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Educational restructuring: Attributes promoting change

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EDUCATIONAL RESTRUCTURING: ATTRIBUTES PROMOTING CHANGE

A Thesis

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Abstract

This thesis examines educational restructuring and reform literature, identifies the most popular attributes of restructuring, and then surveys principals and teacher leaders at school sites implementing restructuring through California Senate Bill 1274. A questionnaire was developed using the eighteen most common restructuring attributes identified in the literature. Four primary issues were addressed: (1) identify to what extent restructuring schools are using the eighteen attributes; (2) identify the subjects beliefs about restructuring priorities; (3) clarify perceptive differences about school restructuring between principals and teachers; (4) identify single personality leadership characteristics in school reformers. Findings indicate that four areas of restructuring are used frequently, five attributes are used with moderate frequency, and ten attributes are currently applied with a low level of frequency. Other findings indicate that having shared beliefs among stakeholders is top priority to begin restructuring, although this attribute ranked with a low frequency of practice by respondents. Further findings indicate that principals have a much more positive view of restructuring progress at their schools than teachers, and that principals view their leadership more often as persuasive visionaries, and teachers see themselves as creative intellectuals.

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CHAPTER I

INTRODUCTION AND RATIONALE

Public school restructuring revises the agenda of public education by legitimizing changes that show some promise in providing students with greater academic achievement. Those reforms which survive incubation then become worthy of continuation or replication by others, amplifying the initial results of restructuring. Public education in the state of California began statutory restructuring in 1983 by raising standards, lengthening the school year, and providing opportunities to further professional development of teachers. Since the inaugural reforms were implemented, the pace of restructuring has accelerated with many statutory and agency initiated changes. The California Department of Education created movement in restructuring with its first task force report, *Caught in the Middle*. It has subsequently published three other reports, *It's Elementary*, *Second to None*, and *Here They Come, Ready or Not*, effectively covering kindergarten through twelfth grade education with suggestions for reform.

The state legislature instigated further change through passage of Senate Bill 1274 (SB 1274), a statute which created monetary grants to be awarded to schools who were planning substantial changes in their schools through restructuring. In 1991, 212 schools were awarded planning grants, and for the 1993-1994

school year, 146 of these schools received implementation award

The combination of state publications and grants has led to a

multitude of restructuring attempts in California schools.

Problem Statement

The intent of this thesis was to survey teacher and

administrator leaders who were actively involved in leading

educational restructuring at elementary and secondary school sites

awarded restructuring grants in California through SB 1274. A

review of literature related to school restructuring revealed that

many schools and districts have used a wide variety of means and

processes to restructure schools. There appeared no common system

or procedure for how schools should restructure, though some

changes implemented emerge as precursors to others that follow.

Throughout the literature were consistent practices attributed

to school reform which were similar or duplicated by others. These

practices, or attributes, were coded and clustered into groups

because they had the same characteristics for reform. The

attributes were taken from a composite of school restructuring

participants across the country who were featured in the literature

review. Eighteen attributes that promote school restructuring with

a high rate of frequency in the literature were selected. None of the

schools or districts in the literature were using all eighteen

attributes in their restructuring efforts. Prior research into

restructuring has not used this list of attributes. Clustered

together, these attributes are most frequently used in successful school restructuring. The object of this study is to determine to what degree the subjects are using the eighteen attributes actively to promote school restructuring and their own beliefs about which components of restructuring have priority over others. The results will be secured through a survey instrument which will measure the respondents' restructuring practices plus reveal their own experiential bias with implementing restructuring priorities.

Research Questions

Objectives:

After identifying the eighteen attributes which consistently promote school restructuring, objectives had to be delineated that would give structure to this topic with a wide scope and many practices. Three objectives emerged as significant to study at this time when schools in California are only in their first years of restructuring.

The first objective was to determine to what degree of frequency the subject schools receiving SB 1274 grant rewards are using the eighteen attributes actively promoting school restructuring. The second objective was to identify the subjects' beliefs about priorities in restructuring to determine experiential bias in implementing restructuring. The third objective was to identify perceptive differences about school restructuring between principals and teachers. The fourth objective was to identify one

personality leadership characteristic of subjects who are piloting restructuring reform at each school site.

Foreshadowed problems:

After formulating these objectives, problems that could result were identified. The first expected result was that administrators in an active school setting do not have an additional eight minutes of time to complete a questionnaire. Another problem is that the subjects may complete the questionnaire favorably to embellish the positive image of their school, not necessarily reflecting accurate results. It was also expected that respondents would express their frustration and excitement with restructuring because they are actively involved in a transformational change process.

