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ABSTRACT

A profile of leadership behaviors that describes principals who successfully improve schools has emerged from effective schools literature and research of the corporate world. Instructional leadership involves four technical tasks that comprise a leadership profile: curriculum development, teaching supervision, staff development, and teacher evaluation. Studies indicate, however, that principals tend to spend the greater part of their time on management and operations activities and that school systems generally lack incentives for creating improvements. Research identifies four behavioral patterns among leaders: (1) Sense of vision (vision draws faculty attention to key curriculum areas and includes skills of consensus building and seeking creative solutions. (2) Organization developer (to develop an organization of people committed to excellence, leaders use skills in team building and conflict resolution. Understanding internal changes can mobilize faculty for improvements). (3) Instructional support. The principal must have expertise in teaching and designing effective staff development programs. (4) Monitoring learning. Successful principals monitor activities, a task analogous to management's "control" function. Skills include establishing clear indicators of student performance and providing progress reports to parents and faculty. These leadership behaviors rely on a knowledge base concerning the efficacy of various strategies or school improvement interventions. H. Walberg's (1984) findings on the relative power of factors such as home and school climate in enhancing student performance provide a useful conceptual framework for enterprising principals. A bibliography, charts, and tables are appended. (CJH)

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HOW EFFECTIVE INSTRUCTIONAL LEADERS GET RESULTS

Gordon Cawelti, Executive Director, Association for Supervision and Curriculum Development, Alexandria, Virginia

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Several recent events show increasing recognition of the vital leadership role of the school principal in shaping an instructional program appropriate to the needs of all students in the decades ahead. The nation's governors have recognized this critical issue, research on effective schools has validated the vital role of principals in schools that consistently achieve above expectations, and local school boards and superintendents are facing up to just what this means if such building-level leadership is to be assured. Congress has recognized the national significance of developing school leaders by their recent passage of Public Law 98-558, "Leadership in Education Administration Development Act," which authorized over \$7 million in training in this area.

A profile of behaviors for principals is emerging that will describe those who will be most successful during the next decade, and these behaviors can be developed if taken seriously by these building leaders and the school district itself.

In addition, a knowledge base is developing which is essential for instructional leaders to possess if they are to "get results" and improve their accountability to the public. Through meta-analysis research, it is becoming clear that some interventions engineered by the principal are much more useful in improving school productivity (results) than others.

Origins of This Profile of Behaviors

The Five-Factor Theory (FFT) articulated by the late Ron Edmonds (1) and others confirms the common-sense observation that effective schools are lead by strong principals. Although the FFT was not thoroughly articulated at the outset, subsequent research (2) provides greater insight into a pattern of activities and values among effective principals which are increasingly reflected in staff development activities for them.

Even more research and organizational analyses are reported from the corporate world (3) where the effectiveness criteria include how innovative or responsive selected companies tend to be, their records over the years for return on investment, and careful attention to how they treat their employees. In most instances, these studies concentrate on the leaders and the organizational environment they have created.

From these two sources, a profile of behaviors has emerged which describes those principals who will be most successful at making schools even better over the next several years. In some respects, these behaviors are a reformulation of classic management functions in the school setting, changed to reflect the expectations which exist for instructional leadership. The literature on leadership over the decades includes many "lists" of things

somebody believed tended to characterize leaders. Such behaviors are described by historians, psychiatrists, social scientists, and other organization scholars.

The important distinction between such previous efforts and this formulation of a profile of behaviors lies in the consistency with which they appear in school and private-sector research over the past half dozen years. Further, this new profile reflects attributes which can be enhanced when appropriate staff development and other experiences for principals are provided. The behaviors reflect improved understanding of people and groups, with advances in the technology or knowledge base of instruction.

Thus, my central contention is that certain kinds of behaviors obviously do have more "payoff" in terms of school effects, and that principals will benefit from planning their own professional development along these lines. Tangible suggestions are offered as illustrations of activities that can be undertaken at the district level or at the state and national levels in developing instructional leadership skills.

Assumptions About the "Technology" of Instructional Leadership

By technology, I refer to the knowledge base underlying instructional leadership. You can't lead something you don't know anything about, and we now know a great deal about teaching, how to improve it, and the processes employed to strengthen the curriculum. While much of practice in schools does not reflect this knowledge base, those leaders whose skills reflect such knowledge will obviously have more impact on practice.

