level outcomes.

Third, and most important, all of the research to date on school restructuring indicates that one should not expect to see significant improvement in student-level outcomes from a schoolwide restructuring effort after less than three years. Restructuring efforts typically focus first on contextual variables such as school climate, parent involvement and facilities, only tackling issues of curricular content and teaching methods--the things that will most directly affect student achievement--later.³² This is in fact the pattern that we found in the visited schools, as noted in the previous section.

PERCEIVED IMPROVEMENT OVER THE PAST THREE YEARS

The teachers and other instructional staff members of each school were asked to rate the degree to which their school has changed (either improved or worsened) as a learning environment for students over the past three years, i.e., since beginning participation in the School Improvement Program.³³ As the results in Table 1 show, the majority of staff at each of the schools feels there has been improvement to a greater or lesser extent. Most notably, all of the staff at Allen and Cutler elementary schools shared this view, while a percentage of the staffs at the other three schools felt there had either been no improvement (16% at Haverhill, 20% at Pelham, and 11% at Woodsville) or that things had become worse (23% at Haverhill, 10% at Pelham, and 5% at Woodsville) over the past three years.

Members of each school's SIP team were asked to rate the extent to which they felt the school has changed as a learning environment for students over the past three

³²The American Federation of Teachers, for example, has recommended a period of five years, preferably 10 years, for a restructuring effort to be planned, implemented and finally evaluated (Lewis, A., 1989, Restructuring America's Schools, Arlington: AASA Publications).

³³The results presented here derive from the analysis of a survey administered to all teachers and all other instructional staff members (aides, volunteers, resource teachers) at the visited schools.

Table 1
**STAFF PERCEPTION OF THE DEGREE TO WHICH
 THE SCHOOL HAS CHANGED OVER THE PAST THREE YEARS
 AS A LEARNING ENVIRONMENT FOR STUDENTS**

	Allen (N=16)	Cutler (N=21)	Haverhill (N=30)	Pelham (N=40)	Woodsville (N=14)
Greatly improved	44%	29%	4%	13%	26%
Somewhat improved	56	71	57	58	58
No change	0	0	16	20	11
Somewhat worse	0	0	16	10	5
Much worse	0	0	7	0	0

years.³⁴ The majority (70% overall) felt that the schools have improved somewhat and another significant percent (24% overall) felt the schools have improved greatly (see Table 2).

³⁴We attempted to interview all members of each school's SIP team. However, because of work schedules, illnesses and similar reasons, we were not able to interview everyone. Response rates for the SIP team interviews at each school were as follows: Allen E.S. 91% (10 out of 11), Cutler E.S. 83% (10 out of 12), Haverhill C.E.S. 63% (5 out of 8), Pelham H.S. 100% (13 out of 13), Woodsville H.S. 67% (8 out of 12).

Table 2
**SIP TEAM'S PERCEPTION OF HOW MUCH THE SCHOOL HAS
 CHANGED OVER THE PAST THREE YEARS
 AS A LEARNING ENVIRONMENT FOR STUDENTS**

	Allen (N=10)	Cutler (N=10)	Haverhill (N=5)	Pelham (N=13)	Woodsville (N=8)
Greatly improved	10%	50%	40%	8%	25%
Somewhat improved	90	50	40	85	63
No change	0	0	0	0	0
Somewhat worse	0	0	0	7	12
Much worse	0	0	20	0	0

Parents were also asked whether they felt the school was doing a better job of educating children now than it was three years ago.³⁵ As the results in Table 3 show, the majority of parents of students at the visited schools who responded believe that the schools are better now than they were three years ago.

³⁵Questionnaires for parents were sent home with all students at each visited school, with directions for the parents to complete the form and return it to P/PV in an attached self-addressed, stamped envelope. Response rates for parents by school were as follows: Allen E.S. 28% (124 out of an estimated 440 parents), Cutler E.S. 32% (105 out of approximately 330 parents), Haverhill C.E.S. 26% (123 out of approximately 480 parents), Pelham H.S. 23% (112 out of approximately 490 parents), Woodsville H.S. 14% (47 out of approximately 330 parents).

Table 3
 PARENT RATINGS OF IMPROVEMENT IN THE
 QUALITY OF EDUCATION TODAY
 COMPARED TO THREE YEARS AGO

		Better	No Change
Allen E.S.	(N = 93)	73%	27%
Cutler E.S.	(N = 83)	82	18
Haverhill C.E.S.	(N = 104)	51	49
Pelham H.S.	(N = 99)	70	30
Woodsville H.S.	(N = 40)	53	47

Focusing on improvements in student learning, teachers and other instructional staff members were asked to rate the extent to which student achievement has improved over the past three years (Table 4). The majority of staff at Allen (62%), Cutler (68%) and Pelham (68%), as well as a particularly high percentage of staff at Woodsville (95%), felt that student achievement has improved somewhat or greatly. At Haverhill, however, only 33% of the staff felt there had been improvement. When the members of the SIP team were asked the same question, the majority (57% overall) felt there had been some improvement, although a significant percentage (20% overall, and 60% at Haverhill C.E.S.) felt there had been no change (see Table 5).

Table 4
STAFF PERCEPTION OF THE DEGREE TO WHICH STUDENT
ACHIEVEMENT HAS CHANGED OVER THE PAST THREE YEARS

	Allen (N=16)	Cutler (N=19)	Haverhill (N=27)	Pelham (N=37)	Woodsville (N=29)
Greatly improved	24%	0%	0%	3%	21%
Somewhat improved	38	68	33	65	74
No change	38	32	48	24	5
Somewhat worse	0	0	19	8	0
Much worse	0	0	0	0	0

Table 5
SIP TEAM'S PERCEPTION OF THE DEGREE TO WHICH STUDENT
ACHIEVEMENT HAS CHANGED OVER THE PAST THREE YEARS

	Allen (N=6)	Cutler (N=7)	Haverhill (N=5)	Pelham (N=13)	Woodsville (N=8)
Greatly improved	33%	14%	0%	0%	13%
Somewhat improved	50	57	40	85	75
No change	17	29	60	15	13
Somewhat worse	0	0	0	0	0
Much worse	0	0	0	0	0

To summarize, the overwhelming majority of instructional staff members, SIP team members and parents surveyed believe not only that change has occurred at their schools during the time they have participated in SIP, but that these changes have

resulted in school improvement. This is important since the continuation of the school improvement process after the conclusion of state funding and assistance depends crucially on local perceptions that the program has had results. Furthermore, it is important that the majority of those most directly involved with educating students--the instructional staff as well as the SIP team members--at all of the schools except Haverhill feel that student achievement has also improved during this time period. Even lacking more objective measures of student achievement, the fact that teachers and other instructional staff believe students are achieving better in school now than three years ago is a significant indication that SIP is having a positive impact.

OVERALL QUALITY OF THE SCHOOLS

Finally, parents were asked to rate how good a job of educating their children the school is doing. The results, given in Table 6, show that the majority of parents (from 66% at Woodsville H.S. to 91% at Cutler E.S.) feel the schools are doing a good to excellent job. No one at Woodsville or Cutler, and very few (8% or less) at the other three schools felt the schools were doing a poor or terrible job. Given what parents reported about their perceptions of school change over the past three years (Table 3), we must conclude that the changes in the schools that have resulted from their participation in SIP are at least partially responsible for the good ratings the schools are receiving from parents.

Table 6
**PARENT RATINGS OF HOW GOOD AN EDUCATION
 THE SCHOOL IS PROVIDING FOR THEIR CHILD**

	Allen (N=124)	Cutler (N=105)	Haverhill (N=123)	Pelham (N=112)	Woodsville (N=47)
Excellent	32%	24%	20%	13%	13%
Good	51	67	54	58	53
Fair	13	10	19	27	34
Poor	4	0	6	2	0
Terrible	0	0	2	0	0

Perceptions of improved educational outcomes are no substitute for those outcomes, nor do they guarantee better outcomes. Nevertheless, we would expect such perceptions to precede the observable outcomes; that is why they are positive indicators. Institutionalizing the SIP process after state funding has ended is, in our judgment, a critical factor in helping ensure that these positive perceptions in fact lead to positive outcomes.

V. CONCLUSIONS AND RECOMMENDATIONS

Our overall conclusion is that SIP is a well-grounded, thoughtful approach to initiating a local school improvement process. The best available research evidence supports the principles underlying SIP. The perceptions of SIP team members, teachers and parents regarding their schools are early positive indicators that the SIP process is working.

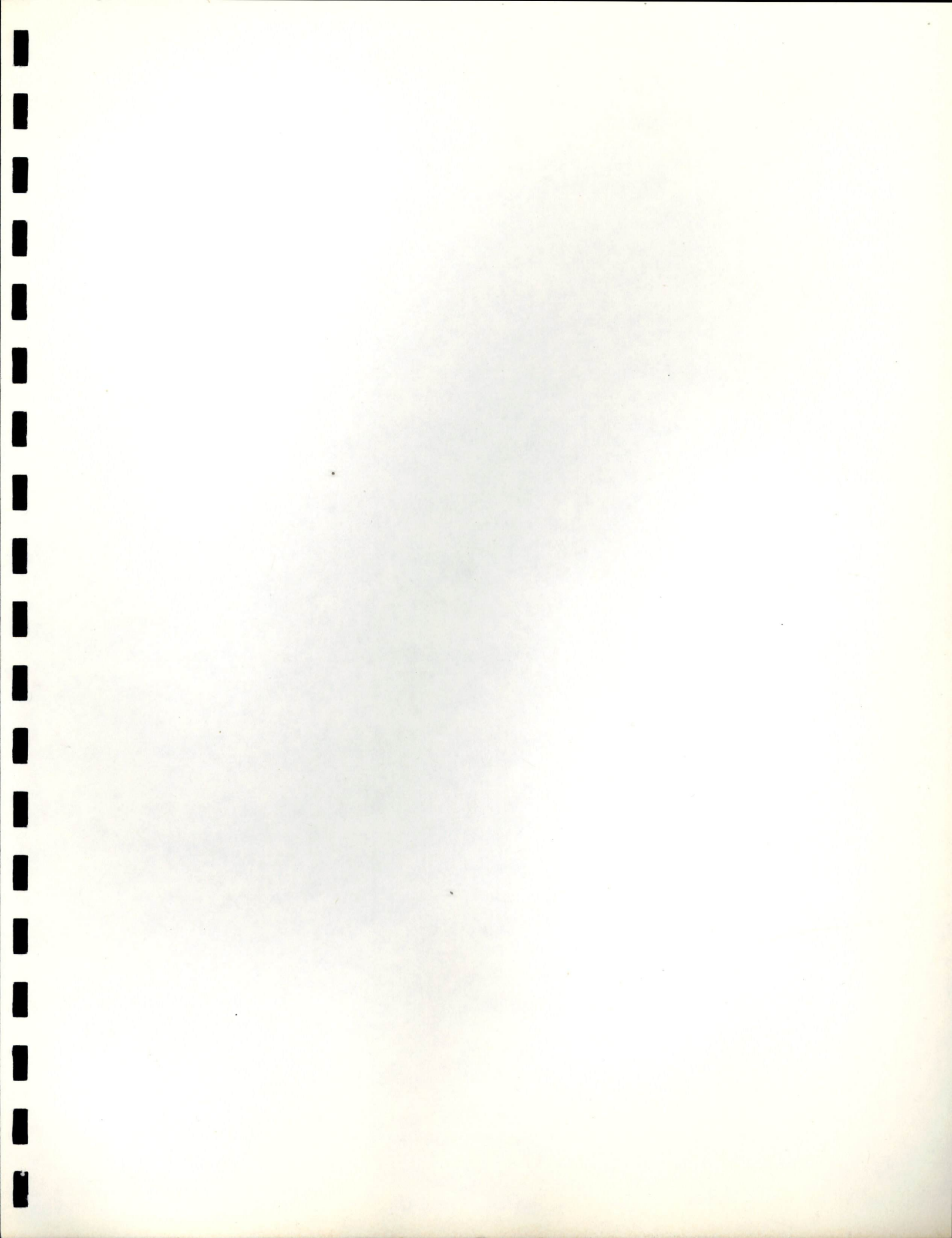
We feel confident that in some schools SIP will generate activities that will lead to improved educational outcomes for students. We are less sanguine that SIP as currently implemented will lead to systemwide improvements in school and student performance outcomes. This concern arises primarily because SIP's strengths are its basic design and its utility as an instigator of a local decision-making process. SIP does not, however, have the capacity to provide much substantive direction, assistance, oversight or incentives.

This weakness in implementation oversight is to a great degree inevitable in a state that provides such a small share of total school funding, and thus has little leverage over local decisions and activities. However, even modest improvements in this area would in our judgment increase significantly the likelihood of more uniform and widescale improvements from SIP--especially since SIP's early returns are positive. Thus we recommend consideration of the following modifications:

- Reduce the list of allowable SIP activities to accord even more closely with the Effective Schools Research. Let accreditation issues be handled separately.
- Encourage teams to initiate some SIP activities that relate directly to classroom teaching methods or substantive content from the very beginning.

- Condition SIP second- and third-year renewal grants on local self-assessment of activities, generation of credible school and student performance data, and plans that exhibit an increase in school staff and parental involvement, and an increase in substantive activities.
- Provide more substantive assistance through the facilitators.
- Develop a format for public reporting on yearly activities and student performance at all sites. Even though student performance cannot be expected to change immediately, public reporting of data from the beginning will help ensure that the SIP process and activities are always aimed at producing hard outcomes.
- Consider extending state assistance beyond three years to those schools showing real progress, but which do not have sufficient local resources to support both process and substantive activities beyond three years.

SIP in our judgment is an outstanding example of what a state can do to initiate a thoughtful, concrete school improvement process. We have seen few other efforts that are so well-grounded. Developing a system of assistance, oversight and incentives that can help the SIP process most efficiently and uniformly achieve substantive educational outcomes is the next major challenge.



FINAL

P/PV

**REPORT ON THE NEW HAMPSHIRE
SCHOOL IMPROVEMENT PROGRAM**

**Public/Private Ventures
Philadelphia, PA**

April 1991

Public/Private Ventures is a national, not-for-profit corporation that designs, manages, and evaluates social policy initiatives aimed at helping people whose lack of preparation for the work force hampers their chances for productive lives. P/PV's work is supported by funds from both the public and private sectors.

Rex D. Adams
*Chairman
of the Board*

Michael A. Bailin
President

Gary Walker
*Executive
Vice President*

Board of Directors

Rex D. Adams
Michael A. Bailin
Judy Barker
Alonzo A. Crim
Alice F. Emerson
Harold Howe II
Sol Hurwitz
Katharine C. Lyall
Arabella Martinez
James L. Medoff
Marion Pines
Ersa H. Poston
Hugh B. Price
Robert D. Reischauer
Mitchell Sviridoff
Alfred M. Zuck

**Research Advisory
Committee**

Frank Furstenberg
Robinson Hollister
Henry Levin
Frank Levy
Anita Summers
Robert Yin

Dissemination of
P/PV reports is
supported by our
Corporate
Associates:

American Express
Foundation
Ameritech Foundation
ARA Services
Blue Cross of Greater
Philadelphia
Borden Foundation Inc.
CIGNA Foundation
Control Data
Exxon Corporation
The General Foods
Fund Inc.
Kraft Inc.
Mobil Foundation Inc.
Monsanto
Penn Mutual Charitable
Trust
Pfizer Inc.
The Prudential
Foundation
Shell Oil Company
Foundation
Sun Company Inc.
Tenneco Inc.
Union Carbide
Corporation
United Technologies

EXECUTIVE SUMMARY

New Hampshire's School Improvement Program (SIP) began operations in 1988. SIP is a state-level initiative aimed at improving school performance based on decisions made by teams of local parents, teachers, administrators and school board members. The SIP assists in the local decision-making process by providing team-building training, a team facilitator, modest resources, and a school profile and other materials that are designed to assist the local teams in making decisions that will in fact improve educational performance. SIP now operates in more than 30 of the state's 430 schools.

SIP has been instituted during a period when the need for improved educational skills among our youth is the most urgent and widely discussed social issue in the nation. Numerous initiatives to prompt such improvement are currently being undertaken in states and localities all over the country; various theories on how to achieve that change are proposed and debated--almost daily, it seems--by our political, business, educational and civic leaders; outstanding schools, teachers and principals are held up in the media as examples of what can be achieved--if only those schools and individuals could be widely copied.

This creative ferment has to date produced no credible evidence that there are conclusive answers to the question of how to achieve wide-scale improvement. In fact--as has often been the case in our country's history of confronting serious social problems--the evidence and experience being accumulated seem to indicate that there will not be one quick, simple answer. Rather, the evidence and experience point to solutions that involve changes in the ways entire school systems operate (state, district, local); that require involvement from sectors of the community outside of the school system (parents, employers, community institutions); and that require a set of expectations, incentives, educational techniques and decision-making processes different from those that typify most of our school systems today.

In short, it is evident that substantial changes are called for. But the initial practical issue is **whether we have** a good sense of what such changes should aim for: What does an effective school look like? How does it behave?

There is a body of research evidence that addresses this issue: Effective Schools Research. That body of research provides a picture of what effective schools look like and how they behave compared to ineffective schools. It is the most authoritative evidence available on what characterizes effective schools across a wide variety of jurisdictions and circumstances. It receives few headlines because it has few catchy phrases, and offers no promise of quick attainment.

The first finding from our study is that New Hampshire has effectively and to a high degree of faithfulness used this body of Effective Schools Research to guide the design of its School Improvement Program. The profiles of each school created for use in the School Improvement Program are based on the lessons learned from the Effective Schools Research, and the activities listed under SIP that participating schools can choose from are largely based on that research. Our only criticism of the SIP model and activities is that they occasionally draw on other sources for approved activities--such as state accreditation requirements--and to that extent overlap with other state processes, and deviate from the sound base of research on which SIP is otherwise based. But this flaw is minor and easily correctable.

A second, perhaps tougher, issue is how a school system can achieve effective schools across its entire jurisdiction. Again, there are no cookbook answers, and no one source of experience and evidence on which to draw. But what evidence and experience there is points to the need for a local process that involves school employees and parents in the change decisions that are made, and invests them with authority and accountability for those change decisions. Experience also points to the need for systemwide mechanisms--usually at the state level--to prompt, assist and push the local process, and to hold it accountable for real change, and actual improvement in educational outcomes

See Section
TO p 34 -
to recommend aff.

Our second finding is that New Hampshire has initiated and provided cost-efficient state assistance for a local decision-making process that largely adheres to the lessons and experience of other jurisdictions. The major shortcomings of SIP's implementation strategy are its lack of clear performance expectations, and a timetable for achieving them; its lack of a system for reviewing those goals and progress toward achieving them; and lack of incentives or other consequences for actual achievement. Thus, SIP's implementation strategy takes good account of the need for a local improvement process, and the need for state impetus and assistance to get that process moving. But there are no mechanisms in place to ensure that the local process develops goals and a timetable that are consistent with effective schools indicators; is accountable for moving in a timely manner toward those goals; and has the knowledge and assistance necessary to make substantive educational changes.

basis
for
timetable
project
with
PEW
grant

Given the modest level of state financial contribution to education in New Hampshire, we were not surprised that ongoing SIP involvement in monitoring, goal-setting, incentives, penalties and substantive assistance for the SIP program were the major shortcomings in the implementation strategy. We found that most of those we interviewed were aware of these shortcomings and wanted to remedy them. Our judgment is that resolution of these shortcomings would significantly improve the SIP program's probability of achieving systemwide improvement in school outcomes--a significant contrast to the more scattered, less informed improvement that is likely under the current strategy.

The ultimate outcome for any school improvement initiative is a higher number of demonstrably better-educated youth. Given that SIP is only three years old, and has only recently begun to generate actual activities in local schools, we would not expect to find significant improvement in educational outcomes at this time. In addition, the timing of standardized tests and available data would not allow for such a study now.

However, we would expect to find--if the SIP process is proceeding satisfactorily--that both parents and teachers think that the schools are improving; that parents are to a high degree aware of and involved in the school improvement process; that most SIP participants believe they are seeing improvements in student achievement and behaviors; and that few schools or school employees have dropped out of the SIP process.

Our third finding is that a substantial majority of parents, and those involved in SIP, believe that the schools are improving; that a substantial majority of parents know about SIP and are satisfied with the schools; and that the vast majority of SIP participants at the local level have remained in SIP, are enthusiastic about it, and believe their schools and students are improving.

These findings are not a substitute for improved educational outcomes, but are initial indicators of progress toward those outcomes. We would expect to see conventional and systemwide indicators of educational improvement from SIP after about five years of implementation, assuming that the implementation shortcomings we noted earlier are resolved. Without that resolution, we would still expect to see improved outcomes at the five-year point, but they would likely be less widespread and less impressive.

The bottom-line question we confronted in undertaking this brief study was: is SIP worth continuing and expanding? Obviously, we cannot judge SIP in the context of other competing claims for New Hampshire dollars, nor can we set or judge the priority New Hampshire puts on educational improvement among social issues.

In our judgment and experience, however, SIP provides a soundly conceived, cost-efficient vehicle for school improvement, and represents one of the most thoughtful and grounded systemic initiatives we have studied. Reports on its early experience are positive; the improvements we recommend are important, but do build off what is already in place, and are consistent with what we heard is possible from all those we interviewed. In short, if the State of New Hampshire continues to be interested in

playing a leadership role in the difficult work of school improvement, while maintaining a modest financial contribution, the SIP model represents an excellent choice.

I. INTRODUCTION

Over the past three years, the State of New Hampshire has implemented an ambitious initiative to improve the effectiveness of the state's public schools in enabling students to succeed. This initiative--the New Hampshire School Improvement Program (SIP)--was launched in 1988 by the New Hampshire Alliance for Effective Schools.¹ Although member organizations often differ with one another over school policy, the Alliance based its design of SIP on the following fundamental notions:

1. It is in the best interest of everyone to work cooperatively for school improvement.
2. There is a convincing body of research describing the characteristics of effective schools.
3. More is known about educational effectiveness than is currently being applied in the schools.

¹The New Hampshire Alliance for Effective Schools, a private non-profit organization which receives 70 percent of its funding from the State of New Hampshire, is a coalition of organizations having a special interest and involvement with the schools. Founding member organizations are: the National Education Association of New Hampshire, the New Hampshire Association of School Principals, the New Hampshire Association of Student Councils, the Business and Industry Association of New Hampshire, the New Hampshire Congress of Parents and Teachers, the New Hampshire Council of Business-Industry Leaders for Education, the New Hampshire Council for Vocational-Technical Education, the New Hampshire Federation of Teachers, the New Hampshire Governor's Office, the New Hampshire School Administrators Association, the New Hampshire LEAD Center, the New Hampshire School Boards Association, the New Hampshire School Volunteer Program, the New Hampshire Senate and House of Representatives, the New Hampshire State Board of Education, the New Hampshire State Department of Education, and the University System of New Hampshire.

4. Although school effectiveness is influenced by many factors, it is clear that participatory management, collaborative decision-making, and clearly defined purposes are essential.²

These premises form the basis of the SIP, which currently has 31 participating schools--or about seven percent of New Hampshire's 430 schools. To participate, a school must submit a proposal indicating its reasons for wanting to adopt the SIP model, and demonstrating the support and commitment of all key "stakeholders," including teachers, administrators, school board members, parents and community members. Once accepted into the program, each of these groups elects or selects members of a local SIP team. The SIP team then receives intensive training, professional facilitation and technical assistance for the next three years.

The SIP process begins with the arrival of consultants who work with school staff, parents and community members to gather data regarding attributes and indicators of school effectiveness. From these data, the consultants develop an in-depth "profile of effectiveness" for the school. This profile is designed to provide the context for subsequent work and change. The SIP team then studies its profile, identifies what it considers to be the primary areas that need to be addressed, and designs its own "action plan" to begin school improvement. During a school's three years of program participation, SIP (through the Alliance for Effective Schools) provides a facilitator to assist the team in processing the data, making decisions and implementing reforms. In addition, SIP provides workshops and technical assistance to school staff and administrators in such areas as communications, negotiation and data analysis. Teachers receive stipends or release time to participate in training sessions. A key goal of the program is to enable schools to continue the process of change long after their three-year participation in SIP concludes.

²New Hampshire Alliance for Effective Schools, 1988, The New Hampshire School Improvement Model, Indicators of Effectiveness, Assessment System, and Implementation Procedures, Second Edition, p. 4.

Now that the program has been in operation for three years, policymakers at the state level are assessing its continued usefulness. To assist in this decision-making process, Public/Private Ventures (P/PV) was asked by the Business and Industry Association of New Hampshire to assess the design, implementation and outcomes of the School Improvement Program. More specifically, the purpose of this study is to address three questions:

1. How well-conceived is the basic design of the New Hampshire School Improvement Program, given what has been learned in other jurisdictions about school improvement?
2. To what extent has program implementation conformed to what has been learned in other jurisdictions about good implementation practice?
3. What does available evidence indicate about the program's effectiveness?

To answer these questions, we reviewed SIP documents that describe its basic design, and interviewed SIP participants, including members of the Alliance who started the program, facilitators working directly with the schools, SIP program staff, and school board members with participating schools in their districts. We also carried out data collection at five schools, selected because they have participated in the SIP since its inception three years ago.³ The five schools were: Allen Elementary School from

³The decision to gather data at schools that have participated in SIP since its inception was made so that our findings would be based on having seen SIP in schools where it is fully implemented. We are aware that several significant changes have been made in the basic design of the SIP model since the first year and that the schools that have been in SIP for the full three years have not necessarily benefitted from these changes. As a result, we are unable to say anything about the impact of these changes.

Rochester, Cutler Elementary School from West Swansea, Haverhill Cooperative Elementary Schools, Pelham High School and Woodsville High School.

At each site, interviews were conducted with SIP team members. In addition, all teachers and support staff members, as well as parents of all students enrolled at each of these schools, were surveyed. We also obtained the schools' own data on student-level outcomes, such as standardized test scores, attendance rates and graduation rates. However, various technical difficulties with the student-level outcome data limited its usefulness for this study.⁴ Therefore, our main indicators of program effectiveness are affective outcomes, such as parent and staff perceptions of the quality of the schools and the extent of change in the schools over the past three years--outcomes obtained strictly from the surveys. Our survey instruments incorporated all the salient variables associated with effective schools identified in the Effective Schools Research literature. These sources of information provided a data base for describing program implementation, changes in the schools perceived by SIP participants, and preliminary indications of school change.

⁴These technical difficulties--similar to those education researchers find in all the nation's school districts--included the following: (1) standardized achievement test score data could not be obtained for comparable grade levels since three of the five schools were elementary schools while two were high schools; (2) we were unable to obtain outcome data for the schools for the past four years (i.e., from the time prior to the inception of the school improvement effort, meaning no analyses of change over time could be carried out. (3) at the time only two of the five schools were able to provide data on attendance rates, retention rates, detention rates and graduation rates. In short, there was no common data set across the five schools that would permit comparison of student-level outcomes, nor was there a data set for any of the schools that would permit an analysis of changes over time in student-level outcomes.

II. PROGRAM DESIGN

The first question of concern is: "How well-conceived is the basic design of the New Hampshire School Improvement Program, given what has been learned in other jurisdictions about school improvement?"

To address this question, we examined the program's design in light of research on effective schools, which specifies the kinds of characteristics effective schools typically have in common, and research on school-based management, which indicates the ways in which teachers and other school staff can be more involved in making their schools effective. In addition, we examined the major state-level activities of SIP and compared them to similar efforts to improve schools in other jurisdictions.

THE RESEARCH BASE

SIP's design is based on a body of research known as the Effective Schools Research; it also includes elements taken from research on "school-based management." The Effective Schools Research, carried out in the 1960s and 1970s, began with the observation that some schools showed much better scores in standardized achievement tests than other schools in the same jurisdictions. Researchers examined these schools, along with others whose test scores were typical of the rest of the district, to determine whether there was anything different in the organization and operations of the more effective schools.⁵ Through this research, factors were identified that were characteristic

⁵Comprehensive discussions of the Effective Schools Research are given by Rosenholtz, S. J., 1985, "Effective Schools: Interpreting the Evidence," American Journal of Education, Volume 36, May; Purkey, S. C., Smith, M. S., 1983, "Effective Schools: A Review," The Elementary School Journal, Volume 83, Number 4; Griswold, P., Cotton, K. and Jansen, J., 1986, Effective Compensatory Education Sourcebook, Volume I, A Review of Effective Educational Practices, Washington, DC: US Department of Education; Kyle, R. J. (ed.), 1985, Reaching for Excellence: An Effective Schools Sourcebook, Washington, DC: US Department of Education; and MacKenzie, D. E., 1986, "Research for School Improvements: An Appraisal of Some Recent Trends," Educational Researcher, Volume 12, Number 4.

of effective schools. As efforts to improve schooling have gotten underway nationwide, the Effective Schools Research findings have provided a basis for focusing school reform on factors that really make a difference in education.