Definition of Terms

For this study, the following definitions will apply:

Enlightened Change Environment is the understanding, awareness, and adherence to aspects of how people and organizations process change successfully through beginning, transitional, and transformational stages.

Reform consists of innovations in the tools and skills of education involving curriculum, instructional practices, and assessment which are implemented school-wide or district-wide.

Restructuring is collectively the reforms in education intended to cause greater capacity for students to learn and achieve a

more rigorous curriculum. Restructuring includes fundamental changes in how schools are organized and the beliefs that shape the values and paradigms of the organization. Elements include governance of schools, flexible arrangements of time for students and staff, community interdependence, and a philosophy that values each student and participant in the educational process.

Shared Decision Making (SDM) is the process by which governance of a school from budget considerations to student outcomes becomes shared amongst the stakeholders or those most affected by the decisions.

Stakeholders are all the persons in a society who benefit or suffer as a result of student achievement in public schools.

Structural Changes are fundamental transformations of educational systems intended to create more positive stakeholder outcomes.

Systemic Planning is an analysis of systems governing educational processes and the stakeholder outcomes those systems create.

Vision is the transcendent operational paradigm for an organization.

Assumptions

For the purpose of this paper, it was assumed that schools which have received a SB 1274 grant would have leadership in place which could provide appropriate responses to questions asked on a statistical survey about restructuring. It was also assumed that these schools have already been involved in restructuring, and their perceptions about restructuring would provide useful and valuable information about how to better understand the processes of restructuring.

It was further assumed that schools which have already entered the reform process are an important link between those who are yet to make meaningful changes about how schools conduct restructuring. The experiences educators have already had, although only a few years in duration, are assumed to be extensive enough to gain insights from appraisals of their own restructuring sites. Lastly, it was assumed that subjects answering the questionnaire will be accurate and forthright in their responses.

CHAPTER II
REVIEW OF LITERATURE

Educational literature abounds with a tremendous amount of anecdotal and opinion information about school restructuring. Throughout the literature was a wide array of practices attributable to school restructuring. Many procedures appeared to be duplications of others because of the language used to identify the practices along with the results either desired or obtained.

The literature was first examined to identify what educators, legislators, and policy-makers were doing to restructure schools since the published appearance of *A Nation At Risk* in 1983, developed by the National Commission of Public Education. The attributes promoting school restructuring discussed in the literature were then listed. A code was used to identify the various attributes. Each attribute and its closely related topics received the same codification. The attributes were then clustered by code into categories. Eighteen categories emerged as significant to school restructuring through the changes they promoted and because they were replicated in the body of examined literature at least six times.

What characterizes the literature on restructuring overwhelmingly is that it is qualitative. Little work has been done to quantify the processes and results of restructuring. Since this

wave of educational restructuring has only been advanced as a practice for ten years, the evidence for generalizability and assessment of worth is still in transition. Some of the attribute categories by themselves do little to restructure a school. It is only when they are taken as a whole concept that restructuring emerges. This literature review is a synthesis of the 18 attributes that promote school change collectively characterized as school restructuring.

An Enlightened Change Environment

Since restructured schools have undertaken to change from their current practices, many have attempted to insure that participants understand the processes involved. Beverly Anderson (1993) has identified six developmental stages and six key elements of systemic change. Drolet (1992) states that "restructuring movements require a change in school culture" (p. 17). Some site leaders set out to "develop a desirable change strategy" (Fullan, 1992, p. 751). This involves engaging in evolutionary planning and consensus building. Fullan describes that a particular mind set must be established that promotes inquiry, problem coping, and monitoring.

Even before a leader sets out to create an environment conducive to change, leaders need to "assess the school's culture and climate for change, particularly as to relates to veteran teachers" (Murchison 1992, p. 25). People need to understand a compelling

rationale for change, a reason must exist to undergo the efforts involved in switching from a comfortable status quo. The goal is to "develop an awareness among veteran staff members at the site that current structures, systems, and assumptions about teaching and learning are often not working" (Murchison ,1992, p.27). Fundamental change begins with a commitment and readiness to begin the process of self-examination (Murchison).

Though a staff may be prepared to thoroughly assess their school's effectiveness, groundwork in the essential atmosphere of change must take place. There are particular norms that contribute to the effective functioning of all schools. Drolet (1992) has identified 12 norms. Risk-taking is the unifying norm that allows the others to become established.

What makes change possible is a stage setting orchestrated by the leadership. Henderson (1992) credits success at his school to first teaching the staff about the components of change. "Teach change. You can't expect people to act unless they know about change" (p. 40). The successful implementation of change leads to further change. Once the risk-taking environment has been set, "those affected undergo a change--are affected" (Sparks 1992, p. 22).