I believe that the essence of instructional leadership centers around four technical tasks or processes that must be utilized. The tasks constitute the mainline activities of the school principal whose primary concern is getting results on agreed-upon goals of the school.

These four technical tasks are: (1) curriculum development, (2) supervision of teaching, (3) staff development for improved teaching, and (4) teacher evaluation. Each of these represents tasks the principal can employ to improve instruction. Current practice suggests the results of such activities are mixed. Thus, while teacher evaluation may be used to improve instruction, perhaps more often it is simply tolerated as a board of education requirement with little expectation that teachers will be helped with daily instructional problems. The same is true for the other tasks in some schools.

Previous studies suggest a broad range of times spent by various principals on the four tasks collectively, but time-log studies reveal that a range from 20% to 30% of time is spent on instructional leadership activities thus defined. Obviously, this means that very often three quarters or more of the principal's day is spent on more management or operations kinds of activities. Table 1 depicts this finding of the distribution of time spent in various activities. However, such studies also report that some principals spend up to half their time in instructional leadership activities while others spend about 10%. As a whole, elementary principals spend more time on instructional leadership

than secondary principals. Table 1 suggests that typically about a fourth of the day is spent on instructional leadership activities compared to all the other management and operations types of demands on the principal's time.

Thus, while university graduate programs exhort principals to go forth and exhibit instructional leadership, the realities seem to compel attention to supervising lunch rooms, dealing with parent or faculty conflict, handling building maintenance problems, and responding to central office demands and discipline matters.

There are several reasons for this. Very often graduate programs do not focus sufficiently on the four technical tasks of instructional leadership, thus confidence is not high in areas such as curriculum and instruction. The reward system in school districts often tends toward conformity and not creative efforts in school improvement. Without incentives and recognition, the norm almost always tends toward conforming behaviors.

An Emerging Profile of Leader Behaviors

If we proceed on the assumption that these four technical tasks are crucial to the instructional leadership role, what is the pattern of behaviors among leaders that is suggested by the research on effective corporate and school leaders whose organizations consistently get good results? And what can be done to enhance such behaviors since they appear to be of such critical importance?

I. Sense of Vision

I have long felt that a chief weakness of would-be instructional leaders is their inability to articulate a sense of direction for the school. If a principal cannot describe to the Rotary Club what he or she thinks a great school should look like, it simply is not going to happen. This is even more critical in terms of conveying meaning to parents and central office personnel.

Within the school effectiveness context, this is expressed as providing "academic focus" or "instructional emphasis" as the means to help a faculty concentrate its efforts on key curriculum areas. Thus, the matter of reaching consensus on school goals or areas of emphasis becomes critical in articulating a vision of what might be.

Many schools and districts now are engaged in strategic planning to better anticipate the kind of education appropriate to their students' futures. This is nothing more than a systematic process for judging the implications of the many changes that are upon us--social, political, demographic, economic, and technological trends that are, or should be, affecting the school program.

The truly creative element of strategic planning is not crunching numbers describing such phenomena, but rather determining their implications

for what the schools should be doing that is new or better. As schools attempt to articulate a central mission in such a process, leaders must help their groups develop a vision of the kind of schools they wish to become.

(editor's note: please insert Maccoby quote somewhere in "vision context above)

Skills Needed to Develop the "Vision" Behavior

- o Skill in the group process of consensus building
- o Ability to scan large amounts of information and interpret its significance for the school
- o Seeking creative solutions for educational needs of students
- o Clearly articulating views to parents, faculty, and community groups

Not only do instructional leaders need to develop a vision of what might be, they must possess values and ideals about which they feel strongly and upon which they base their actions. Such convictions are apparent in past leaders such as Ghandi, Martin Luther King, and Franklin Roosevelt. From Thomas More's classic defiance of the King of England to the "whistleblower" in the Pentagon, such constancy of action also is critical with instructional leaders in providing purpose to their organizations.

II. Organization Developer

If there is a single message coming through again and again from the several studies in the corporate world, it is that people perform better when made to feel that their work is significant and valued. Leaders described in the studies varied widely in their styles, appearance, social interaction, and other qualities but they clearly developed an organization of people strongly committed to intense work and excellence in their product or service.

The principal's job becomes one of developing norms of hard work and dedication toward assuring success for all students. Principals' faculties need to have the expectation and the opportunity to continually plan for school improvement. The more common pattern in too many schools is that teachers have no time for anything but teaching and, thus, cannot be expected to make a real contribution to school planning.