The research on school-based management examines ways in which school improvement can be brought about by shifting from the traditional top-down management structure of schools and school districts to a structure that gives greater authority for planning and decision-making to teachers and other school staff.⁶ This research focuses on the use of school teams, typically composed of teachers, the principal and, in some cases, other school staff and students, who collectively determine the school's goals, objectives, policies and curricula.

As one aspect of assessing how well-conceived the design of the SIP model is, we analyzed the SIP model to see whether it incorporates each of the key characteristics of effective schools and principles of school-based management articulated in the research. In the following discussion, we present each of the salient characteristics of effective schools and school-based management, briefly state its relevance, and report our findings regarding its presence in the SIP model:

1. Strong, autonomous leadership. Results from the Effective Schools Research indicate that schools that succeed have strong leadership from their principals. These principals are able to formulate and clearly articulate the school's mission to all staff and students, and to focus the school's energies on attaining its mission. Strong leadership is also necessary to initiate and maintain a school's improvement process. Principals are uniquely positioned to fill this role, and their support of change is essential. However, it is important to note that during the change process, teachers or administrators other than the principal often take on important leadership roles.

⁶For an example of this research, see J. Comer, 1980, School Power, New York: Free Press.

The SIP design addresses the need for strong leadership in a number of ways. First, in the application process, schools are required to demonstrate that the principal, school board and superintendent are behind the program. It is usually the principal who writes the application, while the school board and superintendent write a letter to the Alliance pledging their support of the program. This process helps ensure that principals are fully behind the idea and have the support and autonomy needed to implement the improvement program through SIP. Second, as part of each school's profile of effectiveness, school staff rate the principal, department heads, superintendent and board members in a number of key areas, while parents are asked to rate the principal and superintendent. For example, principals are rated in 25 different areas, including communication of the school's mission and philosophy, development of collegiality among staff, ability to resolve conflicts, and success in giving ongoing attention and support to school improvement.⁷ These ratings guide the SIP team in developing and implementing a school improvement plan. Third, by participating on the SIP team and implementing the action plan, school staff get opportunities to take on leadership roles they often have not had before.

There is, however, a potential conflict between the SIP's concept of "shared decision-making" (which is emphasized in school-based management research) and a strong principal (which is emphasized in Effective Schools Research). The SIP model acknowledges this possibility for conflict and resolves it by defining an effective principal as someone who successfully conveys the school's mission and goals to members of the school community and keeps everyone working toward a common purpose. The principal takes primary responsibility for managing and resolving conflict while sharing responsibility for planning and decision-making with others.⁸ Thus, an important quality of a strong principal is the ability to achieve consensus among participants while

⁷New Hampshire Alliance for Effective Schools, 1988, The New Hampshire School Improvement Model, Indicators of Effectiveness, Assessment System, and Implementation Procedures, Second Edition, Concord Author, pp. 36-39.

⁸New Hampshire Alliance for Effective Schools, *op. cit.*, pp. 36-37.

adhering to the school's mission and goals. Nevertheless, given the model's emphasis on shared decision-making, the concept of strong leadership is one that the schools are likely to regularly struggle with over time.

2. Staff stability. Schools that are effective typically have low staff turnover. Stability of school staff has several benefits. It reduces the need for staff training to familiarize new members with the school's mission, goals, objectives and instructional programs; it facilitates staff getting to know one another and thus promotes development of a sense of community among staff; and it promotes continuity of school purpose and instruction from one year to the next. Staff stability is particularly important during a schoolwide restructuring effort. Once a school experiences success, keeping the staff together seems to maintain and promote further success. Conversely, frequent transfers are destructive and likely to retard the growth of a consistent and effective school "personality."

Obviously, SIP cannot counteract the layoffs that have occurred due to budget cuts in some participating schools. However, the SIP model emphasizes the need for extensive teacher involvement in curriculum planning and decision-making, coordination of efforts between grade levels, and a shared mission and goals among school staff. Improvements in each of these areas would likely provide school staff, who often feel isolated, with a sense of participation in a community of educators working toward common goals, which in turn would make the school a place where the teacher would want to remain.⁹ Thus, SIP goes as far as such a program can in helping to bring about staff stability.

3. Curriculum articulation and organization. The Effective Schools Research also emphasizes the need for coordination of instruction across grades, across subjects, and across programs in the school. Such coordination is crucial to ensuring that all

⁹Ibid, p. 33.

students in the school learn the full curriculum. If elementary school students are expected to acquire basic and complex skills, the curriculum must focus on these skills and students must receive sufficient time for their instruction. In addition, these skills must be coordinated across the entire curriculum. At the secondary school level, a planned, purposeful series of courses seems to be academically more beneficial than an approach that offers many electives and few requirements. If students are expected to learn science, math and U.S. history, they need to take those courses.

The SIP model emphasizes the need to ensure "continuity of programming across grade levels and subject areas," and to designate someone at the school who is "responsible for overseeing the continuity, coherence and horizontal and vertical articulation of the school program." With respect to instructional practices, it states that "effective use of time is emphasized throughout the school," that "school events are scheduled to avoid disruption of learning time," and that "teachers strive for maximum learning time with students actively engaged in learning activities." It is also stated that teachers should promote successful student learning by "providing sufficient opportunities for students to master knowledge and skills, including reteaching and retesting when needed," and by "providing extra help and/or learning time for students who need or want it."¹⁰ All of these points are in agreement with the findings of the Effective Schools Research.

4. Schoolwide staff development. The research also demonstrates the importance of continually reinforcing and upgrading the skills and knowledge base of school staff. Furthermore, to ensure that the school has a coherent approach to teaching students and achieving the school's mission, it is important that this training be schoolwide rather than limited to individual staff members or selected groups. Staff development is particularly important during times of school restructuring and

¹⁰Ibid, pp. 26-27, 30-31.

innovation. Fundamental change involves altering people's attitudes and behaviors as well as providing them with new skills and techniques.

The SIP model addresses staff development in two ways. First, this area is covered thoroughly in the school's profile of effectiveness. For example, among the indicators of effectiveness, the SIP plan states that resources should be "allocated to support the professional development of all staff" and should include "release time, fees for trainers and consultants, travel to workshops, and workshop fees." In addition, the school should ensure that staff actively participate in the planning of programs for ongoing staff development, that staff development plans reflect the identified needs and interests of all school staff, and that the extent to which its staff development program meets staff and school needs is carefully assessed.¹¹

A second way SIP addresses staff development is through technical assistance; workshops are provided for SIP team members in communication, negotiation, data collection and other skills needed to implement the school improvement process. While these workshops are not schoolwide, they provide team members with skills they can pass on to their colleagues. Workshops are also offered to all staff and parents to discuss the SIP model and learn communication skills. In addition, the SIP program provides printed materials and outside consultants to assist schools with their particular needs. A technical assistance manual has been produced to help school staff access this assistance.¹²

These provisions in SIP for schoolwide staff development more than meet the requirements for such training found in the Effective Schools Research.

¹¹Ibid, pp. 23, 34.

¹²New Hampshire Alliance for Effective Schools, School Improvement Program, Tools for TA: An Informational Packet on How to Use SIP Technical Assistance, March 1991.

5. Parental involvement and support. Research has found parental involvement and support to be major factors in pupil achievement. This suggests that parents should be encouraged to get involved in school activities. They also need to be informed of school goals and student responsibilities, especially with regard to homework, and to be offered training in "parent-as-teacher" skills so they can better assist with their children's education.

As part of the school effectiveness profile, all parents with children in the school are sent a survey asking them to rate the school in key areas such as adequacy of resources, instructional practices, staff attitudes toward students, leadership, school climate and parent participation. A sample of parents is also interviewed to get a more detailed picture of their perceptions of the school. In addition, representatives are elected by the parents to serve on the SIP improvement team. Thus parents are involved from the beginning of a school's participation in SIP. Since much of the effectiveness profile comes from their comments, and since parents serve on the SIP team, the action plan that the team writes after "mining" the profile is the result of considerable parent involvement. In addition, parents can participate alongside school staff in technical assistance workshops that cover such topics as communications skills, data collection and the process of developing an action plan. Thus, SIP provides numerous mechanisms, as the research literature recommends, for parental participation in the program.

6. District support. Research results indicate that effective schools typically occur in districts that are supportive of the individual school's leadership, programs and attempts at innovation. The research on school restructuring is even more emphatic on this point. Achieving fundamental changes in schools requires support from the district office. While specialized assistance in technical areas like curriculum development may be necessary, the role of the district office is best conceived as one that involves guiding and helping.

In the SIP application process, each school is required to get a letter from the superintendent pledging support for SIP, and have at least one representative from the district office serve on the SIP team. A representative of the school board must serve on the SIP team.¹³ The model places considerable emphasis on the need for "local ownership" of the improvement plan and its implementation, so as to discourage imposition of solutions from the district without the consent of school staff or parents.¹⁴ In terms of what the research says, the SIP approach to engendering district support for the program is well-conceived.

7. School Climate. The evidence from the Effective Schools Research shows that the climate of a school (i.e., how conducive the environment is for learning) is extremely important. The sense of being a recognizable member of a community that is supportive contributes to reduced alienation and increased achievement by students. Furthermore, the seriousness of purpose with which the school approaches its task is communicated by the order and discipline it maintains. Clearly, students cannot learn in an environment that is noisy, distracting or unsafe. There is evidence that clear, reasonable rules that are fairly and consistently enforced will not only reduce behavior problems that interfere with learning, but may also promote feelings of pride and responsibility in the school community.

School climate is also a factor in attempts to bring about change in schools. School restructuring efforts are more successful when teachers and administrators work together. Collegiality breaks down barriers among teachers and between teachers and administrators. It also encourages the kind of intellectual sharing that can lead to consensus, while promoting feelings of unity and commonality among the staff.

¹³New Hampshire Alliance for Effective Schools, 1988, *op. cit.*, p. 127.

¹⁴*Ibid*, pp. 119-134.

Developing collegiality is a major focus of the SIP model, and is to be accomplished through the operations of the local SIP team. The school improvement process in which parents, administrators and staff are involved, and the technical assistance in team-building, communications skills and conflict resolution, are aimed at significantly enhancing the amount of collaborative planning and collegiality within the school. Clearly, the process of compiling the profile of effectiveness, electing the SIP team, "mining" the profile, and developing and implementing an action plan is conducive to building a sense of community. As indicated earlier, this entire process is structured in a way that maximizes the opportunities for all interested parties to get involved in the improvement effort. Each interested group elects or selects representatives to serve on the SIP team. As part of the profile of effectiveness, parents and school staff rate the school in various key areas, including school and classroom climate. The raters indicate the extent to which the school fosters the following: a caring and encouraging environment for students, positive interaction between staff and students, mutual respect among students and staff, high morale and recognition of achievement in all areas.¹⁵ If the school falls short in any of these areas, a strategy for addressing these issues should appear in the action plan.

The process for implementing the action plan is also conducive to building a sense of community. As part of the SIP design, team members recruit assistance in implementing the plan from non-team members who are teachers, parents or community people.¹⁶ School order and discipline is an issue also addressed in the school profile. In rating school and classroom climate for the profile of effectiveness, staff and parents indicate the extent to which the school environment is safe for people and property, rules are clearly connected to maintaining a positive learning environment and are clearly

¹⁵Ibid, p. 41.

¹⁶Ibid, p. 133.

communicated to all students, and students and staff accept and take responsibility for school rules.¹⁷

In summary, SIP addresses all of the factors the research indicates to be most significant in providing a school climate conducive to student learning.

8. Clear goals and high expectations. In effective schools, the school's goals and objectives are clearly stated and communicated to all staff, students and parents, and progress toward achieving these goals is regularly monitored. Such schools focus on those tasks seen as most important. Continual monitoring of individual pupil and classroom progress is one means of determining whether goals are being realized and can serve to direct staff energy and attention. Administration and staff consensus on goals is very important, and academically successful schools are also characterized by expectations on the part of staff that all students will work hard to achieve academic success.

As part of the SIP profile of effectiveness, one of the major areas of evaluation is labelled "Mission and Philosophy, Goals, Policies and Procedures." As part of the assessment, school documents are reviewed to determine whether there is a written philosophy of education reflecting the belief that learning is the most important purpose of schooling, emphasizing high expectations for all students, and encouraging the integration of all students in all aspects of school life. In addition, there should also be a systematic process for developing or revising school goals that ensures staff participation and consensus, while considering input from parents and community. School goals and objectives should be clearly stated, achievable, reviewed and updated annually as needed, distributed to all staff and parents, and translated into action plans by staff. In addition, progress toward achievement of goals should be monitored and reported to school staff, district administrators, the school board, and the community.¹⁸

¹⁷Ibid, p. 41.

¹⁸Ibid, p. 19.

As noted earlier, the profile also gives an analysis of standardized test scores by subject and grade level, thus encouraging the SIP team to address weak areas through the action plan.¹⁹ In its workshop on data collection, SIP encourages school staff and administrators to do separate data analyses for students who are more at risk of doing poorly; however, we note that this type of analysis is not done in the profile of effectiveness.

STATE-LEVEL ACTIVITIES OF SIP COMPARED TO EFFORTS ELSEWHERE

Nearly every state in the union, as well as numerous local districts, have implemented their own school improvement programs. In assessing the design of the New Hampshire School Improvement Program, it is useful to compare the core state-level activities of SIP to these other efforts. The basic state-level activities of SIP are development of the local school's profile, provision of training for local SIP team members, provision of a facilitator to help the SIP team work together, and provision of funding for teacher release time to work on SIP. Each of these basic components is discussed in greater detail in the next chapter. In this section, we will examine school improvement efforts in a number of other jurisdictions to see whether these same components are present.

Of the states with major statewide school improvement programs, we examined those in California, Indiana, Louisiana, Maine, Nevada, North Carolina, South Carolina, Vermont and West Virginia.²⁰ We also reviewed school improvement efforts in three urban school districts: Chicago, Illinois; Dade County, Florida; and Rochester, New York. Of the four basic components of the SIP model, the only component found in most other jurisdictions was training (Indiana, Louisiana, California, Maine, Nevada,

¹⁹Ibid, p. 49.

²⁰Information on the school improvement programs in these states was taken from N.C. Tushnet (ed). 1991, School Improvement Programs, A Reference Guide to Selected Program Models, First Edition, Washington, D.C.: The Institute for Educational Leadership, Inc.

North Carolina, South Carolina, Vermont, West Virginia, Chicago, Dade County and Rochester). However, unlike New Hampshire where all of the members of the local SIP team are trained by the Alliance for Effective Schools, training in other jurisdictions typically follows a training-of-trainers model, wherein selected segments of the school community are trained (e.g., school administrators in Louisiana, California and Nevada) and they in turn are responsible for training others in their schools.

Only a small number of jurisdictions provide funding in one form or another to facilitate the participation of teachers and others on the school improvement team. These jurisdictions include Maine, Nevada, Chicago and Rochester. The provision of facilitators who assist the local SIP team in learning to work together toward school improvement is even more rare. Although this was a component of the Vermont school improvement program, loss of funding has forced the state to curtail this component. Of the jurisdictions examined, only the Indiana program provides for the ongoing presence of an outside facilitator.

The creation of school profiles, as a first step in the improvement effort, is a component of most of the school improvement efforts examined. However, in only one jurisdiction other than New Hampshire does the state provide external consultants to create this profile. The norm elsewhere--in Oklahoma, North Carolina, Dade County and Rochester for example--is for the local school team to be responsible for creating its own school profile after training.

It is also pertinent to note one component of school improvement programs in certain other jurisdictions that is not currently among the state-level activities of SIP in New Hampshire. That component is evaluation of the local efforts. In a number of other states--for example, Louisiana, Maine and South Carolina--there are mechanisms in place whereby the state conducts ongoing assessment of the progress that participating schools are making. According to Alliance staff, preparations are currently underway to implement such a monitoring system for SIP.

In summary, none of the school improvement programs reviewed contained all components of the SIP program, and only Indiana came close in combining state-provided training, facilitators and profile preparation. The one component we found in other jurisdictions that was lacking in SIP--evaluation--is currently being readied for implementation.

CONCLUSIONS

The Alliance's decision to base the SIP plan on Effective Schools Research together with school-based management research is sound and not only conforms to, but in certain ways exceeds, what is being done in other jurisdictions. We should note, however, that SIP has gone beyond this research base in certain instances by including in the model aspects of schools and schooling that are not emphasized in the Effective Schools Research. Areas such as certification of personnel, multimedia resources, and buildings that are barrier-free and in compliance with all government codes are among the SIP criteria for determining a school's effectiveness; involvement of community members other than parents (e.g., business) is also emphasized in the SIP plan, but not in the Effective Schools Research.

SIP also calls for interdisciplinary teaching, vocational education, experiential learning and career education. While further research may show that these elements are important factors in school improvement, current research says nothing about them. Such additions can make SIP look more like an accreditation process than a mechanism for effecting significant, long-term institutional change. However, these deviations are modest and do not significantly detract from the model's basic soundness.

III. SIP IMPLEMENTATION

This chapter addresses the second major question: "To what extent has the program been implemented in a way that conforms to what has been learned in other jurisdictions about good implementation practice?"

Before answering this question, however, we first examine briefly the research on organizational change as a way of understanding the kind of process most likely to produce effective schools.

Research focusing on educational change processes in rural schools has found the following planning steps to be essential: determine the most important needs; identify change opportunities; secure necessary resources; decide who the planners will be and how they will be involved; map out a planning process; learn about the ideas, needs and concerns of all stakeholders; select general directions and specific strategies; produce a plan; communicate the plan to stakeholders; and negotiate the implementation process with all stakeholders through active negotiation.²¹ The SIP process allows for implementation of each of these steps.

The research also emphasizes the need to resolve conflicts among stakeholders through active negotiation.²² SIP trains team members in negotiation techniques using the methods recommended by Fisher and Ury,²³ in which each side attempts to understand the interests of the other and negotiates accordingly. This enables the parties to work toward a "win-win" rather than "win-lose" situation. This is particularly important in a school setting, where the emotional byproducts of negotiation may affect

²¹T.E. Deal and S.C. Nutt, 1980, Promoting, Guiding--and Surviving--Change in School Districts, Cambridge, MA: Abt Associates, p. 15.

²²Ibid, p. 28.

²³R. Fisher and W. Ury, 1981, Getting to Yes, Boston: Houghton Mifflin.

adult interactions with youth. Other studies of school change stress the need, first, for the school's staff and leadership to be ready for change, and, second, to build an in-house team of organizational development specialists to keep the change process going.²⁴

The first of these elements is the main criterion used by SIP staff and Alliance board members in screening schools that apply for SIP. The second element is accomplished through the assignment of facilitators to each participating school for a three-year period. The central role played by the facilitator accords well with the substantial body of research that finds external actors to be important in stimulating the use of research findings or other sources of external knowledge within schools.²⁵ The SIP facilitators have training and experience in organizational development and often, but not always, in education. It is their job to help the SIP team "mine" the effectiveness profile to develop and implement an action plan. As part of this effort, SIP team members learn the organizational techniques necessary for maintaining the change process.

Most research on organizational change also indicates that intensive staff development is crucial.²⁶ As noted earlier, staff development is incorporated in the SIP model through workshops provided for SIP teams and other staff, and funding for outside consultants to provide training on topics for which the school team finds a need. The facilitator also acts as a training resource for school staff and parents throughout the three-year duration of the program.

²⁴M. Fullan, M. Miles, and G. Taylor, 1981, Organization Development in Schools: The State of the Art, Washington, D.C.: National Institute of Education, pp. 16, 18-19.

²⁵K. Seashore-Lewis, 1983, External Agents and Knowledge Utilization, in R. Lehming and M. Kane, Improving Schools: Using What We Know, London: Sage Publications, pp. 168-1760.

²⁶For example, see Fullan, Miles and Taylor, op. cit., p. 18, and M. McLaughlin, 1981, Implementation as Mutual Adaptation: Change in Classroom Organization, Santa Monica, CA: Rand Corporation, pp. 344-345.

This brief examination of some important features in the implementation of school improvement points out the importance of all the key elements of SIP implementation: training, effectiveness profiles, facilitation, resources and development of a local team to carry out school improvement. The remainder of this section will examine in more detail each one of these elements and how they were involved in implementation. It does so by considering implementation at three levels: state-level activities; local involvement and SIP team processes; and the activities of the five schools we visited.

In collecting these data, we conducted interviews and focus groups at both the state and local level. We discussed with them how they perceive their experiences as they began working together to improve the schools. Our talks disclosed a very high level of awareness and self-criticism; participants are aware of both the strengths and weaknesses of SIP. In some cases both state and local participants are taking productive measures to improve the process. However, because we visited schools that have been involved with SIP since its inception, we were unable to assess these improvements and innovations first hand, as they have been instituted primarily in the "younger" SIP schools.

STATE-LEVEL ACTIVITIES

School-based improvement typically requires support and technical assistance from people outside the school building who have the time, distance and expertise to facilitate and focus the improvement efforts. Acknowledging this experience, the New Hampshire Alliance for Effective Schools provides four main mechanisms for assisting local SIP teams to accomplish their goals: an initial three-day team training held during late summer for all schools beginning the SIP process; quantitative and qualitative data collection that produces a school profile of effectiveness; a facilitator to work with the local SIP team for three years as they mine their profile and begin to plan and implement an action plan for school improvement; and financial assistance for expenses

associated with team meetings, and reimbursement for facilitators and other consultants brought in to provide technical assistance.

Training

The initial training is a three-day institute run every summer for all schools initiating the SIP process during the coming fall. All SIP team members are expected to participate. The objectives are to familiarize participants with the effective schools research and organizational change processes involving team building and collaborative decision making; increase their "understanding of themselves, other groups, the educational system and the processes of shared decision making";²⁷ and build an understanding of the "values" underlying SIP.

Providing a combination of orientation, process skill development, team building and specific concrete information, the institute is designed to launch a motivated and knowledgeable team. Because we could not observe the institute, our conclusions about it are drawn from participants' reactions. Overall the institute drew wide praise. Participants said that it was both informative and educational. Unlike many workshops they had attended, team members felt that they gained some specific new skills.

However, although state-level organizers intend for the institute to serve the ultimate goal of improving student outcomes, its actual content emphasizes training teams to work together. Some participants felt that this emphasis on process deters teams from concentrating immediately on the substantive issues of school improvement. Also, because teams come to the institute before they receive their profiles, any discussions they have about school improvement are usually at an abstract level. Teams come away from the institute with the beginnings of a working process, but not

²⁷Taken from training materials for the 1990 summer institute, provided by the New Hampshire Alliance for Effective Schools.

necessarily with many concrete plans. The majority of participants felt that the inclusion of more substantive discussions would improve the institute's already considerable usefulness and value.

Profiles

Each SIP school receives a "profile of effectiveness" during the fall of its first year. This profile, written by an Alliance consultant, is based on survey and interview data collected at the school. Faculty, parents and administrators all rate their school's effectiveness according to criteria in each of the ten key areas for improvement identified by the SIP model.²⁸ The profile reports the findings in each of these areas.

Each profile covers the same areas for every school and each area is located along a continuum of effectiveness. A neutral document that presents findings with little analysis, the profile is meant to be used as a diagnostic tool so that teams can develop an improvement plan based on their interpretation of the findings. A document of this length and detail, employing such a thorough data collection mechanism, is one that few schools would be able to complete on their own. Some other jurisdictions have developed ways of creating profiles, but SIP profiles are among the most detailed we have seen.

²⁸The ten key areas for improvement are:

1. Mission and philosophy, goals, process and products;
2. Resources;
3. The school program;
4. Instructional practices;
5. Staff competencies, attitudes and relationships;
6. Leadership;
7. School and classroom climate;
8. Parent participation;
9. Community involvement and support; and
10. Program and student outcomes.

This extremely thorough document serves as both as a blessing and a curse for the SIP team. It is a gold mine of valuable information, more than the team could ever have gathered on its own. At the same time, the amount of data can also be overwhelming. Some teams looked at their profile and simply saw too many issues to deal with. Some team members were not sure the profile reflected the issues that were most crucial to their school. Others wished that some of the information had been digested for them more thoroughly. The profile's neutrality did allow team members to assess the findings from their own local perspective, thus guaranteeing local control and relevance. This freedom did not, however, guarantee that they would address the issues most associated with effective schools principles. As noted earlier, some areas of SIP activity are more related to improvement than others. In addition, some combinations and sequences of actions are more likely to yield effective schools than others.²⁹ Yet teams were given no such information, either through their facilitators, the profile itself, or instruction in how to organize or prioritize addressing the issues.

The result of providing schools with this extensive a profile is that several teams spent their entire first year examining and understanding it. This lengthy process led some members of the school community to wonder what was going on, and become suspicious of the process, or waiver in their support. The mining process could be shortened if the profile were more focused and more analytical. Also, prioritization within the profile might help teams to concentrate on issues that are most likely to improve student outcomes.

But the strong judgment of those we interviewed was that on balance the profiles were valuable and revealing. In our experience, they are a unique state contribution. Their usefulness can no doubt be refined based on this early experience.

²⁹For example, it makes little sense to attempt the implementation of a new reading program that requires small group instruction if one cannot reduce class size to accommodate this. One must address the issue of overcrowded classrooms first if the new reading program is to have any chance of success.

Facilitation

The Alliance provides each team with a facilitator for three years. S/he can be reimbursed for up to 11 days of facilitation during a school's first year in SIP, six days in the second and four days in the third. The facilitators view their major roles as helping the group develop into a team, keeping them on task, coaching the principal, and assisting the team in mining the profile and developing an action plan. They also assist the team in gaining access to technical assistance in specific content or process areas.

All SIP team members we interviewed praised facilitators for their role in getting the process going, emphasizing that they would not have been able to get SIP off the ground without their facilitators. They identified the role of the facilitator as helping keep the team on tasks, develop its ability to work together, and giving the perspective of an objective outsider. School culture traditionally encourages isolation and turf building, while discouraging collegiality and collaboration; facilitators were key in breaking down these long established patterns.

Despite the general praise for the facilitators in their process role, some respondents felt that the facilitator concentrated too much on group dynamics and team building. They expressed the need for more and earlier attention to educational issues and student outcomes. Another group of respondents believed that the facilitator remained too neutral; they wanted more direction or advice on whether they were making good choices as they mined the profile and developed their action plan. It seems probable that some of the team building could have been done through the accomplishment of specific SIP tasks. Instead, team members reported spending a lot of time working out their process, and only later got down to taking action on school improvement.

The facilitators themselves felt some of these same frustrations, but were aware of the fact that being more directive also has dangers. In a process that encourages shared

decision-making and local control, and engenders a sense of ownership, opinions or direction from an outsider can cause resentment, distrust and ultimately go "unheard" by a local team. At one school, when the facilitator did become more directive, the team members bristled. The facilitators play a vital role in the SIP implementation process. The issue of how much and what kind of guidance to provide a team (i.e. process and/or educational) to keep it on course is not easily resolved.

Resources

The Alliance provides SIP schools with a small amount of financial support through reimbursements rather than direct funds. This assistance covers some of the expenses teams incur. For example, up to \$4,000 for the first year, \$2,500 for the second year and \$1,500 for the third year is available to pay for teachers' overtime, substitutes who cover teachers' release time, or transportation and child care for parent and community SIP team members. School administrators are not eligible to receive any form of reimbursement or stipend.

The Alliance also covers the cost of creating the school's profile of effectiveness and pays for the facilitator and technical assistance time. Schools are entitled to technical assistance of up to two days during the first year, three days the second year and five days during the third year of their participation in SIP. Local school budgets have also matched state funds to supplement or continue SIP generated activities and the Alliance has provided local schools with "scholarships" so they could join the SIP network when local budgets could not cover these costs.³⁰

³⁰SIP schools pay a fee to participate in the SIP Program: \$5,000 for the first year, \$2,500 for the second and third years.

Conclusion

By providing initial training, creating a profile of effectiveness, providing a facilitator and making money available to SIP teams, state-level assistance (via the Alliance) is playing an important role in initiating school improvement, especially in the area of developing a process for working together. These activities have not, however, injected sufficient substantive assistance to help teams make knowledgeable, effective decisions about school improvement that are likely to lead to improved outcomes sooner rather than later. Alliance staff and facilitators are aware of these problems, and have been actively reviewing and revising the scope of SIP services. P/PV understands that schools that have more recently joined the SIP network may experience the state services somewhat differently.