The change process does not include mandates from a central office. Sparks unequivocally states, "No mandates" (p.22) Fullan's study shows that "top-down strategies result in conflict, or superficial compliance, or both" (1993, p. 201). Many state

departments of education have demanded mandatory compliance with curricular, assessment, and graduation requirements. What is left for the districts and schools to determine is how to satisfy state mandates. These various mandates cause de facto change. Fullan (1993) asserts in his study that local and central catalysts to change are necessary.

> Combined strategies that capitalize on the center's strengths (to provide perspective directions, incentives, networking, and retrospective monitoring) and locals' capacities (to learn, create, respond to and contribute) are more likely to achieve overall coherence (p. 201).

A central characteristic of the change environment is the idea that pacing must be appropriate (Schmoker & Wilson, 1993; Henderson, 1992). The capacity to change is a context built by understanding the people involved and their concerns (Goldman & O'Shea, 1990). The importance of understanding the process of change as part of restructuring is underscored by Sherman-Day. "We will need to foster behavior changes in the educators and create an atmosphere in which change can continue" (p. 8). Yet a coherent vision is essential for change as Goldman points out: "Developing a district wide culture for change takes courage, patience, conviction, and vision" (p. 43).

Evans (1993) notes five dimensions of change and the leadership required to implement the changes. The elements involved in understanding the change process must be realized for

change to take place and be sustained (p. 22).

A Coherent Belief System Held By Stakeholders

Creating a commitment to a vision or set of beliefs about education held by stakeholders appears fundamental to restructuring. Stakeholders have an essential role in the improvement process (Sparks, 1992). Since restructuring can lead to friction between stakeholders who are competing to control the outcomes of the educational process, having *buy-in* or commitment from stakeholders is essential for change to occur. Tye (1992) suggests a "reaffirmation of the importance and universality of public education" (p.13).

Those who report their own experiences suggest that restructuring cannot happen without a common vision (Christner, 1990; Decker & Romney, 1992; Sherman-Day, 1992; Vickery, 1990). "They know that shifting the components of the institution without transforming the beliefs will not result in significant improvement (Moore, 1993, p. 68)."

Part of the belief system necessary for stakeholders to have in common is that schools need an overhaul in the first place. "Each school needs to formulate a logic unique to its own restructuring effort (Barth, 1991, p. 124)." The beliefs essential to a restructuring effort include curriculum, instruction, assessment and accountability. Each of these areas requires a full understanding by the stakeholders (Goldman & O'Shea, 1990). Sparks (1990) offers a

succinct view of the most broad kinds of beliefs about the mission of schools: "What is most important is that the school system have a clear, compelling vision for its future and that improvement in job performance and student outcomes be significant and continuous" (p. 22). At the core of the beliefs are the values that propel a system like public education. What remains important to the overall restructuring effort is the cohesiveness of the values endorsed by the people at each site charged with the responsibility of teaching. "The principal must bring the staff together with a clearly expressed set of common values" (Goldman & O'Shea, 1990, p. 43).

Values are indicators of paradigms believed by stakeholders. A common core of values seems to exist about the outcomes of education for all students (Spady, 1991; Spady and Marshall, 1991). What some schools lack before reaching consensus is whether or not all students are valued (Moore, 1993). Restructuring schools appear to struggle with building consensus for a common set of beliefs about the processes of education (Johnston, Bickel & Wallace, 1990). The consensus and commitment needed to restructure schools appears to first develop within the efforts of re-designing the processes for stakeholder collaboration.

High Standards and Expectations for Students

Across the country higher standards and expectations for students have been set as goals to be achieved. Practically all the literature involving curriculum, assessment, and structural reforms

make reference to establishing higher standards (Decker, & Romney 1992, p. 85; Levine & Lezotte,1990; Moore, 1993; Rigden, 1990, p. 9; Schmoker & Wilson, 1993, p. 92). In the study of changes in Austin City schools Christner (1990) reports that schools "hold high expectations for all of their students, and teach for mastery" (p. 3). The concepts of mastery learning as high standard learning is supported by Vickery (1990) and Schlecty (1991). Krovetz (1992) includes in his ideas about Total Quality Management that clear standards must be established regarding what constitutes quality work.

Relevant to higher standards and expectations for student work is the idea that stakeholders guarantee each child the support needed to succeed in pursuing intellectually demanding tasks and activities (Cole & Schlecty, 1992, p. 137). *Caught in the Middle* recommends that instructional practices match the level of expectation for student learning (p. 46).

Central Office Support

"District-level and staff must give direction to and support for the schools" (Cole & Schlecty, 1992, p. 136). This is a strong beginning point for schools facing the dilemmas of restructuring. It is the starting point for North Carolina (1992) schools restructuring with the outcome-based education model. Central office support does not have to be all encompassing. Weiss (1992) recommends the type of support that can be provided: "The central office staff must

continue to provide leadership to schools, while allowing for school-level autonomy, as districts implement school-based management (p. 10)."