Many principals are now faced with mandated career-ladder plans which prescribe varying levels of teachers from master teacher to those being inducted into service. Other plans call for new roles for teachers such as diagnostician, learning specialist, or evaluator. In each instance, it is a matter of responding to organizational needs through new roles which provide the expertise needed for a successful, total instructional system. If these new roles are not accommodated, such expectations fall upon the already heavily burdened principal.

The principal who understands the changing nature of individuals and groups and is able to mobilize a faculty on concerted efforts for school improvement will be the most successful in the decade ahead. When such efforts afford clear evidence of improved school productivity, educators will be in a much better position to be fully accountable to the public...a demand that is not going to go away.

Skills Needed to Excel as "Organization Developer"

- o Ability to engage in team building activities
- o Expertise in conflict resolution
- o Ability to diagnose and correct organizational pathology such as low morale or communication problems
- o Prowess in shared decision-making and managing effective meetings
- o Skill in facilitating community involvement

We tend to think of Lee Iacocca as the classic charismatic corporate leader, but he also is successful in instilling a sense of worth and highly competitive spirit among employees in the organization. Principals who are willing to experiment with problem-solving mechanisms such as quality circles, who understand about the "quality of work life" concept, and provide the school with traditions of what Terry Deal refers to as rituals or customs will move in the direction of other highly successful corporations.

(editor's note: please insert Kanter quote in this OD context)

III. Instructional Support

The school exists as an institution of teaching and learning, and if there is an area of expertise that must be possessed by the school principal, instructional support is it. Most principals do not have, on a regular basis, supervisory personnel who are available for assisting their teachers in improving instruction.

Current proposals to hire "managers" of schools, in my view, are badly misguided and recommended by novices who lack experience in elementary schools. Due to the absence of expertise in teaching, this responsibility falls directly on the principals, many who demonstrate thorough grasp of the fundamentals of teaching needed by teachers. Such skills include how to prepare a lesson from start to finish, how to adapt teaching styles to the various learning modalities dominant in different children, and how to maximize using instructional time through effective classroom management skills.

Today's principals who are most respected by their teachers demonstrate not only that they know a great deal about teaching, but also

that they are capable of helping others through workshops or demonstration teaching. The patrons of a school are increasingly impatient with those teachers who fail to set high standards for their children, who cannot "explain things" well, or who show very little interest in the particular learning problems of their children.

Because the complexity of teaching is becoming more and more apparent, perhaps even more complex than medicine, the future may see the development of more teacher-specialists in such areas as diagnosis, use of technology, evaluating student performance, and learning itself. Such teachers will continue to teach but will also spend more time consulting with other teachers needing help and conferring with colleague teachers who have other specializations. In such a setting, principals will play a new kind of role of facilitating the decision-making process of instructional delivering.

In addition to teaching as an area of expertise, the principal must know how to design and implement effective staff development programs. Teachers often have suffered through poorly conceived workshops that are a "turnoff" and a waste of time. Good staff development for adults involves (1) a strong theory base, (2) opportunity for instruction, interaction, and involvement on skills that can be used tomorrow, (3) modeling of good practice through direct observation or film, and (4) practice of the skill to be acquired. In addition, there must be followup coaching and feedback as the teacher tries the new teaching strategy in the classroom. Principals serious about improving teaching must insist that these elements of good staff development be provided, and seek a long-term commitment for such undertakings before they consume the precious time of their teachers.

Skills Needed to Provide the "Instructional Support" Role

- o Ability to demonstrate the fundamentals of teaching
- o Providing reliable feedback to teachers on their teaching
- o Knowledge of the elements of effective staff development
- o Functioning in a supervisory role which helps teachers to expand their repertoire of strategies within various subjects

It is more and more important that helping principals in their instructional support role becomes a high priority at the school-district level and with their professional associations. Significant developments are underway in many schools to enhance the intellectual development of students in such areas as critical thinking, reasoning, problem-solving, and creativity. The principal who recognizes how central this is to a successful instructional program will be of most value to the faculty in the future.

IV. Monitoring Learning

This pattern of behaviors is clearly delineated within the FFT of school effectiveness which means that when observers examined the behavior

of principals in high achieving schools, the principals spent more time in monitoring activities than control-school principals did. The monitoring function is very closely analagous to the classic management function of "control" which means, very simply, regularly retrieving data on how well an organization is attaining its goals.