IMPLEMENTATION AT THE LOCAL-LEVEL

Each school's SIP team is comprised of eight to fourteen members: teachers, local school board members, building administrators, district administrators, parents and, in the case of high schools, students. They are elected by or selected from their constituency group. Many also have a community representative although it is not required.

Close to one-half of the team members are teachers, many of whom join the team because they believe it could make real changes in their work lives. Often at least one teacher team member is also a union representative. In most cases, the principal serves as the building administrator representative and the superintendent or assistant superintendent serves as the district representative. Parent representatives tend to be those who are already actively involved in the school's PTO or other parent group.

During the first year of SIP, most teams concentrated on mining their profile. This was often done initially in intensive all-day meetings, and then reduced to a monthly

meeting lasting a few hours. The next major task was to develop an action plan. Following a review of the plan by the rest of the school staff, the teams generally created subcommittees that included team members as well as other representatives from the various constituency groups. These subcommittees met as often as once a week to begin the implementation of specific aspects of the action plan.

Team Process

In general, team members describe their work with a sense of accomplishment and pride. They view themselves as leaders in the school and feel that their work on the SIP team has led to important activities and changes. (Actual activities and changes will be discussed in more detail below.) Many team members expressed surprise that the team had been able to work constructively together, share decision-making power and build consensus despite everyone's lack of experience with this mode of operation.

However, it was not always a smooth process. In almost every case, a building or district administrator at some point slipped into his/her more accustomed role of authoritarian decision-maker. Also, it was not always clear which areas of decision-making were off limits to the team, (e.g., issues that are districtwide). In spite of these problems, team members reported that their teams typically worked well.

Because shared decision-making was such an important part of the process for the SIP team, it is worthwhile examining some of the implementation issues that arose. On the positive side, many teachers told us that for the first time in their professional lives they felt that their expertise and opinions counted in making educational change decisions. Some noted that this gave them a renewed sense of self-respect and a more professional attitude toward their work. A few teachers even felt that their involvement on the SIP team had revived their interest in teaching just when they were considering leaving the field. Research indicates that teachers have been systematically infantilized.

de-professionalized and not viewed as experts in their field; SIP was a welcome approach to almost all teachers we interviewed.

Shared decision-making also raised some difficult questions about leadership. Some teachers perceived that shared decision-making made for weak leadership on the part of the principal. School culture, tradition and training often reinforce the principal's role as an autocratic leader. S/he frequently acts without input from his/her staff and with little regard for their professional opinion. As a principal moves into a less autocratic way of operating, s/he needs to be able to balance the demands of being a strong leader and sharing power. This takes a great deal of skill. At times the facilitator assisted the principal in walking this fine line.

Shared decision-making is also complicated by the fact that not all decisions that affect a school can (or perhaps should) be made in this way, especially those which normally are made at the district level. This is especially true in SIP schools that are in districts in which only they or maybe one other school is involved in SIP. For example, a team may decide it is dissatisfied with assessment in the school and wants to change report cards or the way in which teachers are evaluated. These are district issues and likely to be "off limits" to any one school's SIP team. Although raising these issues may be valuable, these kinds of boundaries need to be clarified very early in the process--before action plans are developed.

As the teams worked together to develop school improvement plans, they encountered other issues and questions that are worth examining briefly.

Relations with Colleagues. Teams struggled with what their roles could and should be within the larger context of the school. Many team members suffered some resentment from non-team colleagues who viewed them as an elite group vested with broad decision-making and management powers. Team members recognized that some non-team teachers were worried about change, would not agree with some of these

changes or would feel resentful simply because they felt left out of the process. They also knew that they needed all the support they could garner in order to get non-team members to "buy in" to team plans, activities and, ultimately, school change.

Grappling with this issue has generated much discussion but relatively little action. Teams have debated increasing the members on the team membership or making their work more public, and eliminating the mystique about what they were doing. For several teams this communication issue was difficult to operationalize in the first year because there was little to report except mining of the profile. Our sense is that this is a critical issue which needs direction if SIP is to endure beyond state assistance.

Long-term Role. Now that the teams are in their third year of operation, two of the schools visited are spending a great deal of time discussing what the role of the team should be over time. The search is for a way to institutionalize a school improvement process through continued and increased involvement of the stakeholders. The teams that are doing this long-range planning seem to be guaranteeing that SIP will continue after the three years of formal assistance ends. Again, this seems too important an issue to leave entirely to local team discretion.

Turnover of School Administrators. Although not experienced by the five schools visited, a concern voiced by Alliance staff and facilitators was the turnover of school administrators. If a new principal or district administrator comes to a school without SIP buy-in, s/he can weaken the SIP process. We were told this had occurred in some schools, and that the SIP process needs stronger district support to ensure that new administrators see making SIP work as part of their jobs.

The main challenges facing the SIP teams are to develop ways of involving more of the stakeholders on a regular basis; integrating both processes and products of school improvement into school structure; reviewing and assessing their role, activities and

outcomes; and working within constraints outside of their control such as budget cuts and district rules and authority.

Team Products

1. The Action Plans. As part of the study, action plans from the five sample schools were reviewed. As we expected, there was a great deal of variation in the content, direction, specificity and goals of the action plans both within and across schools. Some were well thought out; others did not provide a solid basis for implementation, or for knowing if the planning objective was met. The SIP model, focusing as it does on local control, did not provide schools with state guidelines or feedback regarding the plans. Local teams are encouraged but not required to update their plans over time. Nor are they required to assess their success in accomplishing planned activities. According to staff interviews, four of the five schools we visited did revise their plans after the first year.

Though we understand the need for strong local control of the planning process, it is our experience that some form of oversight and feedback does improve and focus a local planning process--especially when the process is being carried out by people who are admittedly new to making and implementing such critical decisions. Since state support and assistance does last for up to three years, there is opportunity to inject some more direction and review into the SIP process.

2. School Activities. The main source of data regarding SIP school activities is not what we actually saw, but what team members reported that they had accomplished. The majority believed that SIP was responsible for implementing concrete changes in their schools. In some cases, SIP pushed team members to envision changes never before considered. In other cases, it created a platform for change that some members of the school community had long envisioned. Many of those interviewed also

felt that SIP complimented other initiatives in the school, none of which could have accomplished as much had it stood alone.

The activities team members described as having actually changed and improved their schools seemed to cluster in three general areas: curriculum and instruction, communication, and building/resources/physical environment.

Changes in curriculum and instruction included:

- A study of grade weighting and the development of a new policy;
- A new policy on ability grouping;
- The design of a new report card;
- Development of a new retention policy;
- The beginning stages of designing and implementing portfolio assessment;
- Staff development, conference attendance and development of new math curriculum; and
- Efforts to make learning more cooperative, more integrated across disciplines and more learner centered.

Changes in communication involved:

- Developing, printing and circulating (to staff, students and parents) discipline codes;
- Developing, printing and circulating (to staff, students and parents) a homework policy;
- Writing down, often for the first time, curriculum;
- Meeting with teachers from schools across a district to discuss continuity from grade to grade and school to school;
- Producing school columns for the local newspaper;
- Producing a school brochure that states school mission and programs;

- Producing regular school reports for parents and other community members;
- Surveying parents on their attitudes toward the school; and
- More formal and informal opportunities for teachers to discuss with each other students, school policy, educational issues and professional development.

Changes in the building/resources/physical environment category include:

- Dealing with overcrowding by bringing relevant school staff together to select appropriate portable classrooms;
- Keeping the school cleaner and the students drier by laying gravel in the playground;
- Getting extra phones put in for teachers to talk with parents in private; and
- Installing a needed bathroom, putting in hot water and adding locks to bathroom stalls.

In considering the relationship of these SIP activities to student outcomes, it is necessary to take into account the pre-existing conditions in a particular school, educationally, physically and in terms of school climate. For example, if the school experiences tension between teachers and administrators, or teachers and students, more time may need to be spent on communication. A school in need of serious capital improvements and/or lacking crucial resources may find it very hard to focus on educational issues before dealing with some of the physical realities.

Generally, we were impressed with the activities that most of the schools had undertaken and with their attempt to balance those activities among the various kinds of issues noted in the profiles. We were also impressed with their attempts to mount more ambitious projects--especially given the very limited resources the schools have to work with. However, we were concerned with the slow pace of activities in several of the schools, and suspect that more substantive assistance and more active oversight would help speed both planning and implementation.

Elementary schools have newly created student councils. The high schools have included students on the SIP team, and one school board has recently approved slots for students on the board. Students in this school have also been asked by the board for input on ways for dealing with budget cuts. In all cases, SIP team teachers reported that they are giving students more responsibility for input into school and classroom decisions. These developments may represent important sources of school improvement, especially in those schools where resources for substantial changes are simply not available.

Overall our review of implementation led us to the conclusion that SIP has put in place an important and workable mechanism for school change and improvement. Even after three years of work, SIP is still viewed mostly with enthusiasm, and a sense that important things are getting done that would not be dealt with otherwise.

IV. INDICATIONS OF SIP EFFECTIVENESS

The third research question addressed by this report is: "What does the evidence available so far indicate about the program's effectiveness?"

The main indicators of effectiveness sought in our study were affective measures of parent and school staff perceptions of the schools and the extent to which they have changed over the past three years. While it would also have been desirable to obtain more objective measures of improvement, such as student-level outcome results, several factors prevented this. First, the study's short timeframe for data collection and analysis precluded the administration and analysis of standardized achievement tests. And, although schools provided us with their own standardized achievement test results, various technical difficulties with the data prevented desired within-school and across-schools analyses from being carried out.³¹ *

Second, time did not permit gathering the student record data necessary for analyses of attendance rates, graduation rates, suspension rates or similar student outcomes. While several of the schools provided us with their own calculations of these outcomes, lack of data for the past three years and lack of comparable data from all five schools made it impossible to carry out analyses that would produce useful results.

*³¹These technical difficulties included the following: (1) standardized achievement test score data could not be obtained for comparable grade levels since three of the five schools were elementary schools while two were high schools; (2) different schools provided outcome data for different school years and none provided data for the past four years (i.e., from the time prior to the inception of the school improvement effort) and thus no analyses of change over time could be carried out; (3) one school provided no student achievement data at all, and only two of the five provided data on attendance rates, retention rates, detention rates and graduation rates. In short, there was no common data set across the five schools that would permit comparison of student-level outcomes, nor was there a data set for any of the schools that would permit an analysis of changes over time in student-level outcomes.

Third, and most important, all of the research to date on school restructuring indicates that one should not expect to see significant improvement in student-level outcomes from a schoolwide restructuring effort after less than three years. Restructuring efforts typically focus first on contextual variables such as school climate, parent involvement and facilities, only tackling issues of curricular content and teaching methods--the things that will most directly affect student achievement--later.³² This is in fact the pattern that we found in the visited schools, as noted in the previous section.

PERCEIVED IMPROVEMENT OVER THE PAST THREE YEARS

The teachers and other instructional staff members of each school were asked to rate the degree to which their school has changed (either improved or worsened) as a learning environment for students over the past three years, i.e., since beginning participation in the School Improvement Program.³³ As the results in Table 1 show, the majority of staff at each of the schools feels there has been improvement to a greater or lesser extent. Most notably, all of the staff at Allen and Cutler elementary schools shared this view, while a percentage of the staffs at the other three schools felt there had either been no improvement (16% at Haverhill, 20% at Pelham, and 11% at Woodsville) or that things had become worse (23% at Haverhill, 10% at Pelham, and 5% at Woodsville) over the past three years.

Members of each school's SIP team were asked to rate the extent to which they felt the school has changed as a learning environment for students over the past three

³²The American Federation of Teachers, for example, has recommended a period of five years, preferably 10 years, for a restructuring effort to be planned, implemented and finally evaluated (Lewis, A., 1989, Restructuring America's Schools, Arlington: AASA Publications).

³³The results presented here derive from the analysis of a survey administered to all teachers and all other instructional staff members (aides, volunteers, resource teachers) at the visited schools.

Table 1
**STAFF PERCEPTION OF THE DEGREE TO WHICH
 THE SCHOOL HAS CHANGED OVER THE PAST THREE YEARS
 AS A LEARNING ENVIRONMENT FOR STUDENTS**

	Allen (N=16)	Cutler (N=21)	Haverhill (N=30)	Pelham (N=40)	Woodsville (N=14)
Greatly improved	44%	29%	4%	13%	26%
Somewhat improved	56	71	57	58	58
No change	0	0	16	20	11
Somewhat worse	0	0	16	10	5
Much worse	0	0	7	0	0

years.³⁴ The majority (70% overall) felt that the schools have improved somewhat and another significant percent (24% overall) felt the schools have improved greatly (see Table 2).

³⁴We attempted to interview all members of each school's SIP team. However, because of work schedules, illnesses and similar reasons, we were not able to interview everyone. Response rates for the SIP team interviews at each school were as follows: Allen E.S. 91% (10 out of 11), Cutler E.S. 83% (10 out of 12), Haverhill C.E.S. 63% (5 out of 8), Pelham H.S. 100% (13 out of 13), Woodsville H.S. 67% (8 out of 12).

Table 2
 SIP TEAM'S PERCEPTION OF HOW MUCH THE SCHOOL HAS
 CHANGED OVER THE PAST THREE YEARS
 AS A LEARNING ENVIRONMENT FOR STUDENTS

	Allen (N=10)	Cutler (N=10)	Haverhill (N=5)	Pelham (N=13)	Woodsville (N=8)
Greatly improved	10%	50%	40%	8%	25%
Somewhat improved	90	50	40	85	63
No change	0	0	0	0	0
Somewhat worse	0	0	0	7	12
Much worse	0	0	20	0	0

Parents were also asked whether they felt the school was doing a better job of educating children now than it was three years ago.³⁵ As the results in Table 3 show, the majority of parents of students at the visited schools who responded believe that the schools are better now than they were three years ago.

³⁵Questionnaires for parents were sent home with all students at each visited school, with directions for the parents to complete the form and return it to P/PV in an attached self-addressed, stamped envelope. Response rates for parents by school were as follows: Allen E.S. 28% (124 out of an estimated 440 parents), Cutler E.S. 32% (105 out of approximately 330 parents), Haverhill C.E.S. 26% (123 out of approximately 480 parents), Pelham H.S. 23% (112 out of approximately 490 parents), Woodsville H.S. 14% (47 out of approximately 330 parents).

Table 3
 PARENT RATINGS OF IMPROVEMENT IN THE
 QUALITY OF EDUCATION TODAY
 COMPARED TO THREE YEARS AGO

		Better	No Change
Allen E.S.	(N=93)	73%	27%
Cutler E.S.	(N=83)	82	18
Haverhill C.E.S.	(N=104)	51	49
Pelham H.S.	(N=99)	70	30
Woodsville H.S.	(N=40)	53	47

Focusing on improvements in student learning, teachers and other instructional staff members were asked to rate the extent to which student achievement has improved over the past three years (Table 4). The majority of staff at Allen (62%), Cutler (68%) and Pelham (68%), as well as a particularly high percentage of staff at Woodsville (95%), felt that student achievement has improved somewhat or greatly. At Haverhill, however, only 33% of the staff felt there had been improvement. When the members of the SIP team were asked the same question, the majority (57% overall) felt there had been some improvement, although a significant percentage (20% overall, and 60% at Haverhill C.E.S.) felt there had been no change (see Table 5).

Table 4
STAFF PERCEPTION OF THE DEGREE TO WHICH STUDENT
ACHIEVEMENT HAS CHANGED OVER THE PAST THREE YEARS

	Allen (N=16)	Cutler (N=19)	Haverhill (N=27)	Pelham (N=37)	Woodsville (N=29)
Greatly improved	24%	0%	0%	3%	21%
Somewhat improved	38	68	33	65	74
No change	38	32	48	24	5
Somewhat worse	0	0	19	8	0
Much worse	0	0	0	0	0

Table 5
SIP TEAM'S PERCEPTION OF THE DEGREE TO WHICH STUDENT
ACHIEVEMENT HAS CHANGED OVER THE PAST THREE YEARS

	Allen (N=6)	Cutler (N=7)	Haverhill (N=5)	Pelham (N=13)	Woodsville (N=8)
Greatly improved	33%	14%	0%	0%	13%
Somewhat improved	50	57	40	85	75
No change	17	29	60	15	13
Somewhat worse	0	0	0	0	0
Much worse	0	0	0	0	0

To summarize, the overwhelming majority of instructional staff members, SIP team members and parents surveyed believe not only that change has occurred at their schools during the time they have participated in SIP, but that these changes have

resulted in school improvement. This is important since the continuation of the school improvement process after the conclusion of state funding and assistance depends crucially on local perceptions that the program has had results. Furthermore, it is important that the majority of those most directly involved with educating students--the instructional staff as well as the SIP team members--at all of the schools except Haverhill feel that student achievement has also improved during this time period. Even lacking more objective measures of student achievement, the fact that teachers and other instructional staff believe students are achieving better in school now than three years ago is a significant indication that SIP is having a positive impact.

OVERALL QUALITY OF THE SCHOOLS

Finally, parents were asked to rate how good a job of educating their children the school is doing. The results, given in Table 6, show that the majority of parents (from 66% at Woodsville H.S. to 91% at Cutler E.S.) feel the schools are doing a good to excellent job. No one at Woodsville or Cutler, and very few (8% or less) at the other three schools felt the schools were doing a poor or terrible job. Given what parents reported about their perceptions of school change over the past three years (Table 3), we must conclude that the changes in the schools that have resulted from their participation in SIP are at least partially responsible for the good ratings the schools are receiving from parents.

Table 6
**PARENT RATINGS OF HOW GOOD AN EDUCATION
 THE SCHOOL IS PROVIDING FOR THEIR CHILD**

	Allen (N = 124)	Cutler (N = 105)	Haverhill (N = 123)	Pelham (N = 112)	Woodsville (N = 47)
Excellent	32%	24%	20%	13%	13%
Good	51	67	54	58	53
Fair	13	10	19	27	34
Poor	4	0	6	2	0
Terrible	0	0	2	0	0

Perceptions of improved educational outcomes are no substitute for those outcomes, nor do they guarantee better outcomes. Nevertheless, we would expect such perceptions to precede the observable outcomes; that is why they are positive indicators. Institutionalizing the SIP process after state funding has ended is, in our judgment, a critical factor in helping ensure that these positive perceptions in fact lead to positive outcomes.

V. CONCLUSIONS AND RECOMMENDATIONS

Our overall conclusion is that SIP is a well-grounded, thoughtful approach to initiating a local school improvement process. The best available research evidence supports the principles underlying SIP. The perceptions of SIP team members, teachers and parents regarding their schools are early positive indicators that the SIP process is working.

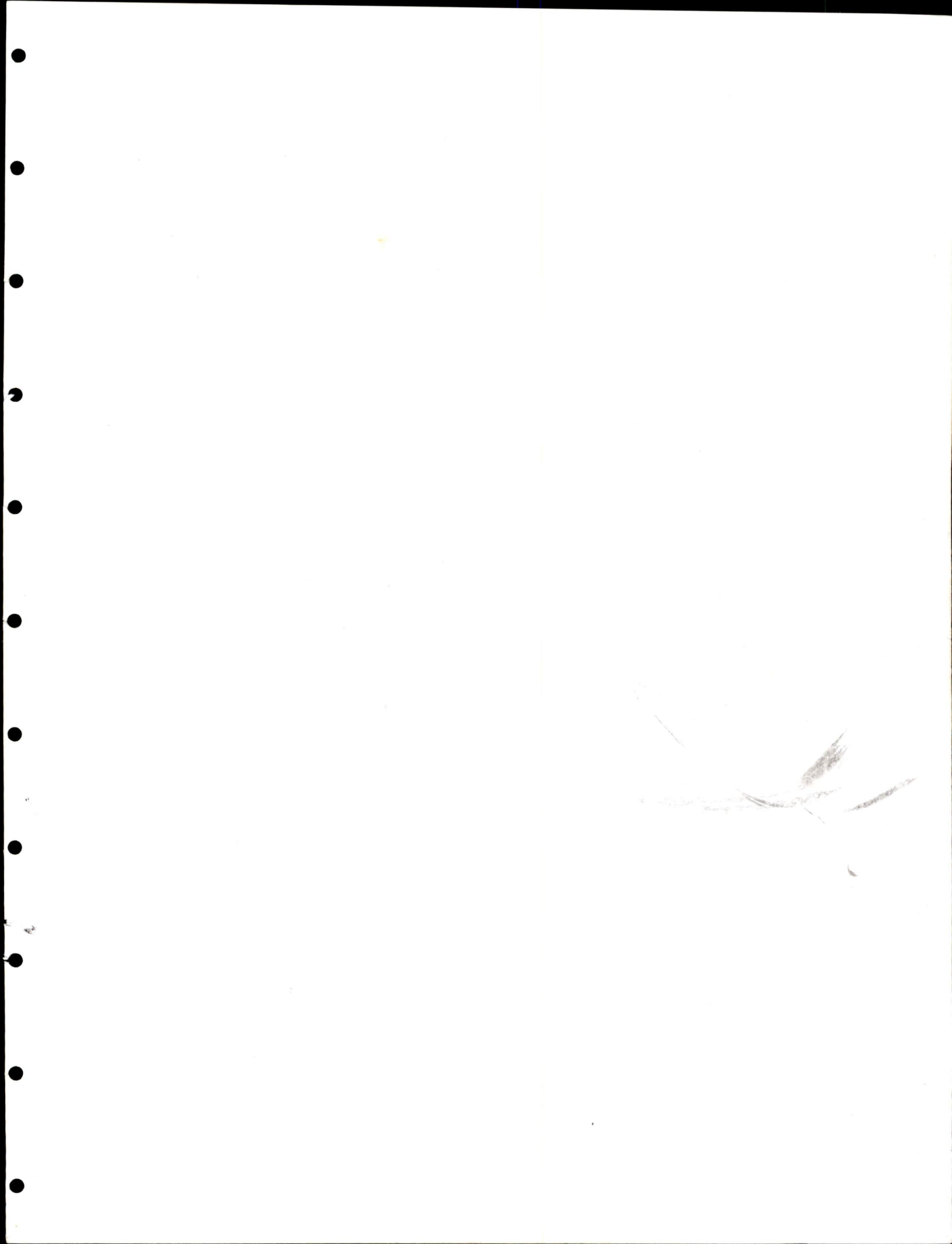
We feel confident that in some schools SIP will generate activities that will lead to improved educational outcomes for students. We are less sanguine that SIP as currently implemented will lead to systemwide improvements in school and student performance outcomes. This concern arises primarily because SIP's strengths are its basic design and its utility as an instigator of a local decision-making process. SIP does not, however, have the capacity to provide much substantive direction, assistance, oversight or incentives.

This weakness in implementation oversight is to a great degree inevitable in a state that provides such a small share of total school funding, and thus has little leverage over local decisions and activities. However, even modest improvements in this area would in our judgment increase significantly the likelihood of more uniform and widescale improvements from SIP--especially since SIP's early returns are positive. Thus we recommend consideration of the following modifications:

- Reduce the list of allowable SIP activities to accord even more closely with the Effective Schools Research. Let accreditation issues be handled separately.
- Encourage teams to initiate some SIP activities that relate directly to classroom teaching methods or substantive content from the very beginning.

- Condition SIP second- and third-year renewal grants on local self-assessment of activities, generation of credible school and student performance data, and plans that exhibit an increase in school staff and parental involvement, and an increase in substantive activities.
- Provide more substantive assistance through the facilitators.
- Develop a format for public reporting on yearly activities and student performance at all sites. Even though student performance cannot be expected to change immediately, public reporting of data from the beginning will help ensure that the SIP process and activities are always aimed at producing hard outcomes.
- Consider extending state assistance beyond three years to those schools showing real progress, but which do not have sufficient local resources to support both process and substantive activities beyond three years.

SIP in our judgment is an outstanding example of what a state can do to initiate a thoughtful, concrete school improvement process. We have seen few other efforts that are so well-grounded. Developing a system of assistance, oversight and incentives that can help the SIP process most efficiently and uniformly achieve substantive educational outcomes is the next major challenge.



REPORT TO THE BUSINESS & INDUSTRY ASSOCIATION

on the

NEW HAMPSHIRE SCHOOL IMPROVEMENT PROGRAM

May 7, 1991

TASK FORCE

KIMON ZACHOS, Chair
Partner, Sheehan, Phinney, Bass & Green

CHARLES CLOUGH
President, Nashua Corporation

KENNETT R. KENDALL, JR.
President, Corroon & Black/Kendall Insurance

DOUGLAS J. PEARSON
President, NSS Corp.

RONA ZLOKOWER
Community & Government Relations Manager, Northern New England
Digital Equipment Corporation

This Task Force was charged by the Business & Industry Association to evaluate the New Hampshire School Improvement Program. Our report follows.

SUMMARY

We find the New Hampshire School Improvement Program (SIP) to be an extremely well designed, carefully implemented effort to improve New Hampshire schools. New Hampshire can take great pride in this Program which is gaining recognition as among the best efforts in the country to improve public education.

Though it is too early to expect measurable changes in student output, the program's operation is very promising. It should produce measurable, significant changes in student output over the next few years.

The Program provides a critical element of what is called for in the Governor's Task Force on Education: "allow local school districts to develop and implement their own plans to achieve these statewide outcomes, expectations and norms, recognizing the professionalism of teachers and the unique role they must play in educational reform." At great effort and with remarkable skill over the past three years, the key parties in New Hampshire public education -- teachers, administrators, parents, students, state officials, businesses -- have joined in an agenda of unusually high quality.

This ambitious program seeks to change entire schools. The members of this task force have led similar efforts to improve our own businesses. All of our business expertise tells us that the active support of the work force must be engaged if you are to improve performance. Such efforts take time.

The Task Force is unanimous in its belief that the SIP's capacity to secure change in each school -- indeed in each classroom -- is central to improving New Hampshire's public schools. If SIP was not in place, New Hampshire would have to invent something just like it to support change at the individual school level.

New Hampshire has made an important investment in SIP. It is well designed and well run. First results are promising. The program gives promise of providing the capacity to improve all schools.

At issue is whether New Hampshire has the staying power and tenacity to back this program. The Task Force urges that the SIP be sustained and that, simultaneously work begin to establish benchmarks by which performance in all schools, including the SIP schools, can be tracked and evaluated.

HOW WAS THE EVALUATION CARRIED OUT?

The Task Force's findings are based on the evaluation of SIP carried out by a national evaluation firm, Public/Private Ventures (P/PV), on our meeting with the SIP Team at Parker-Varney Elementary School in Manchester, and discussion among the Task Force and with the evaluators.

The P/PV evaluation was based on their review of out-of-state, comparable school improvement efforts in nine other states, four cities/counties; review of the SIP literature; internal analyses; school data; and fifteen person days in the field interviewing staff, parents, key state leadership, and other constituent groups connected with five SIP schools.

P/PV was given three questions:

1. Is the School Improvement Program well designed?
2. Is the School Improvement Program well implemented?
3. What are the results thus far?

IS THE SCHOOL IMPROVEMENT PROGRAM WELL DESIGNED?

The national evaluators found that the SIP conforms as well as, or better than, any other program they have seen in the country, to the principles of Effective Schools Research.

Effective Schools Research is the substantial body of research distilled over twenty years from schools of all types from widely different communities across the country. This research identifies the factors that distinguish good schools.

P/PV compared SIP's design to other leading school improvement programs in the country, programs that are under way in nine states -- California, Indian, Louisiana, Maine, Nevada, North Carolina, South Carolina, Vermont and West Virginia -- and three cities/counties -- Chicago, Illinois; Dade County, Florida; and Rochester, New York.

The Task Force was impressed by the degree to which the SIP design reflected the "New Hampshire Model" -- everybody has to play; community-based rather than top-down; a public private partnership; while being cost efficient.

IS THE SCHOOL IMPROVEMENT PROGRAM WELL IMPLEMENTED?

The evaluators found that "New Hampshire has initiated and provided cost-efficient state assistance for a local decision-making process that largely adheres to the lessons and experiences of other jurisdictions."

In assessing the implementation, Task Force members drew heavily on the considerable professional experience of several of its members with team building collaborative efforts in their own businesses that paralleled the SIP approach. The results achieved by SIP in building this collaborative process are extremely good. Such an effort can take years to build. This effort seems to be working well, bringing together in a constructive fashion in each SIP school and on the Alliance, groups that often are contentious and adversarial. This working process is a fundamental building block to improving public education performance.

The amount invested per school was reasonable, and if anything, this investment was quite low compared to the investments made elsewhere in the country on model school improvement efforts. The Task Force thinks the investment will prove to have been very highly leveraged.