The district office has a critical role to play in the process of sustaining positive change, and they do this by remaining consistent and predictable (Donahoe, 1993; Meyers and Sudlow, 1992; Sherman-Day, 1992). Yet some schools require more from a central office than approval or support from a distance. "We need schools where the superintendent, principals, and staff share the goal of academic excellence for all students (Rigden, 1990, p. 9)."

Marjorie Ledell (1993) describes the necessity of having a central office that is well-prepared to respond to critics of reform efforts in her book, *How to Communicate About Outcomes and School Change*. What can make the supporting role of the central office easier is when high standards and expectations for students are met through the reform efforts so that the public stakeholders are more willing to support changes that have positive results.

Systemic Planning and Structural Changes

At odds with genuine restructuring is the concept of tinkering (Banathy & Jenks, 1990). For a comprehensive plan that completely changes the scope and nature of public education to be implemented, a tremendous amount of serious thought and effort must be given to how the systems of education operate and how to change them so that improved results in student learning can be realized.

"Fragmented, piecemeal improvement efforts rarely benefit students" (Sparks, 1992). Byrk's (1991) study on Chicago schools offers an example of how deep restructuring can occur when mandates are forced upon a system to re-systemize the governance of schools through SDM. Lusi captures the essential ideas of systemic and structural changes.

> Systemic school reform differs from the reform attempts of the previous policy regime in at least two important ways. First, systemic school reform strives to reform education as a system, working for coherence across the component policies, something that the piecemeal reforms of the past did not achieve. Also, systemic school reform strives to support school-site efforts at redesigning teaching and learning with the goal that all students will learn ambitious content knowledge and higher-order thinking skills (p. 111).

In the congressional report on school reform to the Committee on Labor and Human Resources (1990), structured implementation is recommended for sustained changes. Fullan (1992) notes the link between systems changes and the change process by stressing that "reform is systemic, and actions based on knowledge of the change process must be systemic, too" (p. 749).

One area stressed by reformers is that systemic curriculum reform has the potential to offer restructured schools a high quality curriculum. "Systemic curriculum reform concentrates directly on

content and curriculum across a range of schools" (Newman, p. 17). This does not happen, though, without the support of those who will implement whatever reforms are proposed. "The bottom of the system must be supported and activated to transform teaching and learning" (Newman, 1992, p. 9).

Anderson (1993) has identified a matrix to systemic change for educators to use. "For systemic change to occur, all aspects of the system must move forward" (p. 16). Underlying all the attempts at structural reforms are the people who will carry them out. Cynicism can erode advances made and must be planned for within the context of change (Evans, 1993, p. 21).

Superficial attempts at restructuring are not solutions. They are at best symbolic attempts at change. This has a tendency to make educators skeptical of the reforms currently being thrust upon them (Fullan, 1993, p. 130). Paraphrasing from *Reengineering the Corporation*, restructuring is not about fixing anything. It is about starting over, a re-invention of the processes of education. At the heart of restructuring lies the notion of discontinuous thinking-- identifying and abandoning the outdated rules and fundamental assumptions that underlie current educational operations (p. 48).

At the core of changing systems and redesigning structures are the questions one addresses to understand and identify how the systems work. This is the starting point of systems analysis.

Continuous Collaboration and Collegiality Among Stakeholders

Cooperation is an attitude evidenced by collegiality. Collaboration is a process of mutually shared effort possible only if cooperation and collegiality exist a priori. What Levine (1990) has demonstrated with research on effective schools is that collegiality and community collaboration must exist for schools to establish a learning community.

There were three components present as part of the collaborative effort. They were identified as community, parents or family, and school staff. "In a restructuring school, the community actively supports learning both in and out of the school" (Krovetz, 1992, p. 9). Fullan (1992) indicates that restructuring schools must "focus on building collaborative work cultures in a school and community" (p.36). The school does not exist isolated from the community and external relationships are essential to other schools, the central office and the community. Vickery (1990) notes that in the research done on Johnson City, New York schools that progress could not have occurred without the direct support of the community.

"Community participation is seen as central to the setting of goals for the school system and, in some cases, to school-based decision making as well" (Sheingold, 1991 p. 21). Actively engaging the community does not happen without substantial effort. Restructuring schools have had to give up direct control and yield to

processes to which they seem greatly unaccustomed. "Teachers and school principals, working with their communities, will have to learn to make collective decisions and to take collective actions" (Tye, 1992, p. 12).