This is usually more simply accomplished in the business world by examining sales and profits, while in education the indicators of student learning are multiple and complex. However, more and more, the public is demanding reliable and understandable information about the performance of students, and the evidence is convincing that they are willing to spend more public dollars for schools if they can see results.

Principals who take the monitoring function seriously spend more time designing evaluation programs appropriate to the curriculum, and they engage their faculties in using evaluative data to plan for school improvement. Of course, there are abuses of such accountability plans such as concentrating on only a few of the important goals of the school. When this is done, all pretense of concern for a broadly balanced curriculum is lost since what one reports publicly tends to describe what is important.

At both state and national levels, there is a trend to establish "indicators" of school performance which include such traditional measures as reading and mathematics scores, student composition ability, and other subject area tests. Because these measures are most feasible, such testing ignores other important evaluative techniques that also are reliable and perhaps even more important. Advances are being made in evaluating more complex intellectual tasks such as creativity and critical thinking. Since these are usually goals of the school, they must be used along with more conventional measures.

Skills Needed to Develop the "Monitoring" Behavior

- o Establishing clear indicators profiling a balanced array of student performance
- o Providing periodic reports to parents and faculty of progress made in attaining these goals of the school
- o Utilizing such data with the faculty in selecting interventions or strategies to improve weaknesses
- o Assuring that teacher-made evaluation devices measure significant outcomes such as comprehension, application, creativity, or critical thinking
- o Making appropriate use of norm-referenced and criterion-referenced tests
- o Assuring congruity between goals, instructional materials, and examinations

Those principals who recognize the importance of monitoring

learning can do a lot to reduce the pressures of mandated testing from above which affords a very limited view of the important teachings of the school. The public demands for accountability are not going to go away, but most patrons will regard their schools as "good" ones if tangible evidence of progress toward goals is apparent to them.

All of us are seeking the model school that provides a high degree of assurance that all children attending will experience success. I am convinced that, in the years ahead, this "model" school will look quite different in different communities as it establishes a variety of programs in response to particular problems or needs of students.

Interventions That Improve Productivity

It is contended that successful principals more and more will be concentrating their energies in these four areas...articulating a vision of the school that is desired, working toward faculty unity of direction, providing instructional support to teachers, and monitoring learning.

These behaviors must rely on a knowledge base concerning the efficacy of various strategies or school improvement interventions, and we are finding that obviously some such interventions are more productive than others. Many state-mandated interventions, while perhaps well intentioned, are feasible, politically popular, and appear to offer hope for improvement, but the evidence suggests they have little effect on student learning. A recent study concludes, for example, that merit pay programs do not result in improved student achievement!

A significant contribution to our knowledge base about the relative power of various interventions in improving student achievement has been reported by Walberg (4). He developed a conceptual framework for examining school productivity (see Figure 2) which contends that the primary influences on student learning are student aptitude factors, the amount and quality of instruction, and environmental factors such as the home and school climate.

Through meta-analysis of over 3000 studies over a period of several years, Walberg and his colleagues derived a statistical estimate of the "potency" of many interventions that are available to school principals and their faculties. Put simply, they examined the best experimental research they could find on a wide array of topics (interventions) and calculated an "effect" statistic in the form of standard deviations above the mean. That is, where a statistic of 1.0 is reported in the effect column, this means that experimental results using that intervention, on the whole, obtained results one standard deviation above the average scores of the control group. Put another way, this means that 85% of the students involved in a particular intervention scored at a given level of mastery rather than 50% of the students which normally would be the case without the intervention.

Figure 3 reports the results of Walberg's work in the area of instructional time and quality. This data makes it apparent that interventions attending to such factors as reinforcement, acceleration, reading training, mastery learning, and cooperative learning are far more

powerful (improve student achievement more) than attention to grouping, class size, or programmed instruction. Note that the list of factors is by no means complete since there are many areas for which good research has not been reported. In addition, this synthesis extends back over several decades and probably is not a good estimate, for example, of recent advances in the area of computer-assisted instruction.

Figure 4 reports the efficacy or potency of certain environmental factors. Experiments suggest that graded-homework programs yield positive results and are an inexpensive way of extending student learning time. It also obviously is worth the time of those principals and teachers who have worked on school climate and class morale since it verifies the obvious...students perform better when they like their schools and feel the institutions value them as individuals.