The Task Force was impressed by the evaluator's reports on the number of school professionals who, in their evaluation interviews, volunteered that the implementation of the SIP had given them new life, new energy. Several teachers said that SIP had caused them to reverse plans to leave public education.

The evaluators identified specific points at which the implementation can be improved, such as by not including accreditation concerns in the criteria, and by introducing pedagogical and curriculum issues earlier in the program. The Task Force believes that these points can -- and should -- be corrected; and that their correction will further strengthen SIP.

WHAT ARE THE RESULTS THUS FAR?

The principal findings are that a substantial majority of the participants, both staff and parents, know about SIP, believe that their schools are improving, and remain committed and enthusiastic about the program.

While not a substitute for improved educational outcomes, these are initial indicators of progress toward improved student performance. We would expect to see indicators of educational improvement over the next several years.

The Task Force spent considerable time in discussion of the limited outcome data. Three conclusions emerged:

First, it is too early to expect substantial outcome data, when even those schools furthest along had been in the Program for less than three years.

Second, the ability of large public school systems to collect and assess data is uneven, a feature that the evaluators have encountered everywhere in the country.

Finally, SIP should more tightly focus and quantify its objectives and improve its capacity to set benchmarks and track the performance of individual schools.

State and local capacity to set benchmarks and quantifiable goals, and to assess performance should be strengthened, which will enhance the likely success of SIP. The New Hampshire business community has indicated strong willingness to help in the development of management informations systems, as their counterparts have in Cleveland, Boston and elsewhere in the country. The Task Force hopes that the state will help build the capacity to provide such benchmarks and management systems, which will strengthen the SIP and New Hampshire's entire public education system.

CAN NEW HAMPSHIRE AFFORD THE COST OF THIS INVESTMENT?

In difficult budget times, it is not a sufficient argument that SIP should be supported because this is a good program. There are may good programs. SIP, however, meets a far higher and more stringent test.

SIP offers great leverage. It has the capacity to improve the effectiveness of entire schools. The \$10,000 invested in training a school management team can mobilize and improve the performance of the entire school staff. Improving the effectiveness of the \$1.5 to \$2 million payroll of a school with a \$10,000 investment are numbers that we understand and can support.

Not every school will enter SIP at the same time. Experience may even build the capacity to extend the program to larger numbers of schools at a somewhat lower cost per school. But if this investment realizes the impact that we anticipate on improving the quality of education in our schools, New Hampshire cannot afford not to make this investment.



Rex D. Adams
Chairman
of the Board

Michael A. Bailin
President

Gary Walker
Executive
Vice President

Board of Directors

Rex D. Adams
Michael A. Bailin
Judy Barker
Angela Glover Blackwell
Roy J. Bostock
Alan K. Campbell
Hillary Rodham Clinton
Aionzo A. Crim
Linda Darling-Hammond
Alice F. Emerson
Sandra Feldman
Harold Howe II
Siobhan Oppenheimer-
Nicolau
Marion Pines
John W. Porter
Mitchell Sviridoff

Research Advisory
Committee

Frank Furstenberg
Robinson Hollister
Henry Levin
Frank Levy
Anita Summers
Marta Tienda

May 6, 1991

Kimon S. Zachos, Esq.
Chairman, BIA Task Force
Sheehan, Phinney, Bass & Green
1000 Elm Street, 17th Floor
Manchester, New Hampshire 03105

Dear Kimon:

Enclosed is our report on New Hampshire's School Improvement Program (SIP). As you know, restraints of time, resources and availability of information did not allow us to examine "hard" outcomes--and it is probably too early to expect much in that area at any rate. But we were able to examine the validity of the design, the faithfulness of its execution, and perceptions of its potential and present progress.

On all these counts, we found a basically good and promising process operating in the schools we examined. Indeed, if SIP did not now exist in New Hampshire, it probably would have to be invented to move the school improvement process forward. And if it were to be abandoned, I think you would find that it would have to reinvented before the process got much further down the road.

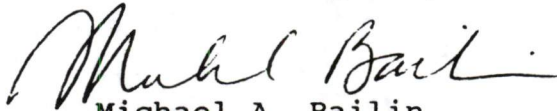
In other words, New Hampshire, in comparison with other communities whose school improvement efforts we have studied, is way ahead of the game. Whatever reforms might be recommended at higher levels, implementation must take place in the schools. And SIP provides a sturdy vehicle for that implementation.

Our major recommendation for improving SIP is in the area of standards and assessment: the program should move more aggressively beyond process and into specifying outcomes from the effective schools principles that can be measured and monitored. SIP schools should then be required to make progress toward those agreed upon standards. The wedding of SIP and an ongoing assessment process is required to accomplish this, and is the logical next step.

We very much enjoyed doing the study. We think you have the fundamentals of a very sound program--in a field more notable for its rhetoric and catchy phrases--and hope you are able to sustain and build upon it.

Please let me know if you have any questions about the report or would like any further information about its development.

With best regards,

A handwritten signature in cursive script, appearing to read "Michael A. Bailin".

Michael A. Bailin
President

MAB/nlj

cc: Distribution list

nlj18-22.ltr

**REPORT ON THE NEW HAMPSHIRE
SCHOOL IMPROVEMENT PROGRAM**

**Public/Private Ventures
399 Market Street
Philadelphia, PA 19106**

April 1991

EXECUTIVE SUMMARY

New Hampshire's School Improvement Program (SIP) began operations in 1988. SIP is a state-level initiative aimed at improving school performance based on decisions made by teams of local parents, teachers, administrators and school board members. The SIP assists in the local decision-making process by providing team-building training, a team facilitator, modest resources, and a school profile and other materials that are designed to assist the local teams in making decisions that will in fact improve educational performance. SIP now operates in more than 30 of the state's 430 schools.

SIP has been instituted during a period when the need for improved educational skills among our youth is the most urgent and widely discussed social issue in the nation. Numerous initiatives to prompt such improvement are currently being undertaken in states and localities all over the country; various theories on how to achieve that change are proposed and debated--almost daily, it seems--by our political, business, educational and civic leaders; outstanding schools, teachers and principals are held up in the media as examples of what can be achieved--if only those schools and individuals could be widely copied.

This creative ferment has to date produced no credible evidence that there are conclusive answers to the question of how to achieve wide-scale improvement. In fact--as has often been the case in our country's history of confronting serious social problems--the evidence and experience being accumulated seem to indicate that there will not be one quick, simple answer. Rather, the evidence and experience point to solutions that involve changes in the ways entire school systems operate (state, district, local); that require involvement from sectors of the community outside of the school system (parents, employers, community institutions); and that require a set of expectations, incentives, educational techniques and decision-making processes different from those that typify most of our school systems today.

In short, it is evident that substantial changes are called for. But the initial practical issue is whether we have a good sense of what such changes should aim for: What does an effective school look like? How does it behave?

There is a body of research evidence that addresses this issue: Effective Schools Research. That body of research provides a picture of what effective schools look like and how they behave compared to ineffective schools. It is the most authoritative evidence available on what characterizes effective schools across a wide variety of jurisdictions and circumstances. It receives few headlines because it has few catchy phrases, and offers no promise of quick attainment.

The first finding from our study is that New Hampshire has effectively and to a high degree of faithfulness used this body of Effective Schools Research to guide the design of its School Improvement Program. The profiles of each school created for use in the School Improvement Program are based on the lessons learned from the Effective Schools Research, and the activities listed under SIP that participating schools can choose from are largely based on that research. Our only criticism of the SIP model and activities is that they occasionally draw on other sources for approved activities--such as state accreditation requirements--and to that extent overlap with other state processes, and deviate from the sound base of research on which SIP is otherwise based. But this flaw is minor and easily correctable.

A second, perhaps tougher, issue is how a school system can achieve effective schools across its entire jurisdiction. Again, there are no cookbook answers, and no one source of experience and evidence on which to draw. But what evidence and experience there is points to the need for a local process that involves school employees and parents in the change decisions that are made, and invests them with authority and accountability for those change decisions. Experience also points to the need for systemwide mechanisms--usually at the state level--to prompt, assist and push the local process, and to hold it accountable for real change, and actual improvement in educational outcomes.

Our second finding is that New Hampshire has initiated and provided cost-efficient state assistance for a local decision-making process that largely adheres to the lessons and experience of other jurisdictions. The major shortcomings of SIP's implementation strategy are its lack of clear performance expectations, and a timetable for achieving them; its lack of a system for reviewing those goals and progress toward achieving them; and lack of incentives or other consequences for actual achievement. Thus, SIP's implementation strategy takes good account of the need for a local improvement process, and the need for state impetus and assistance to get that process moving. But there are no mechanisms in place to ensure that the local process develops goals and a timetable that are consistent with effective schools indicators; is accountable for moving in a timely manner toward those goals; and has the knowledge and assistance necessary to make substantive educational changes.

Given the modest level of state financial contribution to education in New Hampshire, we were not surprised that ongoing SIP involvement in monitoring, goal-setting, incentives, penalties and substantive assistance for the SIP program were the major shortcomings in the implementation strategy. We found that most of those we interviewed were aware of these shortcomings and wanted to remedy them. Our judgment is that resolution of these shortcomings would significantly improve the SIP program's probability of achieving systemwide improvement in school outcomes--a significant contrast to the more scattered, less informed improvement that is likely under the current strategy.

The ultimate outcome for any school improvement initiative is a higher number of demonstrably better-educated youth. Given that SIP is only three years old, and has only recently begun to generate actual activities in local schools, we would not expect to find significant improvement in educational outcomes at this time. In addition, the timing of standardized tests and available data would not allow for such a study now.

However, we would expect to find--if the SIP process is proceeding satisfactorily--that both parents and teachers think that the schools are improving; that parents are to a high degree aware of and involved in the school improvement process; that most SIP participants believe they are seeing improvements in student achievement and behaviors; and that few schools or school employees have dropped out of the SIP process.

Our third finding is that a substantial majority of parents, and those involved in SIP, believe that the schools are improving; that a substantial majority of parents know about SIP and are satisfied with the schools; and that the vast majority of SIP participants at the local level have remained in SIP, are enthusiastic about it, and believe their schools and students are improving.

These findings are not a substitute for improved educational outcomes, but are initial indicators of progress toward those outcomes. We would expect to see conventional and systemwide indicators of educational improvement from SIP after about five years of implementation, assuming that the implementation shortcomings we noted earlier are resolved. Without that resolution, we would still expect to see improved outcomes at the five-year point, but they would likely be less widespread and less impressive.

The bottom-line question we confronted in undertaking this brief study was: is SIP worth continuing and expanding? Obviously, we cannot judge SIP in the context of other competing claims for New Hampshire dollars, nor can we set or judge the priority New Hampshire puts on educational improvement among social issues.

In our judgment and experience, however, SIP provides a soundly conceived, cost-efficient vehicle for school improvement, and represents one of the most thoughtful and grounded systemic initiatives we have studied. Reports on its early experience are positive; the improvements we recommend are important, but do build off what is already in place, and are consistent with what we heard is possible from all those we interviewed. In short, if the State of New Hampshire continues to be interested in

playing a leadership role in the difficult work of school improvement, while maintaining a modest financial contribution, the SIP model represents an excellent choice.

I. INTRODUCTION

Over the past three years, the State of New Hampshire has implemented an ambitious initiative to improve the effectiveness of the state's public schools in enabling students to succeed. This initiative--the New Hampshire School Improvement Program (SIP)--was launched in 1988 by the New Hampshire Alliance for Effective Schools.¹ Although member organizations often differ with one another over school policy, the Alliance based its design of SIP on the following fundamental notions:

1. It is in the best interest of everyone to work cooperatively for school improvement.
2. There is a convincing body of research describing the characteristics of effective schools.
3. More is known about educational effectiveness than is currently being applied in the schools.

¹The New Hampshire Alliance for Effective Schools, a private non-profit organization which receives 70 percent of its funding from the State of New Hampshire, is a coalition of organizations having a special interest and involvement with the schools. Founding member organizations are: the National Education Association of New Hampshire, the New Hampshire Association of School Principals, the New Hampshire Association of Student Councils, the Business and Industry Association of New Hampshire, the New Hampshire Congress of Parents and Teachers, the New Hampshire Council of Business-Industry Leaders for Education, the New Hampshire Council for Vocational-Technical Education, the New Hampshire Federation of Teachers, the New Hampshire Governor's Office, the New Hampshire School Administrators Association, the New Hampshire LEAD Center, the New Hampshire School Boards Association, the New Hampshire School Volunteer Program, the New Hampshire Senate and House of Representatives, the New Hampshire State Board of Education, the New Hampshire State Department of Education, and the University System of New Hampshire.

4. Although school effectiveness is influenced by many factors, it is clear that participatory management, collaborative decision-making, and clearly defined purposes are essential.²

These premises form the basis of the SIP, which currently has 31 participating schools--or about seven percent of New Hampshire's 430 schools. To participate, a school must submit a proposal indicating its reasons for wanting to adopt the SIP model, and demonstrating the support and commitment of all key "stakeholders," including teachers, administrators, school board members, parents and community members. Once accepted into the program, each of these groups elects or selects members of a local SIP team. The SIP team then receives intensive training, professional facilitation and technical assistance for the next three years.

The SIP process begins with the arrival of consultants who work with school staff, parents and community members to gather data regarding attributes and indicators of school effectiveness. From these data, the consultants develop an in-depth "profile of effectiveness" for the school. This profile is designed to provide the context for subsequent work and change. The SIP team then studies its profile, identifies what it considers to be the primary areas that need to be addressed, and designs its own "action plan" to begin school improvement. During a school's three years of program participation, SIP (through the Alliance for Effective Schools) provides a facilitator to assist the team in processing the data, making decisions and implementing reforms. In addition, SIP provides workshops and technical assistance to school staff and administrators in such areas as communications, negotiation and data analysis. Teachers receive stipends or release time to participate in training sessions. A key goal of the program is to enable schools to continue the process of change long after their three-year participation in SIP concludes.

²New Hampshire Alliance for Effective Schools, 1988, The New Hampshire School Improvement Model: Indicators of Effectiveness, Assessment System, and Implementation Procedures, Second Edition, p. 4.

Now that the program has been in operation for three years, policymakers at the state level are assessing its continued usefulness. To assist in this decision-making process, Public/Private Ventures (P/PV) was asked by the Business and Industry Association of New Hampshire to assess the design, implementation and outcomes of the School Improvement Program. More specifically, the purpose of this study is to address three questions:

1. How well-conceived is the basic design of the New Hampshire School Improvement Program, given what has been learned in other jurisdictions about school improvement?
2. To what extent has program implementation conformed to what has been learned in other jurisdictions about good implementation practice?
3. What does available evidence indicate about the program's effectiveness?

To answer these questions, we reviewed SIP documents that describe its basic design, and interviewed SIP participants, including members of the Alliance who started the program, facilitators working directly with the schools, SIP program staff, and school board members with participating schools in their districts. We also carried out data collection at five schools, selected because they have participated in the SIP since its inception three years ago.³ The five schools were: Allen Elementary School from

³The decision to gather data at schools that have participated in SIP since its inception was made so that our findings would be based on having seen SIP in schools where it is fully implemented. We are aware that several significant changes have been made in the basic design of the SIP model since the first year and that the schools that have been in SIP for the full three years have not necessarily benefitted from these changes. As a result, we are unable to say anything about the impact of these changes.

Rochester, Cutler Elementary School from West Swansea, Haverhill Cooperative Elementary Schools, Pelham High School and Woodsville High School.

At each site, interviews were conducted with SIP team members. In addition, all teachers and support staff members, as well as parents of all students enrolled at each of these schools, were surveyed. We also obtained the schools' own data on student-level outcomes, such as standardized test scores, attendance rates and graduation rates. However, various technical difficulties with the student-level outcome data limited its usefulness for this study.⁴ Therefore, our main indicators of program effectiveness are affective outcomes, such as parent and staff perceptions of the quality of the schools and the extent of change in the schools over the past three years--outcomes obtained strictly from the surveys. Our survey instruments incorporated all the salient variables associated with effective schools identified in the Effective Schools Research literature. These sources of information provided a data base for describing program implementation, changes in the schools perceived by SIP participants, and preliminary indications of school change.

⁴These technical difficulties--similar to those education researchers find in all the nation's school districts--included the following: (1) standardized achievement test score data could not be obtained for comparable grade levels since three of the five schools were elementary schools while two were high schools; (2) we were unable to obtain outcome data for the schools for the past four years (i.e., from the time prior to the inception of the school improvement effort, meaning no analyses of change over time could be carried out; (3) at the time only two of the five schools were able to provide data on attendance rates, retention rates, detention rates and graduation rates. In short, there was no common data set across the five schools that would permit comparison of student-level outcomes, nor was there a data set for any of the schools that would permit an analysis of changes over time in student-level outcomes.

II. PROGRAM DESIGN

The first question of concern is: "How well-conceived is the basic design of the New Hampshire School Improvement Program, given what has been learned in other jurisdictions about school improvement?"

To address this question, we examined the program's design in light of research on effective schools, which specifies the kinds of characteristics effective schools typically have in common, and research on school-based management, which indicates the ways in which teachers and other school staff can be more involved in making their schools effective. In addition, we examined the major state-level activities of SIP and compared them to similar efforts to improve schools in other jurisdictions.

THE RESEARCH BASE

SIP's design is based on a body of research known as the Effective Schools Research; it also includes elements taken from research on "school-based management." The Effective Schools Research, carried out in the 1960s and 1970s, began with the observation that some schools showed much better scores in standardized achievement tests than other schools in the same jurisdictions. Researchers examined these schools, along with others whose test scores were typical of the rest of the district, to determine whether there was anything different in the organization and operations of the more effective schools.⁵ Through this research, factors were identified that were characteristic

⁵Comprehensive discussions of the Effective Schools Research are given by Rosenholtz, S. J., 1985, "Effective Schools: Interpreting the Evidence," American Journal of Education, Volume 36, May; Purkey, S. C., Smith, M. S., 1983, "Effective Schools: A Review," The Elementary School Journal, Volume 83, Number 4; Griswold, P., Cotton, K. and Jansen, J., 1986, Effective Compensatory Education Sourcebook, Volume I: A Review of Effective Educational Practices, Washington, DC: US Department of Education; Kyle, R. J. (ed.), 1985, Reaching for Excellence: An Effective Schools Sourcebook, Washington, DC: US Department of Education; and MacKenzie, D. E., 1986, "Research for School Improvements: An Appraisal of Some Recent Trends," Educational Researcher, Volume 12, Number 4.

of effective schools. As efforts to improve schooling have gotten underway nationwide, the Effective Schools Research findings have provided a basis for focusing school reform on factors that really make a difference in education.

The research on school-based management examines ways in which school improvement can be brought about by shifting from the traditional top-down management structure of schools and school districts to a structure that gives greater authority for planning and decision-making to teachers and other school staff.⁶ This research focuses on the use of school teams, typically composed of teachers, the principal and, in some cases, other school staff and students, who collectively determine the school's goals, objectives, policies and curricula.

As one aspect of assessing how well-conceived the design of the SIP model is, we analyzed the SIP model to see whether it incorporates each of the key characteristics of effective schools and principles of school-based management articulated in the research. In the following discussion, we present each of the salient characteristics of effective schools and school-based management, briefly state its relevance, and report our findings regarding its presence in the SIP model:

1. Strong, autonomous leadership. Results from the Effective Schools Research indicate that schools that succeed have strong leadership from their principals. These principals are able to formulate and clearly articulate the school's mission to all staff and students, and to focus the school's energies on attaining its mission. Strong leadership is also necessary to initiate and maintain a school's improvement process. Principals are uniquely positioned to fill this role, and their support of change is essential. However, it is important to note that during the change process, teachers or administrators other than the principal often take on important leadership roles.

⁶For an example of this research, see J. Comer, 1980, School Power, New York: Free Press.

The SIP design addresses the need for strong leadership in a number of ways. First, in the application process, schools are required to demonstrate that the principal, school board and superintendent are behind the program. It is usually the principal who writes the application, while the school board and superintendent write a letter to the Alliance pledging their support of the program. This process helps ensure that principals are fully behind the idea and have the support and autonomy needed to implement the improvement program through SIP. Second, as part of each school's profile of effectiveness, school staff rate the principal, department heads, superintendent and board members in a number of key areas, while parents are asked to rate the principal and superintendent. For example, principals are rated in 25 different areas, including communication of the school's mission and philosophy, development of collegiality among staff, ability to resolve conflicts, and success in giving ongoing attention and support to school improvement.⁷ These ratings guide the SIP team in developing and implementing a school improvement plan. Third, by participating on the SIP team and implementing the action plan, school staff get opportunities to take on leadership roles they often have not had before.

There is, however, a potential conflict between the SIP's concept of "shared decision-making" (which is emphasized in school-based management research) and a strong principal (which is emphasized in Effective Schools Research). The SIP model acknowledges this possibility for conflict and resolves it by defining an effective principal as someone who successfully conveys the school's mission and goals to members of the school community and keeps everyone working toward a common purpose. The principal takes primary responsibility for managing and resolving conflict while sharing responsibility for planning and decision-making with others.⁸ Thus, an important quality of a strong principal is the ability to achieve consensus among participants while

⁷New Hampshire Alliance for Effective Schools, 1988, The New Hampshire School Improvement Model: Indicators of Effectiveness, Assessment System, and Implementation Procedures, Second Edition, Concord: Author, pp. 36-39.

⁸New Hampshire Alliance for Effective Schools, *op. cit.*, pp. 36-37.

adhering to the school's mission and goals. Nevertheless, given the model's emphasis on shared decision-making, the concept of strong leadership is one that the schools are likely to regularly struggle with over time.

2. Staff stability. Schools that are effective typically have low staff turnover. Stability of school staff has several benefits. It reduces the need for staff training to familiarize new members with the school's mission, goals, objectives and instructional programs; it facilitates staff getting to know one another and thus promotes development of a sense of community among staff; and it promotes continuity of school purpose and instruction from one year to the next. Staff stability is particularly important during a schoolwide restructuring effort. Once a school experiences success, keeping the staff together seems to maintain and promote further success. Conversely, frequent transfers are destructive and likely to retard the growth of a consistent and effective school "personality."

Obviously, SIP cannot counteract the layoffs that have occurred due to budget cuts in some participating schools. However, the SIP model emphasizes the need for extensive teacher involvement in curriculum planning and decision-making, coordination of efforts between grade levels, and a shared mission and goals among school staff. Improvements in each of these areas would likely provide school staff, who often feel isolated, with a sense of participation in a community of educators working toward common goals, which in turn would make the school a place where the teacher would want to remain.⁹ Thus, SIP goes as far as such a program can in helping to bring about staff stability.

3. Curriculum articulation and organization. The Effective Schools Research also emphasizes the need for coordination of instruction across grades, across subjects, and across programs in the school. Such coordination is crucial to ensuring that all

⁹Ibid, p. 33.

students in the school learn the full curriculum. If elementary school students are expected to acquire basic and complex skills, the curriculum must focus on these skills and students must receive sufficient time for their instruction. In addition, these skills must be coordinated across the entire curriculum. At the secondary school level, a planned, purposeful series of courses seems to be academically more beneficial than an approach that offers many electives and few requirements. If students are expected to learn science, math and U.S. history, they need to take those courses.

The SIP model emphasizes the need to ensure "continuity of programming across grade levels and subject areas," and to designate someone at the school who is "responsible for overseeing the continuity, coherence and horizontal and vertical articulation of the school program." With respect to instructional practices, it states that "effective use of time is emphasized throughout the school," that "school events are scheduled to avoid disruption of learning time," and that "teachers strive for maximum learning time with students actively engaged in learning activities." It is also stated that teachers should promote successful student learning by "providing sufficient opportunities for students to master knowledge and skills, including reteaching and retesting when needed," and by "providing extra help and/or learning time for students who need or want it."¹⁰ All of these points are in agreement with the findings of the Effective Schools Research.

4. Schoolwide staff development. The research also demonstrates the importance of continually reinforcing and upgrading the skills and knowledge base of school staff. Furthermore, to ensure that the school has a coherent approach to teaching students and achieving the school's mission, it is important that this training be schoolwide rather than limited to individual staff members or selected groups. Staff development is particularly important during times of school restructuring and

¹⁰Ibid, pp. 26-27, 30-31.

innovation. Fundamental change involves altering people's attitudes and behaviors as well as providing them with new skills and techniques.

The SIP model addresses staff development in two ways. First, this area is covered thoroughly in the school's profile of effectiveness. For example, among the indicators of effectiveness, the SIP plan states that resources should be "allocated to support the professional development of all staff" and should include "release time, fees for trainers and consultants, travel to workshops, and workshop fees." In addition, the school should ensure that staff actively participate in the planning of programs for ongoing staff development, that staff development plans reflect the identified needs and interests of all school staff, and that the extent to which its staff development program meets staff and school needs is carefully assessed.¹¹

A second way SIP addresses staff development is through technical assistance; workshops are provided for SIP team members in communication, negotiation, data collection and other skills needed to implement the school improvement process. While these workshops are not schoolwide, they provide team members with skills they can pass on to their colleagues. Workshops are also offered to all staff and parents to discuss the SIP model and learn communication skills. In addition, the SIP program provides printed materials and outside consultants to assist schools with their particular needs. A technical assistance manual has been produced to help school staff access this assistance.¹²

These provisions in SIP for schoolwide staff development more than meet the requirements for such training found in the Effective Schools Research.

¹¹Ibid, pp. 23, 34.

¹²New Hampshire Alliance for Effective Schools, School Improvement Program, Tools for TA: An Informational Packet on How to Use SIP Technical Assistance, March 1991.

5. Parental involvement and support. Research has found parental involvement and support to be major factors in pupil achievement. This suggests that parents should be encouraged to get involved in school activities. They also need to be informed of school goals and student responsibilities, especially with regard to homework, and to be offered training in "parent-as-teacher" skills so they can better assist with their children's education.

As part of the school effectiveness profile, all parents with children in the school are sent a survey asking them to rate the school in key areas such as adequacy of resources, instructional practices, staff attitudes toward students, leadership, school climate and parent participation. A sample of parents is also interviewed to get a more detailed picture of their perceptions of the school. In addition, representatives are elected by the parents to serve on the SIP improvement team. Thus parents are involved from the beginning of a school's participation in SIP. Since much of the effectiveness profile comes from their comments, and since parents serve on the SIP team, the action plan that the team writes after "mining" the profile is the result of considerable parent involvement. In addition, parents can participate alongside school staff in technical assistance workshops that cover such topics as communications skills, data collection and the process of developing an action plan. Thus, SIP provides numerous mechanisms, as the research literature recommends, for parental participation in the program.

6. District support. Research results indicate that effective schools typically occur in districts that are supportive of the individual school's leadership, programs and attempts at innovation. The research on school restructuring is even more emphatic on this point. Achieving fundamental changes in schools requires support from the district office. While specialized assistance in technical areas like curriculum development may be necessary, the role of the district office is best conceived as one that involves guiding and helping.

In the SIP application process, each school is required to get a letter from the superintendent pledging support for SIP, and have at least one representative from the district office serve on the SIP team. A representative of the school board must serve on the SIP team.¹³ The model places considerable emphasis on the need for "local ownership" of the improvement plan and its implementation, so as to discourage imposition of solutions from the district without the consent of school staff or parents.¹⁴ In terms of what the research says, the SIP approach to engendering district support for the program is well-conceived.

7. School Climate. The evidence from the Effective Schools Research shows that the climate of a school (i.e., how conducive the environment is for learning) is extremely important. The sense of being a recognizable member of a community that is supportive contributes to reduced alienation and increased achievement by students. Furthermore, the seriousness of purpose with which the school approaches its task is communicated by the order and discipline it maintains. Clearly, students cannot learn in an environment that is noisy, distracting or unsafe. There is evidence that clear, reasonable rules that are fairly and consistently enforced will not only reduce behavior problems that interfere with learning, but may also promote feelings of pride and responsibility in the school community.

School climate is also a factor in attempts to bring about change in schools. School restructuring efforts are more successful when teachers and administrators work together. Collegiality breaks down barriers among teachers and between teachers and administrators. It also encourages the kind of intellectual sharing that can lead to consensus, while promoting feelings of unity and commonality among the staff.

¹³New Hampshire Alliance for Effective Schools, 1988, *op. cit.*, p. 127.

¹⁴*Ibid*, pp. 119-134.