Direct management of schools does require a change in the beliefs about who is ultimately responsible for educating students. Maryland State Department of Education reports (1990, p. 8) that there are five types of family and community involvement for schools to develop. The National Education Association Center for Innovation (Peterson & Bixby, 1992) has described essential elements of learning communities and participation by community members is essential. Decker's (1992) review of South Carolina's state goals places the burden of responsibility for education upon the whole community by stating that "all of South Carolina's citizens will become involved, working together to achieve excellence for all" (p. 85).

The next element of involvement is for parents or families to share in the success of school improvement. Moore (1993) reports that "the more active and positive the parent involvement in the schools, the more likely there will be a school community that encourages learning. There must exist ample and meaningful communication between families and schools" (p. 69). One reason schools of choice in Minnesota have been successful is that they employ a wide variety of methods to communicate with families. The relationships have to be built because they do not just happen.

Liontos (1992) reports the necessity of building stronger relationships with at risk families. Family involvement is of particular concern to restructuring aimed at dropout prevention (Duckenfield, 1990). The interconnectedness of families, parents, and community as essential to participating in school improvement appears in many goal-centered reports (Banathy & Jenks, 1990; Bryk & Sebring, 1991; Christner, 1990; Decker & Romney, 1992; Duckenfield, 1990; Schmoker & Wilson, 1993).

Restructuring needs "a school climate that permits parents and staff to support the overall development of students (Peterson & Bixby, 1992, p. 38)." Stakeholders are redesigning education, and each participant needs the support the others to implement a quality program. Peterson concludes that schools need a "comprehensive approach in which all groups work in a collaborative fashion and resources and programs are coordinated to establish and achieve school objectives and goals" (p. 42). Since, as Terrence Bell (1993) states, "education must become everyone's responsibility," (p. 596) teachers and administrators must be able to work effectively together with all the other stakeholders in an environment of trust and mutual respect (Sherman-Day, 1992).

Shared Decision Making (SDM) At Each Site

One way to create continuous collaboration and collegiality between stakeholders is to spread the responsibilities of governing the school site throughout the participants. SDM has been a common

and visible component of restructuring that characterizes one major difference between simple reform and restructuring . "In a restructured school parents are viewed as partners in learning (Krovetz, 1992, p. 9)." What this partnership entails varies somewhat depending on what level of SDM is desired. Budgets, curriculum, scheduling, teaching practices, personnel decisions, and community involvement all become considerations of SDM (Darling-Hammond, 1993; Peterson & Bixby, 1992; Schmoker & Wilson, 1993).

The connection of SDM to community collaboration is not left to chance. SDM is the primary vehicle for developing a learning community. Murchison (1992) advises that schools should create "a shared decision-making and governing process with strong lines of communication in order to create a capacity for deep meaningful collaboration in the planning of the restructuring effort" (p. 25). One way to achieve a more horizontal decision making structure is to decentralize control and put it into the hands of those who are most affected. Moore (1993) suggests that those who are most affected by the decision should make the decision. Bell (1993) considers that "flatter organizational structures, more decision-making power at the school site and less control from the central bureaucracy are all products of the school reform movement" (p. 597).

Any program for school improvement should contain provisions for SDM (Covey, 1992; Livingston & Castle, 1992; Peterson and Bixby, 1992; Sherman-Day, 1992). In one analytical study by Crosby (1991), a Chicago schools survey showed that the majority of

teachers felt that school based management led to improvement in curriculum and collaboration. North Carolina's school improvement program through outcome-based education indicates that schools should plan to implement SDM. Fullan (1992) notes that "the management of change goes best when it is carried out by a cross-role group" (p. 750).

Yet, any change however well-intentioned can cause more problems than it corrects if it is poorly conceived, implemented or managed. "Empowered teachers who are not given sufficient training for their new role, or time for discussion and reflection may find themselves victims of ill-conceived reform (Sparks, 1992, p. 22). The empowerment of teachers (Rigden, 1990), and the empowerment of stakeholders (Vickery, 1990) carries with it the requirements by stakeholders to provide adequate training for themselves in the responsibilities of the new roles.

Staff Development In Leadership

Schools can be too dependent on the principal's leadership and leadership provided by key teachers who are catalysts for change. To prevent a breakdown in the continuum of restructuring and the change process, "leadership, particularly at the school level, has begun to attract more attention as a key ingredient in any successful school reform (Bell, 1993, p. 593)." Too often, management and leadership are thought to be congruous as part of administrative training. "Restructuring of our schools is imperiled because vision

and shared leadership are quite beyond most of those who occupy administrative positions in our schools (Tye, 1992, p. 10)." North Carolina's (1992) program for outcome-based education (OBE) attempts to ameliorate this dilemma by requiring schools that implement OBE to foster effective leadership styles and systems of management that empower staff in roles and responsibilities necessary to implement OBE.