Enterprising principals will have experience with other interventions they have found to significantly enhance student achievement, but these data suggest a number of school improvement approaches that do "get results." It is apparent that most of the variables described here compel effective staff development programs for teachers. Training programs exist in the payoff areas such as for improving reading, cooperative learning, or mastery learning, but the principal must be thoroughly familiar with what these programs consist of if they are to give leadership to their faculty.

Conclusion

The rich lore of studies in leadership continue to contribute to our understanding of what successful leaders actually do. There have been many expressions over the years of desired qualities or behaviors thought to characterize effective principals, but a clearer profile of such qualities is emerging that must be recognized as a proliferation of training activities develops in local school districts and at the state level.

I believe that good leaders are also risk takers, have a set of values that is consistently expressed in their behaviors, and are sufficiently flexible in their style to respond appropriately in a wide variety of situations. While these are critical attributes of successful leaders, they are more difficult to cultivate through training or other experiences. The four behaviors describing this emerging profile can be enhanced through a series of experiences and specific training programs which can be provided by school districts, professional organizations, or other agencies.

The best schools of the future will be those that are responsive to student needs, the changing technology of education, and the public interest. Resourceful principals must continue to grow professionally in order to contend with an accelerating rate of change affecting all aspects of the human condition.

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Suggested box quotes within the article:

"What is most significant to developing leadership is three qualities all six share which correspond to the most positive attributes of the new social character: a caring, respectful, and responsible attitude; flexibility about people and organizational structure; and a participative approach to management, the willingness to share power. Furthermore, they are self-aware, conscious of their weaknesses as well as strengths, concerned with self-development for themselves as well as others."

- Michael Maccoby (p. 221)

"Organizational power tools consist of supplies of three 'basic commodities' that can be invested in action: information (data, technical knowledge, political intelligence, expertise); resources (funds, materials, space, time); and support (endorsement, backing, approval, legitimacy)."

- Rosabeth Moss Kanter (p. 159)

"A Theory Z culture has a distinct set of such values, among them long-term employment, trust, and close personal relationships. No area or facet of a Z company is untouched by that culture, from its strategies to its personnel; even its products are shaped by those values. Of all its values, commitment of a Z culture to its people--its workers--is the most important."

- William Ouchi (p. 195)

"To choose a direction, a leader must first have developed a mental image of a possible and desirable future state of the organization. This image, which we call a vision, may be as vague as a dream or as precise as a goal or mission statement. The critical point is that a vision articulates a view of a realistic, credible, attractive future for the organization, a condition that is better in some important ways than what now exists."

- Bennis and Nanus (p. 59)

EFFECTIVE LEADER BEHAVIORS

1. VISION

**2. ORGANIZATION DEVELOPER
(PARTICIPATIVE)**

3. INSTRUCTIONAL SUPPORTER

4. MONITORS INSTRUCTION

5. RESOURCEFUL

INSTRUCTIONAL LEADERSHIP TASKS

- CURRICULUM DEVELOPMENT
- SUPERVISION
- STAFF DEVELOPMENT
- TEACHER EVALUATION

TYPICAL PERCENTAGE OF TIME PRINCIPALS SPEND ON INSTRUCTIONAL LEADERSHIP VS MANAGEMENT TASKS

25%

75%

I.L.				
C U R R I C U L U M D E V E L O P M E N T	S U P E R V I S I O N	S T A F F D E V E L O P M E N T	T E A C H E R E V A L U A T I O N	DISCIPLINE
				MANAGEMENT
				OPERATIONS
				PAPERWORK
				EXTERNAL RELATIONS
				ETC.