Developing collegiality is a major focus of the SIP model, and is to be accomplished through the operations of the local SIP team. The school improvement process in which parents, administrators and staff are involved, and the technical assistance in team-building, communications skills and conflict resolution, are aimed at significantly enhancing the amount of collaborative planning and collegiality within the school. Clearly, the process of compiling the profile of effectiveness, electing the SIP team, "mining" the profile, and developing and implementing an action plan is conducive to building a sense of community. As indicated earlier, this entire process is structured in a way that maximizes the opportunities for all interested parties to get involved in the improvement effort. Each interested group elects or selects representatives to serve on the SIP team. As part of the profile of effectiveness, parents and school staff rate the school in various key areas, including school and classroom climate. The raters indicate the extent to which the school fosters the following: a caring and encouraging environment for students, positive interaction between staff and students, mutual respect among students and staff, high morale and recognition of achievement in all areas.¹⁵ If the school falls short in any of these areas, a strategy for addressing these issues should appear in the action plan.

The process for implementing the action plan is also conducive to building a sense of community. As part of the SIP design, team members recruit assistance in implementing the plan from non-team members who are teachers, parents or community people.¹⁶ School order and discipline is an issue also addressed in the school profile. In rating school and classroom climate for the profile of effectiveness, staff and parents indicate the extent to which the school environment is safe for people and property, rules are clearly connected to maintaining a positive learning environment and are clearly

¹⁵Ibid, p. 41.

¹⁶Ibid, p. 133.

communicated to all students, and students and staff accept and take responsibility for school rules.¹⁷

In summary, SIP addresses all of the factors the research indicates to be most significant in providing a school climate conducive to student learning.

8. Clear goals and high expectations. In effective schools, the school's goals and objectives are clearly stated and communicated to all staff, students and parents, and progress toward achieving these goals is regularly monitored. Such schools focus on those tasks seen as most important. Continual monitoring of individual pupil and classroom progress is one means of determining whether goals are being realized and can serve to direct staff energy and attention. Administration and staff consensus on goals is very important, and academically successful schools are also characterized by expectations on the part of staff that all students will work hard to achieve academic success.

As part of the SIP profile of effectiveness, one of the major areas of evaluation is labelled "Mission and Philosophy, Goals, Policies and Procedures." As part of the assessment, school documents are reviewed to determine whether there is a written philosophy of education reflecting the belief that learning is the most important purpose of schooling, emphasizing high expectations for all students, and encouraging the integration of all students in all aspects of school life. In addition, there should also be a systematic process for developing or revising school goals that ensures staff participation and consensus, while considering input from parents and community. School goals and objectives should be clearly stated, achievable, reviewed and updated annually as needed, distributed to all staff and parents, and translated into action plans by staff. In addition, progress toward achievement of goals should be monitored and reported to school staff, district administrators, the school board, and the community.¹⁸

¹⁷Ibid, p. 41.

¹⁸Ibid, p. 19.

As noted earlier, the profile also gives an analysis of standardized test scores by subject and grade level, thus encouraging the SIP team to address weak areas through the action plan.¹⁹ In its workshop on data collection, SIP encourages school staff and administrators to do separate data analyses for students who are more at risk of doing poorly; however, we note that this type of analysis is not done in the profile of effectiveness.

STATE-LEVEL ACTIVITIES OF SIP COMPARED TO EFFORTS ELSEWHERE

Nearly every state in the union, as well as numerous local districts, have implemented their own school improvement programs. In assessing the design of the New Hampshire School Improvement Program, it is useful to compare the core state-level activities of SIP to these other efforts. The basic state-level activities of SIP are development of the local school's profile, provision of training for local SIP team members, provision of a facilitator to help the SIP team work together, and provision of funding for teacher release time to work on SIP. Each of these basic components is discussed in greater detail in the next chapter. In this section, we will examine school improvement efforts in a number of other jurisdictions to see whether these same components are present.

Of the states with major statewide school improvement programs, we examined those in California, Indiana, Louisiana, Maine, Nevada, North Carolina, South Carolina, Vermont and West Virginia.²⁰ We also reviewed school improvement efforts in three urban school districts: Chicago, Illinois; Dade County, Florida; and Rochester, New York. Of the four basic components of the SIP model, the only component found in most other jurisdictions was training (Indiana, Louisiana, California, Maine, Nevada,

¹⁹Ibid, p. 49.

²⁰Information on the school improvement programs in these states was taken from N.C. Tushnet (ed.), 1991, School Improvement Programs, A Reference Guide to Selected Program Models, First Edition, Washington, D.C.: The Institute for Educational Leadership, Inc.

North Carolina, South Carolina, Vermont, West Virginia, Chicago, Dade County and Rochester). However, unlike New Hampshire where all of the members of the local SIP team are trained by the Alliance for Effective Schools, training in other jurisdictions typically follows a training-of-trainers model, wherein selected segments of the school community are trained (e.g., school administrators in Louisiana, California and Nevada) and they in turn are responsible for training others in their schools.

Only a small number of jurisdictions provide funding in one form or another to facilitate the participation of teachers and others on the school improvement team. These jurisdictions include Maine, Nevada, Chicago and Rochester. The provision of facilitators who assist the local SIP team in learning to work together toward school improvement is even more rare. Although this was a component of the Vermont school improvement program, loss of funding has forced the state to curtail this component. Of the jurisdictions examined, only the Indiana program provides for the ongoing presence of an outside facilitator.

The creation of school profiles, as a first step in the improvement effort, is a component of most of the school improvement efforts examined. However, in only one jurisdiction other than New Hampshire does the state provide external consultants to create this profile. The norm elsewhere--in Oklahoma, North Carolina, Dade County and Rochester for example--is for the local school team to be responsible for creating its own school profile after training.

It is also pertinent to note one component of school improvement programs in certain other jurisdictions that is not currently among the state-level activities of SIP in New Hampshire. That component is evaluation of the local efforts. In a number of other states--for example, Louisiana, Maine and South Carolina--there are mechanisms in place whereby the state conducts ongoing assessment of the progress that participating schools are making. According to Alliance staff, preparations are currently underway to implement such a monitoring system for SIP.

In summary, none of the school improvement programs reviewed contained all components of the SIP program, and only Indiana came close in combining state-provided training, facilitators and profile preparation. The one component we found in other jurisdictions that was lacking in SIP--evaluation--is currently being readied for implementation.

CONCLUSIONS

The Alliance's decision to base the SIP plan on Effective Schools Research together with school-based management research is sound and not only conforms to, but in certain ways exceeds, what is being done in other jurisdictions. We should note, however, that SIP has gone beyond this research base in certain instances by including in the model aspects of schools and schooling that are not emphasized in the Effective Schools Research. Areas such as certification of personnel, multimedia resources, and buildings that are barrier-free and in compliance with all government codes are among the SIP criteria for determining a school's effectiveness; involvement of community members other than parents (e.g., business) is also emphasized in the SIP plan, but not in the Effective Schools Research.

SIP also calls for interdisciplinary teaching, vocational education, experiential learning and career education. While further research may show that these elements are important factors in school improvement, current research says nothing about them. Such additions can make SIP look more like an accreditation process than a mechanism for effecting significant, long-term institutional change. However, these deviations are modest and do not significantly detract from the model's basic soundness.

III. SIP IMPLEMENTATION

This chapter addresses the second major question: "To what extent has the program been implemented in a way that conforms to what has been learned in other jurisdictions about good implementation practice?"

Before answering this question, however, we first examine briefly the research on organizational change as a way of understanding the kind of process most likely to produce effective schools.

Research focusing on educational change processes in rural schools has found the following planning steps to be essential: determine the most important needs; identify change opportunities; secure necessary resources; decide who the planners will be and how they will be involved; map out a planning process; learn about the ideas, needs and concerns of all stakeholders; select general directions and specific strategies; produce a plan; communicate the plan to stakeholders; and negotiate the implementation process with all stakeholders through active negotiation.²¹ The SIP process allows for implementation of each of these steps.

The research also emphasizes the need to resolve conflicts among stakeholders through active negotiation.²² SIP trains team members in negotiation techniques using the methods recommended by Fisher and Ury,²³ in which each side attempts to understand the interests of the other and negotiates accordingly. This enables the parties to work toward a "win-win" rather than "win-lose" situation. This is particularly important in a school setting, where the emotional byproducts of negotiation may affect

²¹T.E. Deal and S.C. Nutt, 1980, Promoting, Guiding--and Surviving--Change in School Districts, Cambridge, MA: Abt Associates, p. 15.

²²Ibid, p. 28.

²³R. Fisher and W. Ury, 1981, Getting to Yes, Boston: Houghton Mifflin.

adult interactions with youth. Other studies of school change stress the need, first, for the school's staff and leadership to be ready for change, and, second, to build an in-house team of organizational development specialists to keep the change process going.²⁴

The first of these elements is the main criterion used by SIP staff and Alliance board members in screening schools that apply for SIP. The second element is accomplished through the assignment of facilitators to each participating school for a three-year period. The central role played by the facilitator accords well with the substantial body of research that finds external actors to be important in stimulating the use of research findings or other sources of external knowledge within schools.²⁵ The SIP facilitators have training and experience in organizational development and often, but not always, in education. It is their job to help the SIP team "mine" the effectiveness profile to develop and implement an action plan. As part of this effort, SIP team members learn the organizational techniques necessary for maintaining the change process.

Most research on organizational change also indicates that intensive staff development is crucial.²⁶ As noted earlier, staff development is incorporated in the SIP model through workshops provided for SIP teams and other staff, and funding for outside consultants to provide training on topics for which the school team finds a need. The facilitator also acts as a training resource for school staff and parents throughout the three-year duration of the program.

²⁴M.Fullan, M. Miles, and G. Taylor, 1981, Organization Development in Schools: The State of the Art, Washington, D.C.: National Institute of Education, pp. 16, 18-19.

²⁵K. Seashore-Lewis, 1983, External Agents and Knowledge Utilization, in R. Lehming and M. Kane, Improving Schools: Using What We Know, London: Sage Publications, pp. 168-1760.

²⁶For example, see Fullan, Miles and Taylor, op. cit., p. 18, and M McLaughlin, 1981, Implementation as Mutual Adaptation: Change in Classroom Organization, Santa Monica, CA: Rand Corporation, pp. 344-345.

This brief examination of some important features in the implementation of school improvement points out the importance of all the key elements of SIP implementation: training, effectiveness profiles, facilitation, resources and development of a local team to carry out school improvement. The remainder of this section will examine in more detail each one of these elements and how they were involved in implementation. It does so by considering implementation at three levels: state-level activities; local involvement and SIP team processes; and the activities of the five schools we visited.

In collecting these data, we conducted interviews and focus groups at both the state and local level. We discussed with them how they perceive their experiences as they began working together to improve the schools. Our talks disclosed a very high level of awareness and self-criticism; participants are aware of both the strengths and weaknesses of SIP. In some cases both state and local participants are taking productive measures to improve the process. However, because we visited schools that have been involved with SIP since its inception, we were unable to assess these improvements and innovations first hand, as they have been instituted primarily in the "younger" SIP schools.

STATE-LEVEL ACTIVITIES

School-based improvement typically requires support and technical assistance from people outside the school building who have the time, distance and expertise to facilitate and focus the improvement efforts. Acknowledging this experience, the New Hampshire Alliance for Effective Schools provides four main mechanisms for assisting local SIP teams to accomplish their goals: an initial three-day team training held during late summer for all schools beginning the SIP process; quantitative and qualitative data collection that produces a school profile of effectiveness; a facilitator to work with the local SIP team for three years as they mine their profile and begin to plan and implement an action plan for school improvement; and financial assistance for expenses

associated with team meetings, and reimbursement for facilitators and other consultants brought in to provide technical assistance.

Training

The initial training is a three-day institute run every summer for all schools initiating the SIP process during the coming fall. All SIP team members are expected to participate. The objectives are to familiarize participants with the effective schools research and organizational change processes involving team building and collaborative decision making; increase their "understanding of themselves, other groups, the educational system and the processes of shared decision making";²⁷ and build an understanding of the "values" underlying SIP.

Providing a combination of orientation, process skill development, team building and specific concrete information, the institute is designed to launch a motivated and knowledgeable team. Because we could not observe the institute, our conclusions about it are drawn from participants' reactions. Overall the institute drew wide praise. Participants said that it was both informative and educational. Unlike many workshops they had attended, team members felt that they gained some specific new skills.

However, although state-level organizers intend for the institute to serve the ultimate goal of improving student outcomes, its actual content emphasizes training teams to work together. Some participants felt that this emphasis on process deters teams from concentrating immediately on the substantive issues of school improvement. Also, because teams come to the institute before they receive their profiles, any discussions they have about school improvement are usually at an abstract level. Teams come away from the institute with the beginnings of a working process, but not

²⁷Taken from training materials for the 1990 summer institute, provided by the New Hampshire Alliance for Effective Schools.

necessarily with many concrete plans. The majority of participants felt that the inclusion of more substantive discussions would improve the institute's already considerable usefulness and value.

Profiles

Each SIP school receives a "profile of effectiveness" during the fall of its first year. This profile, written by an Alliance consultant, is based on survey and interview data collected at the school. Faculty, parents and administrators all rate their school's effectiveness according to criteria in each of the ten key areas for improvement identified by the SIP model.²⁸ The profile reports the findings in each of these areas.

Each profile covers the same areas for every school and each area is located along a continuum of effectiveness. A neutral document that presents findings with little analysis, the profile is meant to be used as a diagnostic tool so that teams can develop an improvement plan based on their interpretation of the findings. A document of this length and detail, employing such a thorough data collection mechanism, is one that few schools would be able to complete on their own. Some other jurisdictions have developed ways of creating profiles, but SIP profiles are among the most detailed we have seen.

²⁸The ten key areas for improvement are:

1. Mission and philosophy, goals, process and products;
2. Resources;
3. The school program;
4. Instructional practices;
5. Staff competencies, attitudes and relationships;
6. Leadership;
7. School and classroom climate;
8. Parent participation;
9. Community involvement and support; and
10. Program and student outcomes.

This extremely thorough document serves as both as a blessing and a curse for the SIP team. It is a gold mine of valuable information, more than the team could ever have gathered on its own. At the same time, the amount of data can also be overwhelming. Some teams looked at their profile and simply saw too many issues to deal with. Some team members were not sure the profile reflected the issues that were most crucial to their school. Others wished that some of the information had been digested for them more thoroughly. The profile's neutrality did allow team members to assess the findings from their own local perspective, thus guaranteeing local control and relevance. This freedom did not, however, guarantee that they would address the issues most associated with effective schools principles. As noted earlier, some areas of SIP activity are more related to improvement than others. In addition, some combinations and sequences of actions are more likely to yield effective schools than others.²⁹ Yet teams were given no such information, either through their facilitators, the profile itself, or instruction in how to organize or prioritize addressing the issues.

The result of providing schools with this extensive a profile is that several teams spent their entire first year examining and understanding it. This lengthy process led some members of the school community to wonder what was going on, and become suspicious of the process, or waiver in their support. The mining process could be shortened if the profile were more focused and more analytical. Also, prioritization within the profile might help teams to concentrate on issues that are most likely to improve student outcomes.

But the strong judgment of those we interviewed was that on balance the profiles were valuable and revealing. In our experience, they are a unique state contribution. Their usefulness can no doubt be refined based on this early experience.

²⁹For example, it makes little sense to attempt the implementation of a new reading program that requires small group instruction if one cannot reduce class size to accommodate this. One must address the issue of overcrowded classrooms first if the new reading program is to have any chance of success.

Facilitation

The Alliance provides each team with a facilitator for three years. S/he can be reimbursed for up to 11 days of facilitation during a school's first year in SIP, six days in the second and four days in the third. The facilitators view their major roles as helping the group develop into a team, keeping them on task, coaching the principal, and assisting the team in mining the profile and developing an action plan. They also assist the team in gaining access to technical assistance in specific content or process areas.

All SIP team members we interviewed praised facilitators for their role in getting the process going, emphasizing that they would not have been able to get SIP off the ground without their facilitators. They identified the role of the facilitator as helping keep the team on tasks, develop its ability to work together, and giving the perspective of an objective outsider. School culture traditionally encourages isolation and turf building, while discouraging collegiality and collaboration; facilitators were key in breaking down these long established patterns.

Despite the general praise for the facilitators in their process role, some respondents felt that the facilitator concentrated too much on group dynamics and team building. They expressed the need for more and earlier attention to educational issues and student outcomes. Another group of respondents believed that the facilitator remained too neutral; they wanted more direction or advice on whether they were making good choices as they mined the profile and developed their action plan. It seems probable that some of the team building could have been done through the accomplishment of specific SIP tasks. Instead, team members reported spending a lot of time working out their process, and only later got down to taking action on school improvement.

The facilitators themselves felt some of these same frustrations, but were aware of the fact that being more directive also has dangers. In a process that encourages shared

decision-making and local control, and engenders a sense of ownership, opinions or direction from an outsider can cause resentment, distrust and ultimately go "unheard" by a local team. At one school, when the facilitator did become more directive, the team members bristled. The facilitators play a vital role in the SIP implementation process. The issue of how much and what kind of guidance to provide a team (i.e. process and/or educational) to keep it on course is not easily resolved.

Resources

The Alliance provides SIP schools with a small amount of financial support through reimbursements rather than direct funds. This assistance covers some of the expenses teams incur. For example, up to \$4,000 for the first year, \$2,500 for the second year and \$1,500 for the third year is available to pay for teachers' overtime, substitutes who cover teachers' release time, or transportation and child care for parent and community SIP team members. School administrators are not eligible to receive any form of reimbursement or stipend.

The Alliance also covers the cost of creating the school's profile of effectiveness and pays for the facilitator and technical assistance time. Schools are entitled to technical assistance of up to two days during the first year, three days the second year and five days during the third year of their participation in SIP. Local school budgets have also matched state funds to supplement or continue SIP generated activities and the Alliance has provided local schools with "scholarships" so they could join the SIP network when local budgets could not cover these costs.³⁰

³⁰SIP schools pay a fee to participate in the SIP Program: \$5,000 for the first year, \$2,500 for the second and third years.

Conclusion

By providing initial training, creating a profile of effectiveness, providing a facilitator and making money available to SIP teams, state-level assistance (via the Alliance) is playing an important role in initiating school improvement, especially in the area of developing a process for working together. These activities have not, however, injected sufficient substantive assistance to help teams make knowledgeable, effective decisions about school improvement that are likely to lead to improved outcomes sooner rather than later. Alliance staff and facilitators are aware of these problems, and have been actively reviewing and revising the scope of SIP services. P/PV understands that schools that have more recently joined the SIP network may experience the state services somewhat differently.

IMPLEMENTATION AT THE LOCAL-LEVEL

Each school's SIP team is comprised of eight to fourteen members: teachers, local school board members, building administrators, district administrators, parents and, in the case of high schools, students. They are elected by or selected from their constituency group. Many also have a community representative although it is not required.

Close to one-half of the team members are teachers, many of whom join the team because they believe it could make real changes in their work lives. Often at least one teacher team member is also a union representative. In most cases, the principal serves as the building administrator representative and the superintendent or assistant superintendent serves as the district representative. Parent representatives tend to be those who are already actively involved in the school's PTO or other parent group.

During the first year of SIP, most teams concentrated on mining their profile. This was often done initially in intensive all-day meetings, and then reduced to a monthly

meeting lasting a few hours. The next major task was to develop an action plan. Following a review of the plan by the rest of the school staff, the teams generally created subcommittees that included team members as well as other representatives from the various constituency groups. These subcommittees met as often as once a week to begin the implementation of specific aspects of the action plan.

Team Process

In general, team members describe their work with a sense of accomplishment and pride. They view themselves as leaders in the school and feel that their work on the SIP team has led to important activities and changes. (Actual activities and changes will be discussed in more detail below.) Many team members expressed surprise that the team had been able to work constructively together, share decision-making power and build consensus despite everyone's lack of experience with this mode of operation.

However, it was not always a smooth process. In almost every case, a building or district administrator at some point slipped into his/her more accustomed role of authoritarian decision-maker. Also, it was not always clear which areas of decision-making were off limits to the team, (e.g., issues that are districtwide). In spite of these problems, team members reported that their teams typically worked well.

Because shared decision-making was such an important part of the process for the SIP team, it is worthwhile examining some of the implementation issues that arose. On the positive side, many teachers told us that for the first time in their professional lives they felt that their expertise and opinions counted in making educational change decisions. Some noted that this gave them a renewed sense of self-respect and a more professional attitude toward their work. A few teachers even felt that their involvement on the SIP team had revived their interest in teaching just when they were considering leaving the field. Research indicates that teachers have been systematically infantilized,

de-professionalized and not viewed as experts in their field; SIP was a welcome approach to almost all teachers we interviewed.

Shared decision-making also raised some difficult questions about leadership. Some teachers perceived that shared decision-making made for weak leadership on the part of the principal. School culture, tradition and training often reinforce the principal's role as an autocratic leader. S/he frequently acts without input from his/her staff and with little regard for their professional opinion. As a principal moves into a less autocratic way of operating, s/he needs to be able to balance the demands of being a strong leader and sharing power. This takes a great deal of skill. At times the facilitator assisted the principal in walking this fine line.

Shared decision-making is also complicated by the fact that not all decisions that affect a school can (or perhaps should) be made in this way, especially those which normally are made at the district level. This is especially true in SIP schools that are in districts in which only they or maybe one other school is involved in SIP. For example, a team may decide it is dissatisfied with assessment in the school and wants to change report cards or the way in which teachers are evaluated. These are district issues and likely to be "off limits" to any one school's SIP team. Although raising these issues may be valuable, these kinds of boundaries need to be clarified very early in the process--before action plans are developed.

As the teams worked together to develop school improvement plans, they encountered other issues and questions that are worth examining briefly.

Relations with Colleagues. Teams struggled with what their roles could and should be within the larger context of the school. Many team members suffered some resentment from non-team colleagues who viewed them as an elite group vested with broad decision-making and management powers. Team members recognized that some non-team teachers were worried about change, would not agree with some of these

changes or would feel resentful simply because they felt left out of the process. They also knew that they needed all the support they could garner in order to get non-team members to "buy in" to team plans, activities and, ultimately, school change.

Grappling with this issue has generated much discussion but relatively little action. Teams have debated increasing the members on the team membership or making their work more public, and eliminating the mystique about what they were doing. For several teams this communication issue was difficult to operationalize in the first year because there was little to report except mining of the profile. Our sense is that this is a critical issue which needs direction if SIP is to endure beyond state assistance.

Long-term Role. Now that the teams are in their third year of operation, two of the schools visited are spending a great deal of time discussing what the role of the team should be over time. The search is for a way to institutionalize a school improvement process through continued and increased involvement of the stakeholders. The teams that are doing this long-range planning seem to be guaranteeing that SIP will continue after the three years of formal assistance ends. Again, this seems too important an issue to leave entirely to local team discretion.

Turnover of School Administrators. Although not experienced by the five schools visited, a concern voiced by Alliance staff and facilitators was the turnover of school administrators. If a new principal or district administrator comes to a school without SIP buy-in, s/he can weaken the SIP process. We were told this had occurred in some schools, and that the SIP process needs stronger district support to ensure that new administrators see making SIP work as part of their jobs.

The main challenges facing the SIP teams are to develop ways of involving more of the stakeholders on a regular basis; integrating both processes and products of school improvement into school structure; reviewing and assessing their role, activities and

outcomes; and working within constraints outside of their control such as budget cuts and district rules and authority.

Team Products

1. The Action Plans. As part of the study, action plans from the five sample schools were reviewed. As we expected, there was a great deal of variation in the content, direction, specificity and goals of the action plans both within and across schools. Some were well thought out; others did not provide a solid basis for implementation, or for knowing if the planning objective was met. The SIP model, focusing as it does on local control, did not provide schools with state guidelines or feedback regarding the plans. Local teams are encouraged but not required to update their plans over time. Nor are they required to assess their success in accomplishing planned activities. According to staff interviews, four of the five schools we visited did revise their plans after the first year.

Though we understand the need for strong local control of the planning process, it is our experience that some form of oversight and feedback does improve and focus a local planning process--especially when the process is being carried out by people who are admittedly new to making and implementing such critical decisions. Since state support and assistance does last for up to three years, there is opportunity to inject some more direction and review into the SIP process.

2. School Activities. The main source of data regarding SIP school activities is not what we actually saw, but what team members reported that they had accomplished. The majority believed that SIP was responsible for implementing concrete changes in their schools. In some cases, SIP pushed team members to envision changes never before considered. In other cases, it created a platform for change that some members of the school community had long envisioned. Many of those interviewed also

felt that SIP complimented other initiatives in the school, none of which could have accomplished as much had it stood alone.

The activities team members described as having actually changed and improved their schools seemed to cluster in three general areas: curriculum and instruction, communication, and building/resources/physical environment.

Changes in curriculum and instruction included:

- A study of grade weighting and the development of a new policy;
- A new policy on ability grouping;
- The design of a new report card;
- Development of a new retention policy;
- The beginning stages of designing and implementing portfolio assessment;
- Staff development, conference attendance and development of new math curriculum; and
- Efforts to make learning more cooperative, more integrated across disciplines and more learner centered.

Changes in communication involved:

- Developing, printing and circulating (to staff, students and parents) discipline codes;
- Developing, printing and circulating (to staff, students and parents) a homework policy;
- Writing down, often for the first time, curriculum;
- Meeting with teachers from schools across a district to discuss continuity from grade to grade and school to school;
- Producing school columns for the local newspaper;
- Producing a school brochure that states school mission and programs;

- Producing regular school reports for parents and other community members;
- Surveying parents on their attitudes toward the school; and
- More formal and informal opportunities for teachers to discuss with each other students, school policy, educational issues and professional development.

Changes in the building/resources/physical environment category include:

- Dealing with overcrowding by bringing relevant school staff together to select appropriate portable classrooms;
- Keeping the school cleaner and the students drier by laying gravel in the playground;
- Getting extra phones put in for teachers to talk with parents in private; and
- Installing a needed bathroom, putting in hot water and adding locks to bathroom stalls.

In considering the relationship of these SIP activities to student outcomes, it is necessary to take into account the pre-existing conditions in a particular school, educationally, physically and in terms of school climate. For example, if the school experiences tension between teachers and administrators, or teachers and students, more time may need to be spent on communication. A school in need of serious capital improvements and/or lacking crucial resources may find it very hard to focus on educational issues before dealing with some of the physical realities.

Generally, we were impressed with the activities that most of the schools had undertaken and with their attempt to balance those activities among the various kinds of issues noted in the profiles. We were also impressed with their attempts to mount more ambitious projects--especially given the very limited resources the schools have to work with. However, we were concerned with the slow pace of activities in several of the schools, and suspect that more substantive assistance and more active oversight would help speed both planning and implementation.

Elementary schools have newly created student councils. The high schools have included students on the SIP team, and one school board has recently approved slots for students on the board. Students in this school have also been asked by the board for input on ways for dealing with budget cuts. In all cases, SIP team teachers reported that they are giving students more responsibility for input into school and classroom decisions. These developments may represent important sources of school improvement, especially in those schools where resources for substantial changes are simply not available.

Overall our review of implementation led us to the conclusion that SIP has put in place an important and workable mechanism for school change and improvement. Even after three years of work, SIP is still viewed mostly with enthusiasm, and a sense that important things are getting done that would not be dealt with otherwise.

IV. INDICATIONS OF SIP EFFECTIVENESS

The third research question addressed by this report is: "What does the evidence available so far indicate about the program's effectiveness?"

The main indicators of effectiveness sought in our study were affective measures of parent and school staff perceptions of the schools and the extent to which they have changed over the past three years. While it would also have been desirable to obtain more objective measures of improvement, such as student-level outcome results, several factors prevented this. First, the study's short timeframe for data collection and analysis precluded the administration and analysis of standardized achievement tests. And, although schools provided us with their own standardized achievement test results, various technical difficulties with the data prevented desired within-school and across-schools analyses from being carried out.³¹

Second, time did not permit gathering the student record data necessary for analyses of attendance rates, graduation rates, suspension rates or similar student outcomes. While several of the schools provided us with their own calculations of these outcomes, lack of data for the past three years and lack of comparable data from all five schools made it impossible to carry out analyses that would produce useful results.

³¹These technical difficulties included the following: (1) standardized achievement test score data could not be obtained for comparable grade levels since three of the five schools were elementary schools while two were high schools; (2) different schools provided outcome data for different school years and none provided data for the past four years (i.e., from the time prior to the inception of the school improvement effort) and thus no analyses of change over time could be carried out; (3) one school provided no student achievement data at all, and only two of the five provided data on attendance rates, retention rates, detention rates and graduation rates. In short, there was no common data set across the five schools that would permit comparison of student-level outcomes, nor was there a data set for any of the schools that would permit an analysis of changes over time in student-level outcomes.