Leadership training for restructuring schools seems imperative when considered with SDM. Phil Schlecty (1991) has written extensively on the acts of leadership that cause a compelling vision of an enterprise to be created and articulated. He identifies school reformers as people who "must create systems that develop leaders as well as systems that identify them" (p. 148). It seems to Schlecty, though, that leadership is itself site-based when he states that "when every teacher is a leader, every child can be a success' (p. 98) A business handbook for corporate managers by Belasco, *Teaching the Elephant to Dance,* reinforces Schlecty's notion that the vision which carries the organization forward must exist at all levels of the organization. In *The Transformational Leader,* Tichy and Devanna tell business managers that "leaders are responsible for the vision, and the vision provides the basic energy source for moving the organization toward the future" (p. 128).

Since all educators should become leaders, then provisions must be made to educate all in leadership responsibilities (Sparks, 1992). Bennett's (1992) survey of Chicago principals indicates that

leadership training is a factor in a school's success. In the Mary Reynolds Babcock Project, leadership is identified as necessary to sustain a school's progress (Achilles, 1992).

The various stages of leadership identified by Sergiovani (1990) further illustrate the need for leadership training because the motivations behind the practices of leadership can shape and determine the eventual outcomes of restructuring. The processes of leadership and their effects are not often enough a part of the professional development of educators.

Staff Development That Is Classroom Practical with Sufficient Follow-Up

Most teacher training at schools seems designed to inform rather than to cause a practice to be initiated and sustained. Models of practical and sustainable already exist such as Lemon and Minier's work which serves as a primer on inservice education (1981).

Many reforms can take place in and between classrooms involving curriculum, instruction, assessment, management, and technology. Throughout the literature is a general call for teachers to be thoroughly trained (Christner, 1990; Decker & Romney, 1992; Duckenfield, 1990; Sherman-Day, 1992; Sheingold, 1991; Tye, 1992). Professional development is recommended by the National Center for Restructuring Education In Schools.

The consequences of poor training is that teachers are unable to meet the needs of their students. "One of the causes and

consequences of our failure to invest adequately in the knowledge and skills of teachers and other educational staff members is that we have grown an enormous regulatory superstructure to run American schools" (Darling-Hammond, 1990. p. 293). This may not be true considering the additional regulations and supports needed by students requiring special services. Vickery (1990) notes that the staff development model should provide for continual renewal. In part the renewal is recognition of "the stages of development that people and organization go through in the process of change" (p. 67).

Providing training and other staff development supports does require a thoughtful plan for implementation. "Staff development programs must be well designed and include follow-up" (Sparks 1992, p. 22). The provisions for adequate staff development must be considered through the lens of SDM and the collegiality that comes from appropriate collaboration. Innovative practices recommended for teachers should be research-based and classroom friendly (Sparks, 1992)) so that teachers commenting about past attempts at changes do not have to say, "Here we go again (Goldman & O'Shea, 1990, p. 43)." Brinkley's (1990) experience with his own school offers a summation of the fear teachers feel for components of restructuring that "will become but another flashy but flimsy fad that will consume teacher's energies, empower administrators and businesses, cost money and do students no good" (p. 31).

The "Success for All" program has goals for teacher training as do other programs (Peterson & Bixby, 1992). The Bennett (1992)

survey of Chicago principals at restructured sites identified that "they and their teachers need sustained staff development" (p. 21).

Time for Staff to Collaborate

What appears consistently by those involved with school restructuring is the need for more time to plan and act upon the changes being proposed. "We need schools where teachers are intellectual colleagues, discussing ideas and learning together" (Rigden, 1990, p. 7). It seems that little can happen with regard to school reforms without shifts being made in the structure of schools so that time can become a usable resource (Fullan, 1992; Moore, 1993; Tye, 1992).

North Carolina's plan for OBE makes specific provisions that foster staff teamwork and integrated role functions across traditional areas (1992). These and other attributes promoting change require a significant shift in time. Teamwork, collaboration, curriculum, and patterns of training necessary for change suggest that restructuring does not happen unless time management is part of the comprehensive strategy to restructure (Peterson & Bixby, 1992; Raywid, 1990; Sagmiller & Genrke, 1992). Significant staff collaboration time may require a systemic change in how a school arranges a school day.

Flexible Scheduling

To accomplish changes that require students to meet new standards of work, it will be necessary to organize time differently (Cole & Schlecty, 1992). A certain effect on schools restructuring is that they are attempting to manage time as a means and not an end. In sum, the "needs of the students and staff dictate the school schedule and calendar" (Brinkley, 1990, p. 32). Making effective schedule changes to meet the new demands of curriculum and instruction is endorsed by many reformers (Cole & Schlecty, 1992; Levine, 1990).