Figure 2. Causal Influences on Student Learning

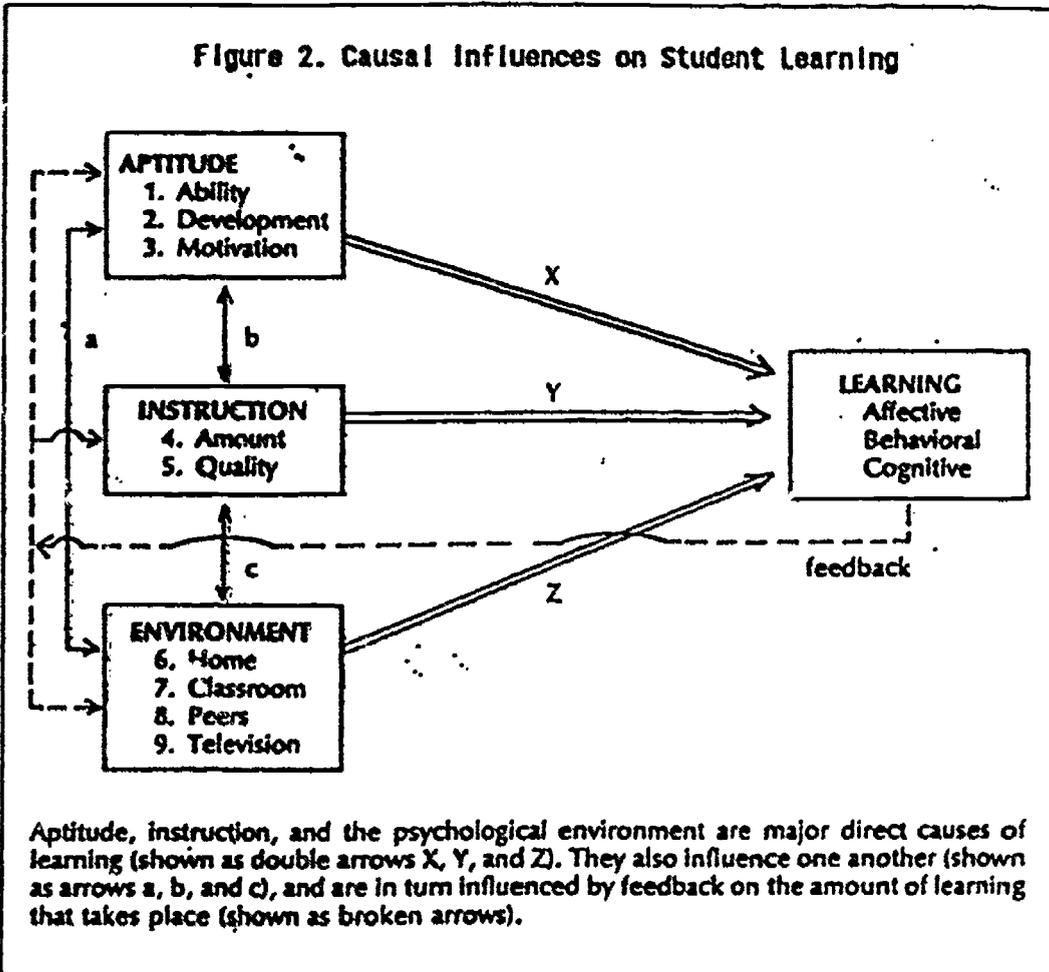


Figure 3. Instructional Quality and Time Effects on Learning

Method	Effect	Size
Reinforcement	1.17	XXXXXXXXXXXX
Acceleration	1.00	XXXXXXXXXXXX
Reading Training	.97	XXXXXXXXXXXX
Cues and Feedback	.97	XXXXXXXXXXXX
Science Mastery Learning	.81	XXXXXXXXXXXX
Cooperative Learning	.76	XXXXXXXXXXXX
Reading Experiments	.60	XXXXXXXXXXXX
Personalized Instruction	.57	XXXXXXXXXXXX
Adaptive Instruction	.45	XXXXXX
Tutoring	.40	XXXX
Individualized Science	.35	XXXX
Higher-Order Questions	.34	XXX
Diagnostic Prescriptive Methods	.33	XXX
Individualized Instruction	.32	XXX
Individualized Mathematics	.32	XXX
New Science Curricula	.31	XXX
Teacher Expectations	.28	XXX
Computer Assisted Instruction	.24	XX
Sequenced Lessons	.24	XX
Advance Organizers	.23	XX
New Mathematics Curricula	.18	XX
Inquiry Biology	.16	XX
Homogeneous Groups	.10	X
Class Size	.09	X
Programmed Instruction	-.03	-
Mainstreaming	-.12	-X
Instructional Time	.38	XXXX

Note: The X symbols represent the sizes of effects in tenths of standard deviations.

Figure 4. Home, Peer, Class Morale, and Media Effects

Method	Effect	Size
Graded Homework	.79	XXXXXXXXXX
Class Morale	.60	XXXXXX
Home Interventions	.50	XXXXX
Home Environment	.37	XXXX
Assigned Homework	.28	XXX
Socioeconomic Status	.25	XXX
Peer Group	.24	XX
Television	-.05	X

Note: The X symbols represent the sizes of effects in tenths of standard deviations or correlations.