Third, and most important, all of the research to date on school restructuring indicates that one should not expect to see significant improvement in student-level outcomes from a schoolwide restructuring effort after less than three years. Restructuring efforts typically focus first on contextual variables such as school climate, parent involvement and facilities, only tackling issues of curricular content and teaching methods--the things that will most directly affect student achievement--later.³² This is in fact the pattern that we found in the visited schools, as noted in the previous section.

PERCEIVED IMPROVEMENT OVER THE PAST THREE YEARS

The teachers and other instructional staff members of each school were asked to rate the degree to which their school has changed (either improved or worsened) as a learning environment for students over the past three years, i.e., since beginning participation in the School Improvement Program.³³ As the results in Table 1 show, the majority of staff at each of the schools feels there has been improvement to a greater or lesser extent. Most notably, all of the staff at Allen and Cutler elementary schools shared this view, while a percentage of the staffs at the other three schools felt there had either been no improvement (16% at Haverhill, 20% at Pelham, and 11% at Woodsville) or that things had become worse (23% at Haverhill, 10% at Pelham, and 5% at Woodsville) over the past three years.

Members of each school's SIP team were asked to rate the extent to which they felt the school has changed as a learning environment for students over the past three

³²The American Federation of Teachers, for example, has recommended a period of five years, preferably 10 years, for a restructuring effort to be planned, implemented and finally evaluated (Lewis, A., 1989, Restructuring America's Schools, Arlington: AASA Publications).

³³The results presented here derive from the analysis of a survey administered to all teachers and all other instructional staff members (aides, volunteers, resource teachers) at the visited schools.

Table 1
STAFF PERCEPTION OF THE DEGREE TO WHICH
THE SCHOOL HAS CHANGED OVER THE PAST THREE YEARS
AS A LEARNING ENVIRONMENT FOR STUDENTS

	Allen (N=16)	Cutler (N=21)	Haverhill (N=30)	Pelham (N=40)	Woodsville (N=14)
Greatly improved	44%	29%	4%	13%	26%
Somewhat improved	56	71	57	58	58
No change	0	0	16	20	11
Somewhat worse	0	0	16	10	5
Much worse	0	0	7	0	0

years.³⁴ The majority (70% overall) felt that the schools have improved somewhat and another significant percent (24% overall) felt the schools have improved greatly (see Table 2).

³⁴We attempted to interview all members of each school's SIP team. However, because of work schedules, illnesses and similar reasons, we were not able to interview everyone. Response rates for the SIP team interviews at each school were as follows: Allen E.S. 91% (10 out of 11), Cutler E.S. 83% (10 out of 12), Haverhill C.E.S. 63% (5 out of 8), Pelham H.S. 100% (13 out of 13), Woodsville H.S. 67% (8 out of 12).

Table 2
 SIP TEAM'S PERCEPTION OF HOW MUCH THE SCHOOL HAS
 CHANGED OVER THE PAST THREE YEARS
 AS A LEARNING ENVIRONMENT FOR STUDENTS

	Allen (N=10)	Cutler (N=10)	Haverhill (N=5)	Pelham (N=13)	Woodsville (N=8)
Greatly improved	10%	50%	40%	8%	25%
Somewhat improved	90	50	40	85	63
No change	0	0	0	0	0
Somewhat worse	0	0	0	7	12
Much worse	0	0	20	0	0

Parents were also asked whether they felt the school was doing a better job of educating children now than it was three years ago.³⁵ As the results in Table 3 show, the majority of parents of students at the visited schools who responded believe that the schools are better now than they were three years ago.

³⁵Questionnaires for parents were sent home with all students at each visited school, with directions for the parents to complete the form and return it to P/PV in an attached self-addressed, stamped envelope. Response rates for parents by school were as follows: Allen E.S. 28% (124 out of an estimated 440 parents), Cutler E.S. 32% (105 out of approximately 330 parents), Haverhill C.E.S. 26% (123 out of approximately 480 parents), Pelham H.S. 23% (112 out of approximately 490 parents), Woodsville H.S. 14% (47 out of approximately 330 parents).

Table 3
 PARENT RATINGS OF IMPROVEMENT IN THE
 QUALITY OF EDUCATION TODAY
 COMPARED TO THREE YEARS AGO

		Better	No Change
Allen E.S.	(N=93)	73%	27%
Cutler E.S.	(N=83)	82	18
Haverhill C.E.S.	(N=104)	51	49
Pelham H.S.	(N=99)	70	30
Woodsville H.S.	(N=40)	53	47

Focusing on improvements in student learning, teachers and other instructional staff members were asked to rate the extent to which student achievement has improved over the past three years (Table 4). The majority of staff at Allen (62%), Cutler (68%) and Pelham (68%), as well as a particularly high percentage of staff at Woodsville (95%), felt that student achievement has improved somewhat or greatly. At Haverhill, however, only 33% of the staff felt there had been improvement. When the members of the SIP team were asked the same question, the majority (57% overall) felt there had been some improvement, although a significant percentage (20% overall, and 60% at Haverhill C.E.S.) felt there had been no change (see Table 5).

Table 4
STAFF PERCEPTION OF THE DEGREE TO WHICH STUDENT
ACHIEVEMENT HAS CHANGED OVER THE PAST THREE YEARS

	Allen (N=16)	Cutler (N=19)	Haverhill (N=27)	Pelham (N=37)	Woodsville (N=29)
Greatly improved	24%	0%	0%	3%	21%
Somewhat improved	38	68	33	65	74
No change	38	32	48	24	5
Somewhat worse	0	0	19	8	0
Much worse	0	0	0	0	0

Table 5
SIP TEAM'S PERCEPTION OF THE DEGREE TO WHICH STUDENT
ACHIEVEMENT HAS CHANGED OVER THE PAST THREE YEARS

	Allen (N=6)	Cutler (N=7)	Haverhill (N=5)	Pelham (N=13)	Woodsville (N=8)
Greatly improved	33%	14%	0%	0%	13%
Somewhat improved	50	57	40	85	75
No change	17	29	60	15	13
Somewhat worse	0	0	0	0	0
Much worse	0	0	0	0	0

To summarize, the overwhelming majority of instructional staff members, SIP team members and parents surveyed believe not only that change has occurred at their schools during the time they have participated in SIP, but that these changes have

resulted in school improvement. This is important since the continuation of the school improvement process after the conclusion of state funding and assistance depends crucially on local perceptions that the program has had results. Furthermore, it is important that the majority of those most directly involved with educating students--the instructional staff as well as the SIP team members--at all of the schools except Haverhill feel that student achievement has also improved during this time period. Even lacking more objective measures of student achievement, the fact that teachers and other instructional staff believe students are achieving better in school now than three years ago is a significant indication that SIP is having a positive impact.

OVERALL QUALITY OF THE SCHOOLS

Finally, parents were asked to rate how good a job of educating their children the school is doing. The results, given in Table 6, show that the majority of parents (from 66% at Woodsville H.S. to 91% at Cutler E.S.) feel the schools are doing a good to excellent job. No one at Woodsville or Cutler, and very few (8% or less) at the other three schools felt the schools were doing a poor or terrible job. Given what parents reported about their perceptions of school change over the past three years (Table 3), we must conclude that the changes in the schools that have resulted from their participation in SIP are at least partially responsible for the good ratings the schools are receiving from parents.

Table 6
 PARENT RATINGS OF HOW GOOD AN EDUCATION
 THE SCHOOL IS PROVIDING FOR THEIR CHILD

	Allen (N=124)	Cutler (N=105)	Haverhill (N=123)	Pelham (N=112)	Woodsville (N=47)
Excellent	32%	24%	20%	13%	13%
Good	51	67	54	58	53
Fair	13	10	19	27	34
Poor	4	0	6	2	0
Terrible	0	0	2	0	0

Perceptions of improved educational outcomes are no substitute for those outcomes, nor do they guarantee better outcomes. Nevertheless, we would expect such perceptions to precede the observable outcomes; that is why they are positive indicators. Institutionalizing the SIP process after state funding has ended is, in our judgment, a critical factor in helping ensure that these positive perceptions in fact lead to positive outcomes.

V. CONCLUSIONS AND RECOMMENDATIONS

Our overall conclusion is that SIP is a well-grounded, thoughtful approach to initiating a local school improvement process. The best available research evidence supports the principles underlying SIP. The perceptions of SIP team members, teachers and parents regarding their schools are early positive indicators that the SIP process is working.

We feel confident that in some schools SIP will generate activities that will lead to improved educational outcomes for students. We are less sanguine that SIP as currently implemented will lead to systemwide improvements in school and student performance outcomes. This concern arises primarily because SIP's strengths are its basic design and its utility as an instigator of a local decision-making process. SIP does not, however, have the capacity to provide much substantive direction, assistance, oversight or incentives.

This weakness in implementation oversight is to a great degree inevitable in a state that provides such a small share of total school funding, and thus has little leverage over local decisions and activities. However, even modest improvements in this area would in our judgment increase significantly the likelihood of more uniform and widescale improvements from SIP--especially since SIP's early returns are positive. Thus we recommend consideration of the following modifications:

- Reduce the list of allowable SIP activities to accord even more closely with the Effective Schools Research. Let accreditation issues be handled separately.
- Encourage teams to initiate some SIP activities that relate directly to classroom teaching methods or substantive content from the very beginning.

- Condition SIP second- and third-year renewal grants on local self-assessment of activities, generation of credible school and student performance data, and plans that exhibit an increase in school staff and parental involvement, and an increase in substantive activities.
- Provide more substantive assistance through the facilitators.
- Develop a format for public reporting on yearly activities and student performance at all sites. Even though student performance cannot be expected to change immediately, public reporting of data from the beginning will help ensure that the SIP process and activities are always aimed at producing hard outcomes.
- Consider extending state assistance beyond three years to those schools showing real progress, but which do not have sufficient local resources to support both process and substantive activities beyond three years.

SIP in our judgment is an outstanding example of what a state can do to initiate a thoughtful, concrete school improvement process. We have seen few other efforts that are so well-grounded. Developing a system of assistance, oversight and incentives that can help the SIP process most efficiently and uniformly achieve substantive educational outcomes is the next major challenge.



March 5, 1991

Rex D. Adams
*Chairman
of the Board*

Michael A. Bailin
President

Gary Walker
*Executive
Vice President*

Board of Directors

Rex D. Adams
Michael A. Bailin
Judy Barker
Angela Glover Blackwell
Roy J. Bostock
Alan K. Campbell
Hillary Rodham Clinton
Alonzo A. Crim
Linda Darling-Hammond
Alice F. Emerson
Sandra Feldman
Harold Howe II
Sibhan Oppenheimer-
Nicolau
Marion Pines
John W. Porter
Mitchell Sviridoff

**Research Advisory
Committee**

Frank Furstenberg
Robinson Hollister
Henry Levin
Frank Levy
Anta Summers
Marta Tienda

Mr. John Crosier, President
Business & Industry Association
122 North Main Street
Concord, NH 03301

Dear John:

Public/Private Ventures is pleased to submit this letter proposal to assess the design, implementation and effectiveness of the New Hampshire School Improvement Program. My understanding is that to be useful the assessment needs to be completed over the next month to six weeks. Thus we have designed a study that is quick, practical, focused and, while it will not answer any question definitively, it will provide useful information and insights about the Program's viability and usefulness.

The goal of the study will be to address three basic questions.

1. How well conceived is the basic design of the New Hampshire School Improvement Program, given what has been learned in other jurisdictions about school improvement?
2. How well does the way the Program has been implemented conform to what has been learned in other jurisdictions about good implementation practice?
3. What does the evidence available so far indicate about the Program's effectiveness?

Our plan for addressing these questions calls for three types of data collection and analysis: site visits to five of the 31 schools presently participating in the program to obtain information about program implementation and effectiveness; a telephone survey of an additional seven schools to obtain further information about program implementation; and a review of documents from the State, the New Hampshire Alliance for Effective Schools, and other sources which describe the basic design of the Program. Below I've discussed these approaches in a little more detail.

Data Collection

Our plan calls for visiting five Program schools for one day each. We'd prefer these five schools be from the original 15 chosen; we are not concerned whether the five are chosen randomly, to represent the best, or to represent a variety--so long as we are told what the basis for selection is.

Each school would be visited by a two- or three-person team. During the site visit, interviews will be conducted with school administrators, members of the local school Team, and parents and/or other members of the community to obtain information about local Program implementation and perceptions of effectiveness. In addition, a brief, self-administered survey will be handed out to teachers and support staff (counselors, resource teachers) to gather information about their perceptions of such factors as school climate, principal leadership, classroom management. Also, where feasible, we will interview the consultants who serve as facilitators to the school's Team. The interview guides and survey questionnaires will be modeled on the data collection instruments currently being used in our evaluation of the Cleveland School Improvement efforts. These instruments incorporate all of the salient variables associated with effective schools as identified in the effective schools research literature.

We would also conduct phone interviews with local Team members from another seven schools, to obtain further information about implementation. These schools would be chosen randomly from the remaining 26; this information would be used to strengthen and test the insights and findings about implementation gained from the five schools visited. In addition, we will want to spend one day in Concord interviewing individuals at the New Hampshire Alliance of Effective Schools responsible for administration of the Program at the State level. We will need to obtain copies of all pertinent documents which describe the original design of the Program and subsequent modifications.

Analysis

The first phase of the analysis will focus on addressing the question, "How well conceived is the basic design of the New Hampshire School Improvement Program?" This will be accomplished through a review of the documents which describe the original design of

the Program and subsequent modifications. The focus of the review will be on the extent to which the design incorporates those features found to be characteristic of effective schools similar to the types of schools present in New Hampshire. The review will also involve an examination of the extent to which the design includes the necessary factors for successful adaptation and implementation of the Program at the local level (e.g., financial assistance, training and technical assistance).

The second phase of the analysis will examine the question "How well does the way the Program has been implemented conform to what is known about good practice?" There will be two levels of analysis involved in addressing this question. First, in order to examine the implementation of the Program at the State level, we will expand upon the analysis of documents previously described. These data will be analyzed in conjunction with the information obtained from interviews with State-level administrators of the Program to provide a picture of how well the overall implementation of the Program conforms to what is known of best practice.

For the second level of analysis, we will examine how the Program has been implemented at the five visited schools and seven in the telephone survey. Again, this will involve a review of documents obtained locally ("Profiles" and "Action Plans"), coupled with analysis of the data obtained through interviews with principals, Team members, consultants, and parents/community members. An important focus of this analysis will be the extent to which local conditions have dictated modifications to the design of the Program, how changes have been made, and the extent to which the local Program as adapted is faithful to the original design and reflect the best of current practice.

The third phase of the analysis for this study will focus on the question, "What does the evidence available so far indicate about the Program's effectiveness?" Given the short time frame of this study and the relatively brief time in which the program has been in operation, we will primarily be looking for interim indicators of program effectiveness in addressing this question. These will include administrator, teacher, support staff, and parent/community member perceptions of improvement in such areas as school climate, student attitude toward

school, classroom management, coordination of instruction, parent/community involvement, etc. In addition to our analysis of these data, we will also review aggregate student outcome data on each of the five schools, beginning with the year prior to each school's participation in the Program, to see if there are any indications of improvement. The probability is low that this part of the analysis will produce significant findings, since the Program has been in place at each school for less than three years.

We would carry out the data collection during the March 18-29 period, and would analyze the data and write the report during the April 1-12 period. You would receive a copy of the report on April 16. Given the tight time schedule, the report would take the form of a lengthy memorandum, rather than a publishable document.

I see two potentially serious issues in carrying out the above plan. First, our total cost would be \$27,800. P/PV is a non-profit organization, so the costs include no fee, but they do reflect your request that we use experienced and senior staff to do this job quickly. While we're aware that you've not yet completed assembling the funding package, I need assurance that at least \$20,000 can be covered even now by New Hampshire organizations.

Secondly, our experience in other school systems is that approval to interview school staff and use interview instruments can take several months. In addition, the logistics of scheduling and obtaining documents can be a nightmare for an outside agency on this short notice. We would need a designated point person or persons in New Hampshire to:

- o Obtain the necessary formal approvals to carry out the study;
- o help us schedule interviews during the two-week interval for data collection; and
- o collect State and local documents regarding the School Improvement Plan, and individual school performance.

Timeliness in arranging each of the above logistical items will be critical to our completing this project successfully, on budget and on time.

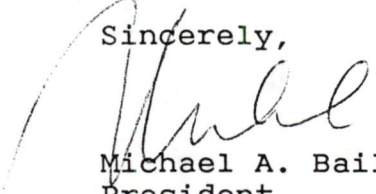
I would act as project director for this study, and my office would be the contact point at P/PV. I would use P/PV staff for the study, as well as several consultants that we

work with in our Cleveland school improvement study. I've gotten all these people to clear their calendars for the March 18-29 period, and those doing the analysis and writing are also available during the following two-week period.

I've included several documents to provide you with some information about Public/Private Ventures. Our Annual Report and brochure give general information; the remaining document gives you a sense of our work in the schools/business and school improvement area. If you need more background information, let me know. I've also included our projected budget for the study.

If you decide to proceed, I'd appreciate a quick response on the funding and local contact staff, and a sense on whether any formal approval required for this study will be forthcoming. Once those issues are resolved, we'll move ahead.

Sincerely,



Michael A. Bailin
President

MAB/lis

Enclosures

cc: Lew Feldstein

**Public/Private Ventures
New Hampshire Charitable Fund
Preliminary Budget Proposal
March 5, 1991**

<u>P/PV Staff & Consultants:</u>	<u>Days</u>	<u>Per Diem</u>	<u>Total Budget</u>
Michael Bailin	5	950	\$4,750
Gary Walker	2	780	1,560
Becky Hayward	6	510	3,060
Mary Moorhouse	3	430	1,290
Natalie Jaffe	4	390	1,560
Blair Rudes	8	390	3,120
Lallie O'Brien	3	380	1,140
Phyllis Synder	2	340	680
Dennis Sweeney	5	320	1,600
Subtotal Personnel			18,760
 <u>Travel</u>	 <u>#</u>	 <u>Estimate</u>	
Airfare	10	350	3,500
Hotel	20	100	2,000
Per Diem, Ground Transportation & Other	20	50	1,000
Subtotal Travel			6,500
Administrative Overhead (10%)			2,540
TOTAL BUDGET			\$27,800

R. PATRICK CORBIN
 CHAIRMAN
 SALEM
 JUDITH D. THAYER
 VICE CHAIRMAN
 MANCHESTER
 ROBERTA A. BARRETT
 NASHUA
 OTIS E. CLOUD
 WEST LEDBURY
 EUGENE O. JALBERT, M.D.
 LINCOLN
 KATHLEEN M. SYLVESTER
 CONCORD
 SUSAN B. WINKLER
 PETERBOROUGH



STATE OF NEW HAMPSHIRE
 STATE BOARD OF EDUCATION
 STATE OFFICE PARK SOUTH
 101 PLEASANT STREET
 CONCORD, N.H. 03301

?
 who got this?
 Hall
 Date?
 when?

TO: House Appropriations Committee
 FROM: Pat Genestreti, Member of the State Board
 SUBJ: SCHOOL IMPROVEMENT PROGRAM

At the Board of Education's request, I have looked into the School Improvement Program. My mission was to make a determination as to whether or not the Board should support his program in order to preserve, to the extent possible, the \$300,000 currently budgeted for FY 92

Approach

I embarked on this project knowing very little about the program. Therefore, my first step was to sit down with E. Freedman and W. Ewert (in separate interviews) to get educated on the mission, administration and results of the Program to date.

My next step was to randomly select individuals in some of the schools throughout the state that currently participate in the program. These people were contacted by phone and asked to evaluate the program from their perspective.

Results

I interviewed twenty people. Two respondents gave me negative reports and eighteen were favorable.

Conclusion

As I questioned these twenty people, it became apparent that I was hearing a description of the "Total Quality Concept" currently sweeping most major industries in the country. This concept is a process calling for analysis of any operation (in this case a school) in order to identify what your major problems are. Once identified, a "Tiger Team" is formed to attack and improve the existing problems. Second and third statistical analyses are then accomplished in order to determine if progress is made.

EQUAL OPPORTUNITY EMPLOYER—EQUAL EDUCATIONAL OPPORTUNITIES



ADVISORY COMMISSION ON SCHOOL IMPROVEMENT PROGRAM

Kimon Zachos, Esquire
Chairman, BIA Advisory Commission
Sheehan, Phinney, Bass & Green
PO Box 3701
Manchester, NH 03105-3701
603/668-0300

Charles Clough
Chief Executive Officer
Nashua Corporation
44 Franklin St.
Nashua, NH 03061
603/880-2323

Douglas Pearson
President
NSS Corporation
PO Box 190
Bedford, NH 03102-0190
603/668-9696

Herbert Grant, Jr.
President
Grant Associates
982 Washington Rd.
Rye, NH 03870
603/964-7001

Rona Zlokower
Manager of Community & Government Relations
Digital Equipment Corporation
Continental Blvd, MK01-2/E15
Merrimack, NH 03054
603/884-5111

The principles are sound, and to be sure, forward progress can be demonstrated in some problem areas such as attendance, drop-out rates and in some cases improvement in math, history, etc. Assessment of academic progress should be a key component of this program.

I am suggesting that we not support the program. My reasons are simple:

- (a) The program is too costly for only 31 schools
- (b) Results to date do not match the monies invested - over \$1 million to date

A very cursory examination of financial data will show a large percentage of the dollars are bled off by staff and consultants. Very little goes to the schools for discretionary spending. In fact, schools are required to contribute to the cost.

Commercial "How To" manuals are available to assist schools in setting up their own programs. This is how cost industries implement "Total Quality Concepts". Schools can do the same with little or no state funding.

The \$300,000 budgeted for School Improvement could be better spent in other programs.



Public/Private Ventures

1989
Annual
Report

In the search for useful knowledge—Public/Private Ventures' basic mission—asking the right questions is often the hardest task.

The past work that we and others have done on employment training and education, particularly for disadvantaged youth, has taught us that "the problem" is many problems. An intricate web of factors make youth successful as students, ready and capable as workers, and mature and steady as adults and citizens. We know too little about many of these factors and how they work together.

Choosing our paths of inquiry is thus as critical a challenge as following those paths with diligence and creativity. The search for useful knowledge is first of all the search for pivotal issues whose exploration may have the most salutary effect on the efforts we make to serve and prepare youth.

Public/Private Ventures has been fortunate this year. A thoughtful foundation grant has permitted us some respite to reflect on what questions we should ask—what issues should guide and shape our work in the years to come.

We have had a needed chance to regroup and to refocus our thinking. Heading into the 1990s, we will chart a course that explores three broad issues:

- How work and community service can be used to prepare youngsters for productive roles in the workplace and society;
- How urban education can be enhanced and adapted to serve its neediest "clients": the growing proportion of youth whose education is a matter of national urgency; and
- How the social, educational and personal development of these youth and their families can be strengthened.

These questions were shaped, in part, by our ongoing work: long-term examination of the effects of our Summer Training and Education Program (STEP) and two youth corps in California and New York City; continued operation of the Philadelphia Youth Service Corps; further replication of the STEP model, now in more than 50 sites, and of Ventures in Community Improvement; the adaptation of our *Life Skills and Opportunities* curriculum for new uses; examination of a business-led initiative in Cleveland; and the planning and launching of major new initiatives: the Urban Corps Expansion Project (UCEP), the Young Unwed Fathers Demonstration and the Youth/Adult Relationships Projects.

And the questions also point to new opportunities: examining the operation and impacts of existing mentoring initiatives; finding new ways to make summer a time of development and growth; and in Cleveland and perhaps other cities as well, helping urban schools reach their failing students and teach them more successfully.

I believe we have chosen our questions well. Now we must find answers—answers that will help solve the critical problems of America's at-risk young people.

Michael A. Bailin



“Work experience” may have earned a bad name as CETA waned in the late 1970s, but the experience of working remains central to second-chance programming for youth who leave high school ill-prepared for life and work in the adult world. And many experts view the experience of serving others as also important to the development of youth into responsible adults. Yet, federal policy has made no provision for either work experience or community service in the past decade.

In this environment, more than 35 states and cities have initiated youth service and conservation corps programs to provide young people with productive, engaging and developmental work and service experience. P/PV's examination of these programs has identified their potential for assisting at-risk 18- to 23-year-olds in a cost-effective way, and their significance for the development of a national service policy. In 1989, we moved to broaden our understanding of these issues through a series of demonstration and research projects.

The Urban Corps Expansion Project (UCEP)

With support from a group of national foundations, P/PV is providing intensive technical assistance, and planning and seed grants, to help 15 cities establish model urban youth corps in 1990 and 1991.

At full strength, these corps will enroll 3,000 unemployed young men and women each year and put them to work in small crews

under close adult supervision, doing projects that meet demonstrated community needs. The experience of doing valuable work that meets high standards of discipline and quality, supplemented by academic and life skills instruction, aims to develop corpsmembers' capacities as workers and citizens.

The UCEP initiative is also an opportunity to seek answers to vital questions about corps' costs,

the value of their work, their attraction and holding power, and their economic and attitudinal effects on youth. The research will include an impact study that will follow a randomly assigned sample of 900 treatment and control youth for three years after their enrollment in the corps.

Thus, UCEP research will improve the operation of urban youth corps and, simultaneously, inform the development of public policy with regard to national service. Through its involvement with the National Association of Service and Conservation Corps, the project will also increase the youth corps field's expertise and operational capacity for later growth on a national scale.

The Philadelphia Youth Service Corps

A “laboratory” for refining the elements of a strong urban corps model, P/PV's Philadelphia

Youth Service Corps completed the first half of its three-year demonstration period at the end of 1989. Project sponsors have consistently praised the quality of the corps' physical and human service work, and the corps is making progress on the perennial problems of attracting diverse participants, keeping corpsmembers once they have enrolled, and integrating education into the work program. Two other corps in Pennsylvania that P/PV helped initiate, in Pittsburgh and McKeesport, are also flourishing.

Other Work and Service Projects

Even before results from the UCEP research are available, information on the experience and effects of an urban corps will come from P/PV's current study of the City Volunteer

Corps (CVC) in New York. The study includes a description of how CVC developed and operates, an analysis of the program's effects on about 500 corpsmembers and an ethnographic study of one team.

Also begun in 1989 was a five- and six-year follow-up on the California Conservation Corps youth involved in P/PV's first impact study of that pioneering residential corps. Having found that disadvantaged CCC corpsmembers earned more than similar youth one year after leaving the corps, we are now looking at longer-term economic impacts and changes in social, personal and work attitudes.

Finally, toward the end of the year, we began working with the Center for Strategic and International Studies to explore

the possibility of an intriguing service variant: a national service corps for disadvantaged youth to be operated in conjunction with the armed forces.

Two Collaborative Projects

With Berkeley Planning Associates, P/PV is conducting an assessment of JTPA youth programs for the U.S. Department of Labor. The project is examining how well youth programs currently funded under Title II-A meet the needs of young people who enroll.

In another joint effort, P/PV is working with community development corporations (CDCs) to adapt our VICI model to the training of community residents as they work on CDC projects. The pilot effort in Cleveland concluded this summer with all scheduled work completed and jobs obtained for all trainees.



The search for effective ways to help disconnected youth move toward productive adulthood has traditionally centered on practical ways to provide them with specific skills and "competencies." Increasingly, however, programs that do this are failing to attract, hold and have impact on large numbers of youth. So, our search must be for other ingredients, now missing from our efforts, and better combinations of ingredients in the program mix.

Adult/Youth Relationships Projects

Adult support and guidance are requisites in healthy adolescent development, but these critical ingredients are often missing for the many urban minority youth who are increasingly disconnected from the institutions that traditionally supply adult support: the family, school and workplace. At the same time, second-chance programs that seek to fill this void are having more and more trouble attracting and holding a significant number of these youth.

As a result, interest in creating adult relationships for at-risk youth—through the use of adult mentors—is growing, even though there is no consensus about its meaning among practitioners and advocates, no proven practices or operational lessons, and only scant evidence

about effectiveness or cost. Without greater knowledge, new efforts are unlikely to provide much help to youth or to become institutionalized.

P/PV has, therefore, undertaken to explore two hypotheses: one, that constructive, well-focused contacts with personal mentors can be effective in helping at-risk youth become more responsible adults themselves; and two, that adding mentoring components to public youth-serving programs is feasible. A series of research projects slated to start early in 1990 will inform development of a national demonstration in 1993. A study of current mentoring programs around the country is already under way.