Many schools are switching to longer blocks of time for learning (Sheingold, 1991). The California State Department of Education advocates a more flexible use of time through these two publications that serve as philosophical restructuring guides, *Caught in the Middle* and *Second to None*. Duckenfield's (1990) drop-out prevention study indicates that flexible schedules and alternative programs which utilize time differently have more success with at-risk youth.

The instructional time slots currently afforded for learning place restrictive parameters upon quantity and context of learning. "Instructional time should be organized to permit more sustained, long-term, and in-depth investigation in contrast to the fixed time slots designed for survey coverage (Newman, 1992, p. 18)." Sherman-Day notes that "less regimented scheduling patterns" are conducive to restructuring" (p. 27).

"I'm certain that the most radical and politically difficult element of school restructuring is what needs to be done with the use of time in schools so that teachers can expand their role" (Donahoe, 1993, p. 301). Clark's (1994) view of organizational structures reveals that the motive behind making such a large shift in the system of the school can be consistent with the principles of the community at large. "Structures supportive of learning communities provide opportunities for interaction and caring between teachers and students among students, as well as collaboration in learning activities" (p. 519). Cole and Schlecty advocate that schools should be organized around the work students do rather than the work that adults do (p.135).

Flexible Plans and Resources

Many schools begin restructuring with a plan that outlines goals and the processes for achieving them. The initial grants offered by the State of California through SB 1274 were planning grants only with implementation grants to follow. When a school has undertaken to restructure it cannot know everything that may challenge it in subsequent years. "While strategic planning at all the levels is essential, not everything that needs to be known can be known that early (Sparks, 1992, p. 22). The environment of change itself makes for people "willing to experiment with innovative approaches" (Rigden, 1990, p. 7)." Schlecty comments in *Schools for the 21st Century* that "one must learn to think in the long term and

(strategic thinking) and plan in the short term (tactical planning) (p. 138)."

Educators need to have "the flexibility to look beyond traditional structures of education (Sherman-Day, 1992, p. 7)." Many attributes promoting restructuring require flexibility in allocation of time and resources. Levine (1990) comments that with effective schools "it is simple enough to call for more teacher involvement in decision making; it is another matter to find the time for such involvement" (p. 10). Fullan (1992) notes the necessity of flexibility in his comments about restructuring:

> We must have an approach to reform that acknowledges that we don't necessarily know all the answers that is conducive to developing solutions as we go along, and that sustains our commitment and persistence to stay with the problem until we get somewhere (p. 751).

The key element of having plasticity while participating in reform efforts is expressed by others (Cristner, 1990; Livingston & Castle, 1992). Those who allow flexibility to happen and lend their support from the central office are necessary partners in restructuring. "School district resources should be allocated thoughtfully, purposefully and flexibly..." (Cole & Schlecty, 1992, p. 137).

A Wide Repertoire of Instructional Practices Are Utilized

With the curriculum geared toward the goal of authentic achievement, new forms of teaching will be necessary to bring students to higher levels of understanding and practice (Newman, 1991). In effective schools, Levine (1990) notes that schools have developed the necessary means of instruction to meet the required expectations demanded of students. Christner (1990) also reports that Austin City schools have focused on teaching practices that get results of student learning.

In restructuring schools, "teachers are encouraged to try different solutions to their students' learning problems and evaluate the results of these solutions objectively" (Rigden, 1990, p. 7). The complete direction that reformers must take is to create patterns of instruction which are clearly more effective in producing student achievement gains (Decker, 1992). Caine and Caine (1992) have analyzed the processes of learning from the brain's perspective and encourage educators to create instructional strategies that match higher demands of learning through ways in which the brain learns best. Decker (1992) and Sherman-Day (1992) propose that restructuring is effective only if the instructional habits of teachers are changed to meet curricular and assessment needs. Daggett (1993) proposes that teachers broaden the methods used in teaching because students who learn best in active, hands-on environments are neglected in our schools.

Engaging, In-Depth, and Relevant Curriculum

The National Center for Restructuring Education (Decker, 1992) wants schools to become learner-centered. This would mean that the curriculum is responsive to how people learn and the styles in which they learn it. Caine and Caine (1991) emphasize that curriculum should be built upon activities and interaction that utilize the whole brain in learning and demonstrating what is learned. Howard Gardner's work on multiple intelligences, *Frames of Mind,* and *Multiple intelligences: The Theory in Practice* substantiate this prospect by directing curriculum toward interactive learning that goes far beyond knowledge, discrete facts , and basic skills. Decker (1992) reports from the Council of Chief State School Officers that schools should "provide a creative, flexible, and challenging education for all students, especially those at risk, not rote learning or discrete facts or basic skills alone" (p. 81).