The planned research projects include:

- A comprehensive study of Big Brothers/Big Sisters of America;
- Investigation of the student support, mentoring and parental involvement programs of the I Have a Dream Foundation in Washington, D.C.;
- Exploration of the potential use and effectiveness of college students as mentors through a study of the Campus Partners in Learning project of Campus Compact;
- Examination of the feasibility of using supervisors as mentors in urban youth service corps; and
- A test of the potential scale and effectiveness of pairing elder mentors and at-risk youth, using sites now being established

by Temple University's Linking Lifetimes project, existing intergenerational mentoring programs, and several "lab sites" to be established by P/PV in public urban institutions.

The Young Unwed Fathers Demonstration

Until recently, most of the public policy response to adolescent childbearing has focused on young mothers and their babies, virtually ignoring the fathers of the children. However, interest in these young men is beginning to rise along with the number of teen mothers who are unmarried and receive no support from the fathers of their children. In response to the rising welfare costs associated with these single-parent families, the Family Support Act mandates stronger enforcement of child support requirements starting next fall.

But while "getting tough with the fathers" as a strategy for combating the problem may seem attractive, it will yield little if the young men have no income from which to pay child support. And forcing the young men to pay for support will do little to increase the nurturing contact their youngsters need to become constructive young people themselves.

To give these young men a real chance to become responsible fathers, P/PV has launched an initiative that will develop and package a multiservice model and test it in a number of sites. The model will use state and local JTPA, health, human services and education resources,

as well as local community-based organizations, to provide the young men with education, job training and employment, other necessary supports, and services related to parenting and fatherhood—including a comprehensive curriculum designed specifically for young fathers.

At the end of 1989, sites were being screened to pilot the model, with a 10-site demonstration planned to begin in 1991. The demonstration will produce evidence for the field and for policymakers about the capacity of states and localities to package the services and attract young men to the program. Research will measure the program's impact on the young fathers' employment, education and functioning as parents.



During the 1980s, two trends with serious implications for both employers and youth have been increasingly documented and publicized: first, the level of literacy, numeracy and critical-thinking skills necessary to succeed in the work force continues to rise; and second, large segments of our youth—especially poor, minority youth—are failing to gain the necessary level of those skills in their homes, neighborhoods and schools.

Not surprisingly, P/PV's programs and research over the 1980s have increasingly involved innovative ways to help youth develop needed skills. The organization's work in this area has focused on three distinct kinds of activity: school/business collaborations, the Summer Training and Education Program (STEP), and curriculum development.

School/Business Collaborations

Collaborations between schools and businesses intend to improve school and student performance by means of scholarship incentives, better access to part- and full-time jobs, additional human and material resources, and the establishment of clearer expectations among employers about what they need from public school systems and their students. Although the decade has seen a growing number of school/business collaborative efforts, and a concomitant growth in

public confidence that they will produce results, there has been little credible evidence concerning their effectiveness or programmatic content.

In 1989, P/PV worked with the business and philanthropic sectors in Cleveland on three major collaborations with the Cleveland Public Schools—a Scholarship-in-Escrow program that provides help with postsecondary education as a reward for individual grades earned by students in grades 7 to 12; a School-to-Work Transition program that provides

students with better preparation for and access to the private labor market; and an Education Partners program, through which individual businesses provide personnel and material assistance to individual schools.

P/PV both assessed and assisted the three programs, helping to design a strategy that would increase the business sector's capacity to collaborate with school and community education improvement efforts. At the end of 1989, P/PV was working with the Cleveland philanthropic and business communities to fashion a multiyear evaluation plan that would provide valuable information both for gauging effectiveness and managing the school improvement process.

Business sector representatives in several other major urban areas have initiated discussions with P/PV about similar work.

The STEP Demonstration

The Summer Training and Education Program (STEP) demonstration, which tests the effects of adding basic and life skills instruction to federally funded summer job experience for young adolescents, has concluded its operational phase and moved into long-term follow-up. About 4,500 low-income, educationally disadvantaged 14- and 15-year-olds in five cities participated. They were divided into three cohorts of treatment and control youth. The treatment youth worked part time and went to class part time, where they were exposed to curricula and teaching approaches developed by P/PV for STEP: *Practical Academics* and *Life Skills and Opportunities (LSO)*.

Research results for the third STEP cohort's final summer became available in 1989 and,

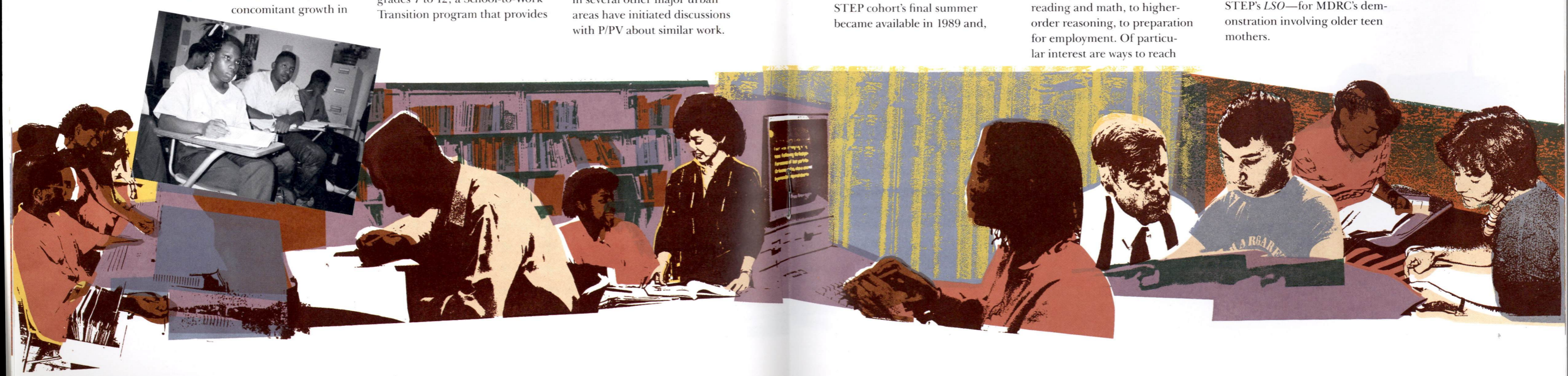
once again, the program produced significant learning gains for treatment youth. These consistent and substantial gains provided further evidence that the STEP approach paid dividends, at least over the short term. Whether STEP's relatively inexpensive two-summer regimen of work and learning is sufficient to produce long-term educational gains, or decreases in school dropout and teen parenting rates, will not be known for several years.

Curriculum Development

Building on its work with *Practical Academics* and *LSO*, P/PV extended its curriculum development efforts in 1989 to other contexts. Its major focus continued to be on innovative curricula and instructional approaches to building skills that range from reading and math, to higher-order reasoning, to preparation for employment. Of particular interest are ways to reach

students in summer and after-school programs—programs whose unique potential to serve disadvantaged youth has received scant attention.

In 1989, P/PV worked with a major community agency in Cleveland, Y.O.U., to develop an employment preparation curriculum that emphasizes basic skills for students with immediate job needs or no post-secondary education plans. We collaborated with Columbia University and a New York City middle school to develop an after-school curriculum for young adolescents that focuses on health issues, life skills and basic skills. And, finally, we worked with the Manpower Demonstration Research Corporation (MDRC) to fashion a life skills curriculum—based on STEP's *LSO*—for MDRC's demonstration involving older teen mothers.



As the nation's share of youth unable to benefit from conventional schooling has increased and public funds available for "second-chance" programming have decreased, finding ways to make wider use of what we have learned becomes ever more critical.

Yet, how to "replicate" successful demonstration models effectively in a large number of communities and at a reasonable cost has remained a largely unresolved issue. Too much of what our field has learned from earlier initiatives lies fallow; programs that show promise and effectiveness often lack the momentum, the catalyst or the advocate to be widely adopted.

STEP Replication

For P/PV, the replication issue arose most clearly in our work with the Summer Training and Education Program (STEP). We had developed STEP in our role as demonstration manager: designing the project, bringing it to the field and scrupulously researching its effects. Gratifyingly, we found STEP's short-term results solid and consistent, and learning materials developed for the project of value and interest to practitioners in the field.

The findings and response led us to move beyond our original role. STEP's potential as a

short-term intervention seemed clear. Combined with a 1987 Congressional mandate to provide remedial education services in the summer youth employment program, STEP, it seemed, was an ideal medium to learn more about replication—in a "live" and useful setting.

In 1988, the Department of Labor, several major corporations and four states funded P/PV to replicate STEP in 11 new locations. Our success in that effort led those same supporters, plus five additional states, to offer us the challenge of establishing STEP in 33 more sites.

The effort succeeded. In most cases, communities were able to take the core materials, training and aid P/PV offered and craft programs that worked. Summer results from most sites were on a par with those in the original demonstration sites, and our knowledge of how to work at scale—balancing numbers and quality—grew. Replication proved to be hard work, but neither mysterious nor infeasible in the public policy arena.

Yet the successful STEP replication effort—which will reach a total of about 70 sites in 1990—did not resolve the issue of "when" to replicate. STEP's ability to produce long-term impacts will not be known with confidence for several years.

Until then, its replication offers local sites a proven way to produce short-term learning gains.

The Life Skills Curriculum

In addition to their interest in STEP's whole package, practitioners were attracted to its life skills curriculum. The field, it seemed, was ready to address not just the issue of employability, narrowly framed, but to extend its reach to more social issues affecting youth—especially teen parenting.

P/PV adapted STEP's *Life Skills and Opportunities (LSO)* curriculum to fit in a variety of programmatic contexts, instituted a series of training seminars to ensure that instructors—whose role is pivotal in a curriculum that deals with sensitive subject matter—would be well oriented

to the curriculum's basic approach and prepared to handle the often surprising questions and concerns that the information elicits from youngsters.

Working through a group of national organizations, we have been able to spur more widespread adoption of a useful, effective element of our work. A brochure that reviews key teen parenting issues and lays out the LSO approach garnered further interest; in 1990, we will be continuing our "replication" of the curriculum.

Exploring the Issue

We hope to learn much from these efforts, not just about the operational issues, but also about how replication fits into the broader context of our work. At the end of the year, we were completing an issues paper that

seeks to place the "replication question" in context. This, we believe, will prompt more practical discussion and debate in the field, and clarify the roles we and others can usefully play. Our central aim will continue to be the search for knowledge—but it is also important to ensure that the knowledge is well used.



Consolidated Financial Statements

September 30, 1989

Report of Independent Accountants

December 20, 1989

To the Board of Directors, Public/Private Ventures

In our opinion, the accompanying consolidated balance sheet and the related consolidated statements of revenues, expenses and changes in fund balances, of changes in financial position and of functional expenses present fairly, in all material respects, the financial position of Public/Private Ventures and its subsidiary at September 30, 1989, and their revenues, expenses and changes in fund balances and the changes in their financial position for the year then ended, in conformity with generally accepted accounting principles. These financial statements are the responsibility of the Corporation's management; our responsibility is to express an opinion on these financial statements based on our audit. We conducted our audit of these statements in accordance with generally accepted auditing standards which require that we plan and perform the audit to obtain reasonable assurance about whether the financial statements are free of material misstatement. An audit includes examining, on a test basis, evidence supporting the amounts and disclosures in the financial

statements, assessing the accounting principles used and significant estimates made by management, and evaluating the overall financial statement presentation. We believe that our audit provides a reasonable basis for the opinion expressed above.

Our audit was made for the purpose of forming an opinion on the basic consolidated financial statements taken as a whole. The additional statement of project revenue by funding source for the year ended September 30, 1989 is presented for purposes of additional analysis and is not a required part of the basic consolidated financial statements. Such information has been subjected to the auditing procedures applied in the audit of the basic consolidated financial statements and, in our opinion, is fairly stated in all material respects in relation to the basic consolidated financial statements taken as a whole.

Price Waterhouse

Consolidated Balance Sheet

Assets	September 30,	
	1989	1988
Cash and cash equivalents	\$2,521,581	\$2,103,060
Contract and grant receivables	583,205	475,901
Prepaid expenses and other assets	81,657	96,501
Furniture and equipment at cost less accumulated depreciation (\$316,063 in 1989 and \$244,399 in 1988)	339,805	165,160
Total assets	\$3,526,248	\$2,840,622
Liabilities and Fund Balances		
Accounts payable	\$ 182,217	\$ 161,448
Accrued expenses	203,905	416,963
Unexpended and deferred program funds	2,245,823	1,615,272
Total liabilities	2,631,945	2,193,683
Commitments		
Fund balances:		
Unrestricted	554,498	481,779
Net equity in furniture and equipment	339,805	165,160
Total fund balances	894,303	646,939
Total liabilities and fund balances	\$3,526,248	\$2,840,622

Consolidated Statement of Revenues, Expenses and Changes in Fund Balances

	Year ended September 30,	
	1989	1988
Revenues:		
Restricted:		
Foundations	\$3,100,828	\$3,381,630
Government agencies	1,597,121	1,183,472
Corporations	229,564	99,848
Other organizations	1,092,973	687,185
Interest income	3,578	9,172
Total restricted revenues	6,024,064	5,361,307
Unrestricted:		
Interest income	162,664	113,287
Other income	84,700	88,886
Total unrestricted revenue	247,364	202,173
Total revenues	6,271,428	5,563,480
Expenses:		
Program operations	3,166,318	2,810,358
Research and evaluation	1,362,621	1,402,593
Program development and general support	665,384	500,022
Administration	829,741	648,334
Total expenses	6,024,064	5,361,307
Excess of revenues over expenses	247,364	202,173
Fund balances, beginning of year	646,939	444,766
Fund balances, end of year	\$ 894,303	\$ 646,939

Consolidated Statement of Changes in Financial Position

	Year ended September 30,	
	1989	1988
Funds provided by:		
Excess of revenues over expenses	\$ 247,364	\$ 202,173
Add—Items not requiring funds:		
Depreciation	71,664	77,388
	319,028	279,561
Increase in:		
Accounts payable	20,769	2,134
Accrued expenses		21,309
Unexpended and deferred program funds	630,551	811,477
Decrease in:		
Prepaid expenses	14,844	
	985,192	1,114,481
Funds were used for:		
Increase in:		
Furniture and equipment	246,309	69,608
Contract and grant receivables	107,304	123,559
Prepaid expenses and other assets		45,362
Decrease in:		
Accrued expenses	213,058	
	566,671	238,529
Increase in cash and cash equivalents	418,521	875,952
Cash and cash equivalents, beginning of year	2,103,060	1,227,108
Cash and cash equivalents, end of year	\$2,521,581	\$2,103,060

The accompanying notes are integral parts of these consolidated financial statements.

Consolidated Statement of Functional Expenses
for the year ended September 30, 1989 (with comparative totals for 1988)

	Salaries and Fringe Benefits	Staff Travel	Consult- ant Costs & Sub- contracts	Operating Costs	Workshops & Staff Develop- ment	Site Grants	Deprecia- tion	Total Direct Expenses	Adminis- trative Cost Dis- tribution	Total Expendi- tures
Program Operations:										
Center for Population and Family Health	\$ 18,420	\$ 2,138	\$ 12,050	\$ 4,041			\$ 881	\$ 37,530	\$ 11,029	\$ 48,559
COSCAA Commissioned Paper	734	11	3,349	304			70	4,468	878	5,346
Life Skills and Opportunities Curriculum Contract	1,950	16	10,975	599			216	13,756	2,703	16,459
Philadelphia Youth Services Corps: Program Operations	672,075	47,598	40,252	204,745			5,359	970,029		970,029
Technical Assistance	58,743	605	486	13,730	\$ 125		1,192	74,881	14,914	89,795
The Practitioner's Guide Series	13,206	1,510	36	6,658	1,229		880	23,519	11,017	34,536
The Practitioner's Guide Video	4,402	503	22,807	2,219			5	29,936	64	30,000
School-to-Work Transition Program	21,609	6,922	5,823	6,343			649	41,346	8,126	49,472
State Employment Initiatives for Youth	53,803	9,454		6			444	63,707	5,556	69,263
State Urban Corps Project	64,995	11,942	1,121	17,754	545		1,543	97,900	19,308	117,208
Summer Training & Education Program:										
Demonstration	14,810	453	31,769	4,676		\$ 74,601	858	127,167	10,736	137,903
Life Skills and Opportunities	30,723	2,559	16,205	31,737	5,526		1,258	88,008	15,741	103,749
Replication	248,801	94,210	428,585	321,397	22,268		18,677	1,133,938	233,721	1,367,659
Urban Corps Expansion Project	132,042	43,122	49,068	76,775	100,704		5,806	407,517	72,660	480,177
Ventures in Community Improvement	5,637	1,684	6,886	1,174		30,000	224	45,605	2,786	48,391
Workplace Literacy	3,718	1,110		1,207	285		691	7,011	8,651	15,662
Total Program Operations	1,345,668	223,837	629,412	693,365	130,682	104,601	38,753	3,166,318	417,890	3,584,208
Research and Evaluation:										
The BRIDGE Project	41,424	1,201	6,486	14,329			2,396	65,836	29,981	95,817
California Conservation Corps Follow-Up Study	4,346		151	1,080			89	5,666	1,114	6,780
City Volunteer Corps Evaluation	68,267	4,129	7,431	23,853	50		1,759	105,489	22,004	127,493
CUNY Evaluation	47,444	4,048	67,592	19,969			2,920	141,973	36,543	178,516
Dayton Summer Youth Program Evaluation	2,998	594	60	488			188	4,328	2,355	6,683
Intergenerational Study	62,564	16,773	56,547	26,065	1,351		3,189	166,489	39,904	206,393
Replication Study	1,317	144	24,467	268			1,531	27,727	19,155	46,882
Summer Training and Education Program:										
Demonstration	266,687	2,555	362,017	93,534	913		12,110	737,816	151,560	889,376
Life Skills and Opportunities	10,130	840		3,220			485	14,675	6,060	20,735
Smokey House Evaluation	4,423	3,515		795			153	8,886	1,931	10,817
Urban Corps Expansion Project	46,176	110	2,612	12,846			2,625	64,369	32,847	97,216
Youth in JTPA Evaluation	1,999	219		489			43	2,750	541	3,291
Youth Motivation Study	2,752	306		12,979			580	16,617	7,252	23,869
Total Research and Evaluation	560,527	34,434	527,363	209,915	2,314		28,068	1,362,621	351,247	1,713,868
Program Development and General Support:										
General Support	236,789	41,338	37,913	50,769	2,464			369,273		369,273
Institutional Renewal Project	25,464	469	60	1,670	2,337			30,000		30,000
PATHS/PRISM Project	1,209			254				1,463		1,463
School/Business Initiative	45,429	8,638	7,034	10,030	615		1,090	72,836	13,646	86,482
Teen Parents Initiative	54,062	11,249	24,170	12,497	325		1,764	104,067	22,066	126,133
Urban Corps Expansion Project Planning	37,134	1,635	23,826	14,177			1,803	78,575	22,562	101,137
Youth Service Activities	7,202	318		1,464			186	9,170	2,330	11,500
Total Program Development and General Support	407,289	63,647	93,003	90,861	5,741		4,843	665,384	60,604	725,988
Administrative Expenses	580,700	10,725	107,306	127,927	3,083			829,741	\$829,741	
Total	\$2,894,184	\$332,643	\$1,357,084	\$1,122,068	\$141,820	\$104,601	\$71,664	\$6,024,064		\$6,024,064
Totals for Prior Year	\$2,168,158	\$222,593	\$1,229,657	\$ 885,520	\$ 86,137	\$691,854	\$77,388	\$5,361,307		

Notes to the Consolidated Financial Statements

Note 1—Corporate Purpose: Public/Private Ventures (the Corporation) is a not-for-profit Pennsylvania corporation, granted tax exempt status under section 501(c)(3) of the Internal Revenue Code and comparable state laws. The Corporation was founded in 1977 to find ways that the public and private sectors can help the nation's disadvantaged citizens, especially youth, become productively employed and self-sufficient.

Note 2—Summary of Significant Accounting Policies:

Basis of presentation: The consolidated financial statements include the accounts of the Corporation and its subsidiary, The Philadelphia Youth Service Corps (PYSC). All significant intercompany balances and transactions have been eliminated in consolidation.

Revenue recognition: The Corporation is funded by various foundations, government agencies, corporations and private organizations. To ensure observance of limitations and restrictions placed on the use of resources available to the Corporation, the accounts of the Corporation are maintained in accordance with the principles of fund accounting. Accordingly, the Corporation recognizes revenue in an amount sufficient to absorb expenses incurred during the period.

Individual contracts and grants are classified as either restricted or unrestricted based on the terms of the contracts and grants. For restricted contracts and grants, the excess of expenses over receipts is reported as contract and grant receivables

while the excess of receipts over expenses is reported as unexpended and deferred program funds in the accompanying consolidated balance sheet. Unrestricted grants are recorded as revenue in the period such grants become payable to the Corporation.

Functional allocation of expenses: Expenses for various programs have been summarized on a functional basis on the Consolidated Statement of Revenues, Expenses and Changes in Fund Balances. The Corporation's contracts provide funds for reimbursement for certain general operating and administrative expenses. Accordingly, these costs have been allocated among the programs benefited.

Cash and cash equivalents: Cash and cash equivalents consist of cash on hand and investments in short term, highly liquid securities which have maturities when purchased of three months or less.

Furniture and equipment: Purchases of equipment under contracts and grants are charged directly to contracts and grants expenses. Purchases of corporate fixed assets (primarily furniture and office equipment) are capitalized and depreciated on a straight-line basis over their estimated useful lives (three to ten years).

Note 3—Unapplied Contracts and Grants Awarded:

The Corporation was awarded certain restricted contracts and grants that provide funding for continued program activities beyond September 30, 1989. These contracts and grants provide for reimbursement of program expenses up to approximately \$3,934,500 over the next two years.

Note 4—Commitments:

The Corporation had an outstanding commitment at September 30, 1989 to a site grantee for the Ventures in Community Improvement Program totaling \$45,000.

On June 24, 1988 the Corporation amended its lease agreement for office space to extend through January 1994 under a noncancellable lease which provides for base rental payments of approximately \$164,000 per year. Rental expense, including lease escalation charges, was approximately \$189,000 for the year ended September 30, 1989.

On October 21, 1987 the Corporation entered into an agreement to lease office space for the Philadelphia Youth Service Corps under a noncancellable lease expiring in November 1990, which provides for base rental payments of approximately \$59,900 per year. Rental expense, including lease escalation charges, was approximately \$60,400 for the year ended September 30, 1989.

The commitments outstanding at September 30, 1989 for operating leases are as follows:

Year	Amount
1990	\$227,800
1991	196,200
1992	183,500
1993	192,900
1994	67,400

Note 5—Pension:

The Corporation has a defined-contribution pension plan to provide retirement benefits to substantially all its full-time employees. The contribution to the plan is based on a percentage of the employees' salaries and was approximately \$139,800 for the year ended September 30, 1989.

Additional Statement of Project Revenue by Funding Source

For the Year Ended September 30, 1989

Additional Information

<i>Restricted Revenue:</i>		
Center for Population and Family Health:	Columbia University School of Medicine	\$ 48,559
COSSCA Commissioned Paper:	Council of State Community Affairs Agencies	4,341
Life Skills and Opportunities Curriculum Contract:	Manpower Demonstration Research Corporation	16,459
Philadelphia Youth Service Corps:	The Pew Memorial Trust	187,500
	Private Industry Council of Philadelphia	656,696
	United Way of Southeastern Pennsylvania	12,050
	Greater Philadelphia First Corporation	200,000
	Restricted Interest Income	3,578
The Practitioner's Guide Series:	Charles Stewart Mott Foundation	34,536
The Practitioner's Guide Video:	Exxon Corporation	30,000
School-to-Work Transition Program:	Youth Opportunities Unlimited	49,472
State Employment Initiatives for Youth:	The State of Oregon	69,263
State Urban Corps Project:	The Ford Foundation	17,171
	The Commonwealth of Pennsylvania	41,682
	County of Allegheny	58,355
Summer Training and Education Program:	<i>Demonstration:</i>	
	The Ford Foundation	516,646
	United States Department of Labor	250,000
	The Robert Wood Johnson Foundation	125,000
	The William T. Grant Foundation	135,633
	<i>Life Skills and Opportunities:</i>	
	The Ford Foundation	124,484
	<i>Replication:</i>	
	United States Department of Labor	500,000
	General Motors Corporation	40,000
	The Rockefeller Foundation	50,000
	The Commonwealth of Pennsylvania	200,000
	The State of California	40,000
	The State of Illinois	63,750
	The State of New York	40,000
	The State of Michigan	75,000
	The State of Tennessee	45,000
	Curriculum Sales	198,409
	Exxon Corporation	115,500
Urban Corps Expansion Project:	The William and Flora Hewlett Foundation	400,000
	W. K. Kellogg Foundation	167,393
	Gap Foundation	10,000
Ventures in Community Improvement:	The Cleveland Foundation	24,195
	The George Gund Foundation	24,196
Workplace Literacy:	The State of South Carolina	562
	United States Department of Labor	15,100
The BRIDGE Project:	The Edna McConnell Clark Foundation	95,817
California Conservation Corps Follow-up Study:	The Ford Foundation	6,780
City Volunteer Corps Evaluation:	New York City Volunteer Corps	127,493
CUNY Evaluation:	City University of New York	178,516
Dayton Summer Youth Program Evaluation:	The Greater Dayton Private Industry Council	6,683
Intergenerational Study:	The Luke B. Hancock Foundation	30,000
	The Skillman Foundation	30,499
Replication Study:	The Rockefeller Foundation	46,882
Smokey House Evaluation:	Taconic Foundation, Inc.	10,817
Youth in JTPA Evaluation:	Berkeley Planning Associates	3,291
Youth Motivation Study:	Charles Stewart Mott Foundation	23,869
General Support:	The William and Flora Hewlett Foundation	75,000
	The Ford Foundation	500,000
Institutional Renewal Project:	Lilly Endowment, Inc.	30,000
PATHS/PRISM Project:	PATHS/PRISM	1,463
School/Business Initiative:	The Edna McConnell Clark Foundation	12,042
	The Cleveland Foundation	23,168
	BP America	32,564
	The George Gund Foundation	18,708
Teen Parent Initiative:	Charles Stewart Mott Foundation	67,305
Urban Corps Expansion Project Planning:	The William and Flora Hewlett Foundation	61,137
	The David and Lucile Packard Foundation	40,000
Youth Service Activities:	The Westray Corporation	11,500
Total Restricted Revenue		6,024,064
<i>Unrestricted Revenue:</i>		
Interest Income		162,664
Other income:	Publication sales	12,700
	Corporate Associates	72,000
Total Unrestricted Revenue		247,364
Total Revenues		\$6,271,428

Board of Directors

Rex D. Adams
Chairman of the Board
Vice President
Mobil Oil Corporation

Michael A. Bailin
President
Public/Private Ventures

Judy Barker
President
The Borden Foundation

Alan K. Campbell
Vice Chairman of the Board
Executive Vice President
ARA Services, Inc.

Alonzo A. Crim
Professor of Education
Georgia State University

Linda Darling-Hammond
Professor
Teachers' College
Columbia University

Alice F. Emerson
President
Wheaton College

Sandra Feldman
President
United Federation of Teachers

Harold Howe II
Senior Lecturer
Graduate School of
Education
Harvard University

James L. Medoff
Professor
Department of Economics
Harvard University

Siobhan Oppenheimer-
Nicolau
President
Hispanic Policy Development
Project

Marion Pines
Senior Fellow
Institute for Policy Studies
Johns Hopkins University

Dr. John W. Porter
*Interim Superintendent of
Schools*
City of Detroit

Mitchell Sviridoff
Professor
Graduate School of Urban
Management
New School for Social
Research

Research Advisory Committee

Frank Furstenberg
*Professor, Department of
Sociology*
University of Pennsylvania

Robinson Hollister
*Chair, Department of
Economics*
Swarthmore College

Henry Levin
*Director, Institute for
Research on Educational
Finance and Governance*
Stanford University

Frank Levy
Professor of Public Affairs
University of Maryland

Anita Summers
*Chair, Department of Public
Policy and Management*
University of Pennsylvania

Robert Yin
President
Cosmos Corporation

Staff

Executive Office

Michael A. Bailin
President

Gary Walker
Executive Vice President

Frances Vilella-Velez
Director of Special Projects

Marc Freedman
*Associate Senior Program
Officer*

Lois Snodgrass
*Administrative Officer/
Secretary of the Board*

Katherine Chavis
Executive Secretary

Finance and Administration

Joseph M. Zakrzewski
Director and Treasurer

Calvin Hall
Accountant/Budget Analyst

Kathleen O'Rourke
Accountant

Thomas Coleman
Accounting Assistant

Jacquelyn Watkins
Junior Accountant

Sylvia Wenocur
Office Manager

Thelma Smallwood
Secretary/Receptionist

*Publications and Special
Projects*

Thomas J. Smith
Vice President and Director

Natalie Jaffe
Director of Communications

Michael T. Callaghan
Communications Officer

Victoria Evalds
Resource Center Librarian

Carolyn Trist
Assistant Project Officer

Jeanine Wilson
Administrative Assistant

Qualitative Research

Alvia Y. Branch
Vice President and Director

Blair A. Rudes
Senior Research Officer

Catherine Higgins
Research Officer

Melanie Styles
Research Officer

Wendy Coston
Assistant Research Officer

Charlotte White
Administrative Assistant

Carol Dash
Executive Secretary

Quantitative Research

Cynthia L. Sipe
Manager

Joseph Tierney
Research Officer

Paula Strawberry
Executive Secretary

Jean Baldwin Grossman
Senior Analyst

*Work and Community
Service*

Jerome L. Kolker
Vice President and Director

Rodger Hurley
Senior Program Officer

James Klasen
Senior Program Officer

Elizabeth Alperin
Program Officer

Theresa Tensuan
Intern

Audrey Walmsley
Administrative Assistant

*Individual and Family
Support*

Bernardine Watson
Director

Philip Benson
*Manager, Young Unwed
Fathers Demonstration*

Carol Schutzbank
Executive Secretary

Field Services

Laurie Levin
Director

Phyllis Snyder
*Manager, Life Skills and
Opportunities*

Julita Milliner
Program Officer

Barbra Berley-Mellits
Consultant

Normita Rodriguez
Executive Secretary

Susan Phillipson Bloom
Consultant

John Pendergrass
Oregon Coordinator

Educational Improvement

Michael Sack
*Manager, Educational
Services*

Mary Moorhouse
*Manager, School/Business
Collaborations*

*Management Information
Services*

Jon Bumbaugh
Director

Angela Everman
Programmer/Analyst

Tahmina Ferdousi
Programmer/Analyst

Anju Nundy
Programmer/Analyst

Liya Chen
Programmer

Batia Trietsch
Chief Data Editor

Eleanor Hammond
Data Editor II

Kevin Harris
Data Editor I

Carol Eresian
Secretary/Data Clerk

*Philadelphia Youth Service
Corps*

Anthony Fairbanks
Executive Director

Merlene Mazzyck
*Youth Development
Coordinator*

Mike Connelly
Project Coordinator

Amos Porter
Accounting Manager

Dorcas Varela
Office Manager

Brenda McMillian
Senior Secretary

Eloi Kingbo
George Jenkins
Shirley Barnum
Melanie Douty
Darryl Hinton
Scott Thompson
Crew Supervisors

Ann M. Kreidle
Recruiter

Daryl Fitzgerald
Job Developer

Tamika Jefferson
Receptionist

Francesca Pomerantz
Lead Teacher

Maryann Cummings
Assistant Teacher

Reginald Jackson
Teaching Consultant

Al Lynch
Karimah Waheed
Learning Center Interns

Kathleen Beringer
Executive Secretary

Sheryl Harris
Data Entry Processor

Aletta Jones
Project Coordinator Intern

Corporate Associates

Whose annual contributions support publication and dissemination of P/IV reports.

American Express
Philanthropic Program

Ameritech Foundation

ARA Services, Inc.

Borden Foundation

BP America

CIGNA Foundation

Control Data Corporation

Exxon Corporation

General Foods Fund, Inc.

General Motors Corporation

Independence Blue Cross

Kraft Foundation

Mobil Oil Foundation

Monsanto, Inc.

Penn Mutual Charitable Trust

The Prudential Insurance
Company of America

Scott Paper Company

Shell Oil Company
Foundation

Sun Company, Inc.

Tenneco, Inc.

Union Carbide Corporation

United Technologies

Malish Design
Design

Aina Roman
Illustration

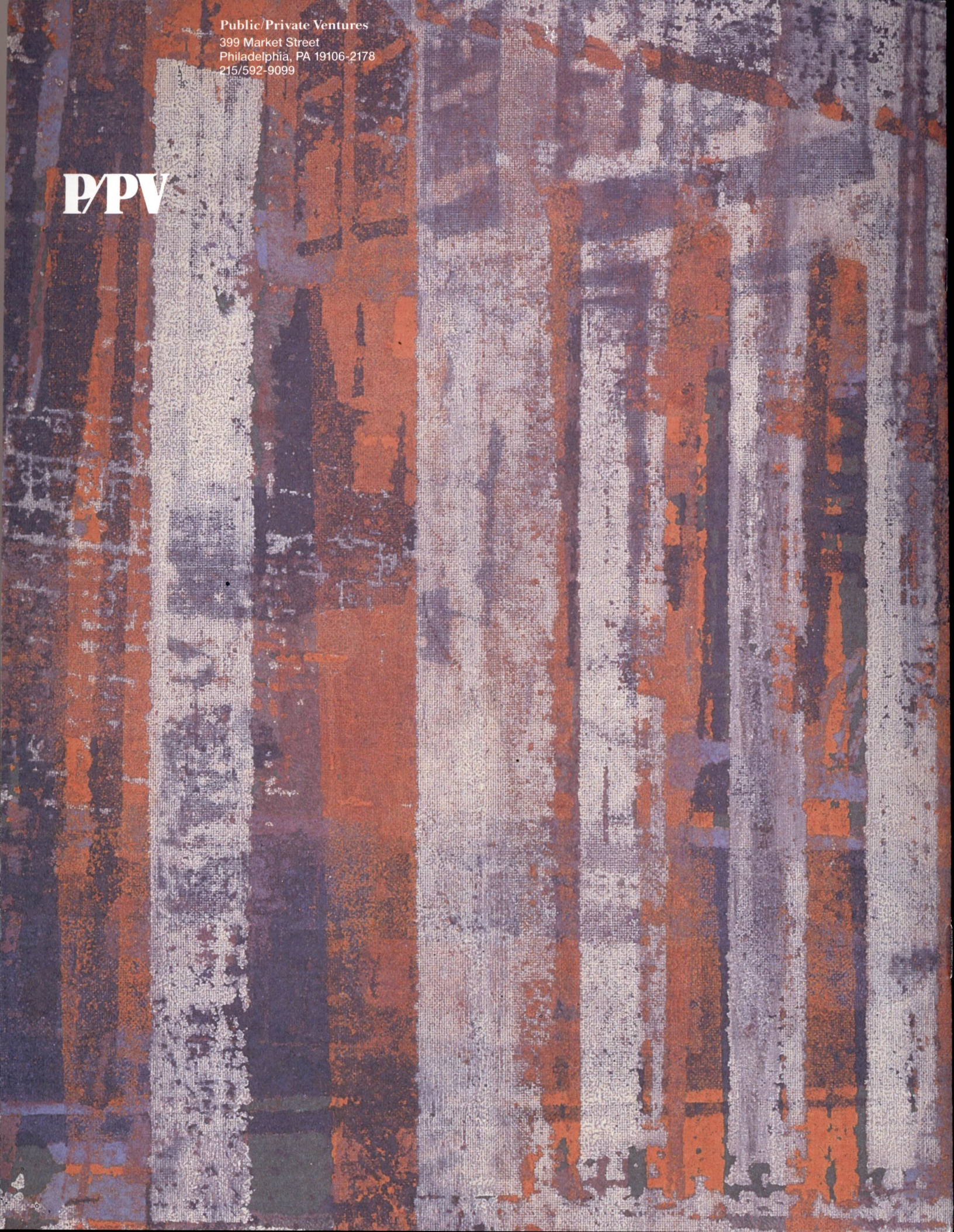
Peter Olson
James Klasen
Terry Lorant
Don Farber
Sam Sidowsky
Margaret W. Peterson
Tom Brummett
Kristina Eagan
Lewis St. Cyr
Photography

Waldman Graphics
Printing

Duke & Company
Typography

Public/Private Ventures
399 Market Street
Philadelphia, PA 19106-2178
215/592-9099

P/PV





March 5, 1991

Rex D. Adams
*Chairman
of the Board*

Michael A. Bailin
President

Gary Walker
*Executive
Vice President*

Board of Directors

Rex D. Adams
Michael A. Bailin
Judy Barker
Angela Glover Blackwell
Roy J. Bostock
Aan K. Campbell
Hillary Rodham Clinton
Alonzo A. Crim
Linda Darling-Hammond
Alice F. Emerson
Sandra Feldman
Harold Howe II
Stephen Oppenheimer-
Nicolau
Marion Pines
John W. Porter
Mitchell Sviridoff

Research Advisory
Committee

Frank Furstenberg
Robinson Hollister
Henry Levin
Frank Levy
Anita Summers
Marta Tienda

Mr. John Crosier, President
Business & Industry Association
122 North Main Street
Concord, NH 03301

Dear John:

Public/Private Ventures is pleased to submit this letter proposal to assess the design, implementation and effectiveness of the New Hampshire School Improvement Program. My understanding is that to be useful the assessment needs to be completed over the next month to six weeks. Thus we have designed a study that is quick, practical, focused and, while it will not answer any question definitively, it will provide useful information and insights about the Program's viability and usefulness.

The goal of the study will be to address three basic questions.

1. How well conceived is the basic design of the New Hampshire School Improvement Program, given what has been learned in other jurisdictions about school improvement?
2. How well does the way the Program has been implemented conform to what has been learned in other jurisdictions about good implementation practice?
3. What does the evidence available so far indicate about the Program's effectiveness?

Our plan for addressing these questions calls for three types of data collection and analysis: site visits to five of the 31 schools presently participating in the program to obtain information about program implementation and effectiveness; a telephone survey of an additional seven schools to obtain further information about program implementation; and a review of documents from the State, the New Hampshire Alliance for Effective Schools, and other sources which describe the basic design of the Program. Below I've discussed these approaches in a little more detail.

Data Collection

Our plan calls for visiting five Program schools for one day each. We'd prefer these five schools be from the original 15 chosen; we are not concerned whether the five are chosen randomly, to represent the best, or to represent a variety--so long as we are told what the basis for selection is.

Each school would be visited by a two- or three-person team. During the site visit, interviews will be conducted with school administrators, members of the local school Team, and parents and/or other members of the community to obtain information about local Program implementation and perceptions of effectiveness. In addition, a brief, self-administered survey will be handed out to teachers and support staff (counselors, resource teachers) to gather information about their perceptions of such factors as school climate, principal leadership, classroom management. Also, where feasible, we will interview the consultants who serve as facilitators to the school's Team. The interview guides and survey questionnaires will be modeled on the data collection instruments currently being used in our evaluation of the Cleveland School Improvement efforts. These instruments incorporate all of the salient variables associated with effective schools as identified in the effective schools research literature.

We would also conduct phone interviews with local Team members from another seven schools, to obtain further information about implementation. These schools would be chosen randomly from the remaining 26; this information would be used to strengthen and test the insights and findings about implementation gained from the five schools visited. In addition, we will want to spend one day in Concord interviewing individuals at the New Hampshire Alliance of Effective Schools responsible for administration of the Program at the State level. We will need to obtain copies of all pertinent documents which describe the original design of the Program and subsequent modifications.

Analysis

The first phase of the analysis will focus on addressing the question, "How well conceived is the basic design of the New Hampshire School Improvement Program?" This will be accomplished through a review of the documents which describe the original design of

the Program and subsequent modifications. The focus of the review will be on the extent to which the design incorporates those features found to be characteristic of effective schools similar to the types of schools present in New Hampshire. The review will also involve an examination of the extent to which the design includes the necessary factors for successful adaptation and implementation of the Program at the local level (e.g., financial assistance, training and technical assistance).

The second phase of the analysis will examine the question "How well does the way the Program has been implemented conform to what is known about good practice?" There will be two levels of analysis involved in addressing this question. First, in order to examine the implementation of the Program at the State level, we will expand upon the analysis of documents previously described. These data will be analyzed in conjunction with the information obtained from interviews with State-level administrators of the Program to provide a picture of how well the overall implementation of the Program conforms to what is known of best practice.

For the second level of analysis, we will examine how the Program has been implemented at the five visited schools and seven in the telephone survey. Again, this will involve a review of documents obtained locally ("Profiles" and "Action Plans"), coupled with analysis of the data obtained through interviews with principals, Team members, consultants, and parents/community members. An important focus of this analysis will be the extent to which local conditions have dictated modifications to the design of the Program, how changes have been made, and the extent to which the local Program as adapted is faithful to the original design and reflect the best of current practice.

The third phase of the analysis for this study will focus on the question, "What does the evidence available so far indicate about the Program's effectiveness?" Given the short time frame of this study and the relatively brief time in which the program has been in operation, we will primarily be looking for interim indicators of program effectiveness in addressing this question. These will include administrator, teacher, support staff, and parent/community member perceptions of improvement in such areas as school climate, student attitude toward

school, classroom management, coordination of instruction, parent/community involvement, etc. In addition to our analysis of these data, we will also review aggregate student outcome data on each of the five schools, beginning with the year prior to each school's participation in the Program, to see if there are any indications of improvement. The probability is low that this part of the analysis will produce significant findings, since the Program has been in place at each school for less than three years.

We would carry out the data collection during the March 18-29 period, and would analyze the data and write the report during the April 1-12 period. You would receive a copy of the report on April 16. Given the tight time schedule, the report would take the form of a lengthy memorandum, rather than a publishable document.

I see two potentially serious issues in carrying out the above plan. First, our total cost would be \$27,800. P/PV is a non-profit organization, so the costs include no fee, but they do reflect your request that we use experienced and senior staff to do this job quickly. While we're aware that you've not yet completed assembling the funding package, I need assurance that at least \$20,000 can be covered even now by New Hampshire organizations.

Secondly, our experience in other school systems is that approval to interview school staff and use interview instruments can take several months. In addition, the logistics of scheduling and obtaining documents can be a nightmare for an outside agency on this short notice. We would need a designated point person or persons in New Hampshire to:

- o Obtain the necessary formal approvals to carry out the study;
- o help us schedule interviews during the two-week interval for data collection; and
- o collect State and local documents regarding the School Improvement Plan, and individual school performance.

Timeliness in arranging each of the above logistical items will be critical to our completing this project successfully, on budget and on time.

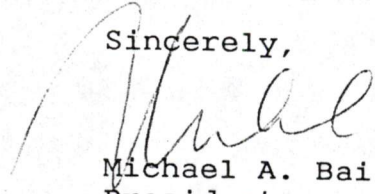
I would act as project director for this study, and my office would be the contact point at P/PV. I would use P/PV staff for the study, as well as several consultants that we

work with in our Cleveland school improvement study. I've gotten all these people to clear their calendars for the March 18-29 period, and those doing the analysis and writing are also available during the following two-week period.

I've included several documents to provide you with some information about Public/Private Ventures. Our Annual Report and brochure give general information; the remaining document gives you a sense of our work in the schools/business and school improvement area. If you need more background information, let me know. I've also included our projected budget for the study.

If you decide to proceed, I'd appreciate a quick response on the funding and local contact staff, and a sense on whether any formal approval required for this study will be forthcoming. Once those issues are resolved, we'll move ahead.

Sincerely,



Michael A. Bailin
President

MAB/lis

Enclosures

cc: Lew Feldstein

Public/Private Ventures
New Hampshire Charitable Fund
Preliminary Budget Proposal
March 5, 1991

<u>P/PV Staff & Consultants:</u>	<u>Days</u>	<u>Per Diem</u>	<u>Total Budget</u>
Michael Bailin	5	950	\$4,750
Gary Walker	2	780	1,560
Becky Hayward	6	510	3,060
Mary Moorhouse	3	430	1,290
Natalie Jaffe	4	390	1,560
Blair Rudes	8	390	3,120
Lallie O'Brien	3	380	1,140
Phyllis Synder	2	340	680
Dennis Sweeney	5	320	1,600
Subtotal Personnel			18,760
 <u>Travel</u>	 <u>#</u>	 <u>Estimate</u>	
Airfare	10	350	3,500
Hotel	20	100	2,000
Per Diem, Ground Transportation & Other	20	50	1,000
Subtotal Travel			6,500
 Administrative Overhead (10%)			 2,540
 TOTAL BUDGET			 \$27,800

PHONE MEMO

TO **3**

DATE 4/11

TIME 10:05 AM

FROM Priscilla -

AREA CODE NO. 668-0300

OF Getts from

EXT.

MESSAGE
 Mr. Zachos' office -
 no msg - will be
 available this after-
 noon for call back
 4/11 11:50 spoke with Priscilla -
 he does want to talk

SIGNED *[Signature]*

PHONED <input checked="" type="checkbox"/>	CALL BACK <input checked="" type="checkbox"/>	RETURNED CALL <input type="checkbox"/>	WANTS TO SEE YOU <input type="checkbox"/>	WILL CALL AGAIN <input type="checkbox"/>	WAS IN <input type="checkbox"/>	URGENT <input type="checkbox"/>
--	---	--	---	--	---------------------------------	---------------------------------



with you. If you can't call
today, he is around tomorrow.

A

SHEEHAN
PHINNEY
BASS +
GREEN

PROFESSIONAL
ASSOCIATION



ATTORNEYS AT LAW

April 9, 1991

1000 ELM STREET
P.O. Box 3701
MANCHESTER
NEW HAMPSHIRE
03105-3701
FAX 603-627-8121
603-668-0300

Rona Zlokower, Manager
Community & Government Relations
Digital Equipment Corporation
Continental Blvd., MK01-2/E15
Merrimack, NH 03054

Dear Rona:

Thanks for agreeing to serve on the BIA's Task Force on the School Improvement Program. We'll try to make it a manageable assignment.

Under separate cover, Kathy Eneguess of the BIA is sending you material including:

1. A listing of the members of the Task Force;
2. Our charge from the BIA;
3. Background information concerning the School Improvement Program;
4. Additional background material.

I would like to schedule an early morning meeting of our Task Force here in my office on Wednesday, April 17th at 8:00 A. M. I would not expect that it would take more than an hour - an hour and a half at the most. It would be an opportunity for us to informally discuss our mission and establish a potential schedule for further activity.

We anticipate that the evaluation report from P/VP will be received by each of us sometime during the weekend of April 20th. I have just talked with Michael Bailin, the head of P/VP, and we are thinking in terms of a meeting with him on Wednesday, April 24th or during one of the following two weeks, depending on his availability (uncertain at this time).

mtg changed to 7:30 am

have advised priscilla that 4/24 mtg would not be possible

Rona Zlokower, Manager
Community & Government Relations
April 9, 1991
Page 2

Further, depending on the conclusions and recommendations contained in the report, we may need to visit with the Governor, the legislative leadership, and others.

We will call you before Friday to confirm your availability for the meeting on the 17th.

Sincerely,



Kimon S. Zachos

pg
Enc: List of members of
Task Force

RONA ZLOKOWER

APR 10 1991

COMMUNITY RELATIONS



ADVISORY COMMISSION ON SCHOOL IMPROVEMENT PROGRAM

Kimon Zachos, Esquire
Chairman, BIA Advisory Commission
Sheehan, Phinney, Bass & Green
PO Box 3701
Manchester, NH 03105-3701 603/668-0300

Charles Clough
Chief Executive Officer
Nashua Corporation
44 Franklin St.
Nashua, NH 03061 603/880-2323

Douglas Pearson
President
NSS Corporation
PO Box 190
Bedford, NH 03102-0190 603/668-9696

Herbert Grant, Jr.
President
Grant Associates
982 Washington Rd.
Rye, NH 03870 603/964-7001

Rona Zlokower
Manager of Community & Government Relations
Digital Equipment Corporation
Continental Blvd, MK01-2/E15
Merrimack, NH 03054 603/884-5111

Kenneth R. Kendall, Jr., President
Kendall Insurance Company, Inc.
90 South Main Street
P. O. Box 1840
Rochester, NH 03867 603/332-5800



**CHARGE TO THE BUSINESS AND INDUSTRY ASSOCIATION TASK FORCE
ON THE
SCHOOL IMPROVEMENT PROGRAM**

Background to this study:

The New Hampshire Alliance for Effective Schools developed a program model which embraces major components of effective school literature. The program was named the School Improvement Program.

This program has been supported by a number of groups in New Hampshire and has drawn national attention as a model to improve public education. We recognize, as a business community, that changing an entire system of education may not yield immediate results therefore, there should be recognizable signs of progress and measurable milestones.

Because of the importance of public education to our state and the potential importance of the School Improvement Program model, the Business and Industry Association (BIA) has commissioned Public/Private Ventures (P/PV) to do an independent evaluation of this model program.

Knowing that school reform is a complex business, the BIA has sought expert help capable of placing New Hampshire's efforts in a larger, national context. Public/Private Ventures has been the leading consulting firm in the country working with business leadership to improve public schools.

The premise for commissioning the evaluation; if the School Improvement Program model and implementation of this model are working well this holds a high level of important potential for the state, and should be recognized. If on the other hand, the program does not hold such promise, public investment in the program should cease.

Creation of an Independent Task Force:

The Business and Industry Association has three goals for this Task Force

1. The members of this Task Force bring their own independent stature to this work.
2. An independent assessment of a program which has had BIA support from its creation.
3. This independent group brings more focus to this project than can the Board of the BIA given its' responsibilities during this legislative period when there are many issues to consider on behalf of the BIA membership.

The Task:

Public/ Private Ventures (P/PV) will report its findings to the Task Force by April 19, 1991. The focus of the report will be addressed in the three questions set out in the "Scope of Work"

How well designed is the program?
How well executed is the design?
What impact is the program having?

The Task Force is to assess the repertoire of the evaluators and report on the value and importance of the School Improvement Program. The Task Force will place the P/PV evaluation in a New Hampshire context. The Task Force report should address the following:

Should the BIA continue to support the School Improvement Program?

Should the BIA and other business groups support public funding for the Program?

If the answer to these questions is negative, the Task Force does not have any further work. If the answer is positive, the Task Force will need to address the following questions:

How should the BIA and other business groups continue to monitor and evaluate the program? How should the BIA be "a different partner" with the Program.

Are there suggested changes that should be made in the Program?

PUBLIC PRIVATE VENTURES IN BRIEF

Public/Private Ventures (P/PV) is a nationally known not-for-profit corporation that designs, manages and evaluates social policy initiatives. P/PV conducts its work on behalf of government agencies, foundations and corporate sponsors. P/PV's findings are widely disseminated to policy makers, project planners and program managers in both the public and private sectors.

Since its establishment in 1977, P/PV has received support from federal, state and local governments, corporations and private foundations. During fiscal year 1990, support from 16 foundations and 17 corporations constituted 65 percent of P/PV's budget. P/PV also received funds from the U.S. Department of Labor, states and local governments, and Corporate Associates who make annual contributions.

P/PV has strong research capabilities in the following areas: quantitative analyses and qualitative evaluations of education and employment and training programs; policy analysis in education, teenage pregnancy prevention and youth employment; basic labor market/labor force studies; and survey research. P/PV's research skills are augmented by a strong data processing/programming department.

Most of P/PV's quantitative research is conducted in consultation and/or collaboration with Mathematica Policy Research, Inc. All research, both quantitative and qualitative, is enriched by the advice and counsel of our Research Advisory Committee, whose members include Robinson Hollister of Swarthmore College, Henry Levin of Stanford University and Marta Tienda of the Population Research Center. The P/PV board of directors oversees all work and includes several trustees whose interests and backgrounds are particularly relevant to the School Development Program: Harold Howe II of Harvard University; Sandra Feldman, president of the United Federation of Teachers; Alonzo Crim, former superintendent of the Atlanta public schools; and John W. Porter, superintendent of schools for the City of Detroit.

P/PV offers a blend of highly skilled quantitative analysts and experienced qualitative evaluators of education, and employment and training programs.



SCHOOL IMPROVEMENT PROGRAM ASSESSMENT

The Business and Industry Association and the New Hampshire Charitable Fund have asked Public/Private Ventures (P/PV) to assess the design, implementation and effectiveness of the School Improvement Program.

The goal of the study will be to answer the following questions:

How well conceived is the basic design of the New Hampshire School Improvement Program, given what has been learned in other jurisdictions about school improvement?

How well does the way the program has been implemented conform to what has been learned in other jurisdictions about good implementation practices?

What does the evidence available so far indicate about the programs effectiveness?

The design of the study will include interviews with opinion leaders in business and education, community/school on-site visits, telephone interviews and interviews with New Hampshire's political leadership.

The results of the study will be reported to a Commission chaired by Kimon S. Zachos of Sheehan, Phinney, Bass & Green. The results are expected by the end of April, 1991.

Enclosed please find a list of Commission members and literature on Public/Private Ventures. For further questions, please contact John Crosier.



PRESS RELEASE

FOR IMMEDIATE RELEASE

Contact: John Crosier, 603/224-5388

March 13, 1991

BIA COMMISSIONS STUDY OF NH SCHOOL IMPROVEMENT PROGRAM

(CONCORD, NH) -- The Business and Industry Association of NH (BIA) has commissioned a comprehensive analysis of the state's three-year old School Improvement Program (SIP), an innovative initiative designed to make schools more effective. The review is being conducted by the non-profit Public/Private Ventures, a national leader in the design, management and evaluation of education policies and other programs which aid young people in becoming productively employed and self-sufficient. The BIA is one of fifteen founding member organizations of the New Hampshire Alliance for Effective Schools, which administers the School Improvement Program (SIP).

"Although it is far too early to draw conclusions, we feel that three years into the program, there should be evidence of SIP's impact in participating schools," says John Crosier, President of the BIA. "It is therefore appropriate to identify and evaluate the preliminary results at this time."

Crosier indicates Public/Private Ventures is conducting an extensive examination of the program, focusing on three main areas:

- * The basic design concept of SIP
- * The program's implementation
- * Early evidence of SIP's effectiveness

Crosier says the six-week study will include on-site visits, telephone interviews and a review of documents from various sources. The research team will report to an independent commission appointed by the BIA, and chaired by Manchester attorney Kimon S. Zachos.

-more-

A partner with Sheehan, Phinney, Bass & Green, Professional Association, Zachos is also a former state legislator and a prominent member of the New Hampshire business community. The findings of the study are expected in April.

"Public/Private Ventures' business is developing educational strategies to improve policies and practice for our nation's youth," Crosier states. "Since their founding in 1977, PPV has conducted projects and done research in more than 100 localities. There is no better-qualified group to conduct this evaluation, and I am confident their report will be thorough, accurate and insightful."

Public/Private Ventures is headquartered in Philadelphia, and counts among its corporate associates the American Express Philanthropic Foundation, Colgate-Palmolive, Dean Witter Reynolds, Exxon Corporation, General Motors, Mobil Oil Foundation, Prudential Insurance Company, Union Carbide and United Technologies. PPV President Michael A. Bailin is serving as Project Director for the study.

Thirty-one New Hampshire schools are currently enrolled in SIP, and approximately a dozen applications are pending. The program involves teachers, administrators, students, parents, school board members and other community members in a collaborative effort to make schools more effective. New Hampshire's School Improvement Program, although relatively new, has already received national recognition for its effectiveness from the United States Congress, the U.S. Department of Education, the National Council of Foundations as well as many other organizations.



TASK FORCE ON SCHOOL IMPROVEMENT PROGRAM

Kimon S. Zachos, Esquire
Chairman, BIA Advisory Commission
Sheehan, Phinney, Bass & Green
PO Box 3701
Manchester, NH 03105-3701
603/668-0300

Charles Clough
Chief Executive Officer
Nashua Corporation
44 Franklin Street
Nashua, NH 03061
603/880-2323

Douglas Pearson
President
NSS Corporation
PO Box 190
Bedford, NH 03102-0190
603/668-9696

Herbert Grant, Jr.
President
Grant Associates
982 Washington Road
Rye, NH 03870
603/964-7001

Rona Zlokower
Manager of Community & Government Relations
Digital Equipment Corporation
Continental Blvd., MK01-2/E15
Merrimack, NH 03054
603/884-²⁹⁶¹~~5111~~

Kennett ("Skip") R. Kendall, Jr.
President
Kendall Insurance Co./Corroon & Black Corp.
90 South Main Street
PO Box 1840
Rochester, NH 03867
603/332-5800

RESOURCES

John D. Crosier
President
Business & Industry Assn.
122 North Main Street
Concord, NH 03301
603/224-5388

Lewis Feldstein
President
NH Charitable Fund
1 South Street
Concord, NH 03301
603/225-6641

Katharine A. Eneguess
Policy and Research
Business & Industry Assn.
122 North Main Street
Concord, NH 03301
603/224-5388