Schmoker (1993) wants schools to provide "hands-on programs and enrichment that exposes all children to the richest experiences" (p. 391). This seems possible if the students can truly be "engaged in powerful learning activities" (Krovetz, 1992, p. 9). Yet teachers will need the training and time to develop a curriculum that demands more of both students and teachers. "Teachers in these schools understand the difference between breadth and depth of knowledge, and provide appropriate experiences for students to engage both" (Moore, 1993, p. 64). The goal of providing a curriculum with

integrity is substantiated by Tye (1992), Schlecty (1991), and Peterson (1992).

Alignment Between Instruction, Curriculum, and Assessment

The California Learning Assessment System practiced statewide for the first time in 1993 moves assessment beyond memorization by students toward performance assessment where students have to demonstrate more of how they think. Other states have reformed assessment to include more authentic demonstrations of learning such as the Kentucky Education Reform Act, Florida's Blueprint 2000, New Mexico's Standards for Excellence, and Pennsylvania's Chapter 5. These statewide reforms seem aimed at causing schools to substantially change curriculum and instruction to match state assessments. South Carolina has developed Total Quality Education. One critical tenet is that "learning standards will be established for students in terms of what they know and are able to do, and in terms of the ways we teach and assess their performance (Council of Chief State School Officers, 1989, p. 25)."

Newman (1992) reports that a "restructured vision of the goals of education seeks to evaluate performance activities that are worthwhile, significant, and meaningful"(p. 8). Through demonstration of mastery (Peterson 1992) students match the goals of the curriculum. Fullan (1992), Dimmock (1992 p. 27), Tye (1992), and Darling-Hammond (1993) include performance assessment in

their evaluations of school restructuring. These assessments are only worthwhile if they agree with what is happening in the classroom. "Learning standards will be established for all students in terms of what they know and are able to do, and in terms of the ways we teach and assess their performance (Decker, 1992, p. 85)."

Connections Between School and the Workplace

America 2000: An Education Strategy was announced in April, 1991 by President Bush as a long-range plan to reform public education. Two of the goals directly address the workplace. One is that every student will "learn to use their minds well" so that they can be prepared for responsible and the other is "productive employment in our modern economy" The second goal is that every adult "will possess the knowledge and skills necessary to compete in a global economy" (U. S. Department of Education, 1991). Bryk (1991) and Schlecty (1991)see this connection as one of the most important functions of the school. Duckenfield (1990) reports that an emphasis on the workplace is one part of a healthy dropout prevention program. North Carolina (1992) has specific outcomes for students that focus on future work success as adults. "By extending the classroom into the community, students have the opportunity to connect what they learn in school with the world in which they live" (Decker, 1992, p. 81).

If schools design learning experiences so that students are apprentices rather than spectators, they will be aligning themselves

closely with the work of Willard Daggett. His study on the school to work relationship encompasses many components. "The reform movements of the 1980s successfully raised standards in our schools, but they failed to prepare youth adequately for the requirements of the workplace" (Daggett, 1993, p. 13). Daggett encourages educators to abandon traditional models of education in favor of creating a new model for the 1990's and beyond. His proposals based upon his research include an "integration of relevant academic and vocational skills into an applied academic curriculum" (p. 13). His ultimate goals for restructured schools is to establish in every state a curriculum that promotes a school-to-work system.

Accountability That Matches Goals and Expectations

"We need an accountability and measurement system that matches the goals and objectives of the restructured school and system" (Rigden, 1990, p. 7). Accountability was a word used freely in marketing reforms of the 1980s so that consumers and taxpayers would accommodate paying for changes in public schools.

Accountability should clearly match the goals created through restructuring. Fullan suggests that "ongoing, self-regulation and monitoring are skills needed by the players in order to reevaluate the chosen course" (1992, p. 36). In *School Restructuring: What the Reformers Are Saying* (Commission of the States, 1990) a key point is that "school, staff, along with district leadership, must be accountable for student performance" (Decker, p. 81). Another

premise deals specifically with accountability for schools to "develop programs and services that respond to the continually changing needs and interests of their constituents" (Decker, p. 81).

Darling-Hammond (1993) proposes the following kinds of accountability:

> The foundation of genuine accountability - one of the most frequently used word in the school reform lexicon - is the capacity of individual schools: 1) to organize themselves to prevent students from falling through the cracks, 2) to create means of continual collegial inquiry (in which hard questions are posed regarding what needs to change in order for individuals and groups of students to succeed), and 3) to use authority responsibly to make the changes necessary (p. 760).

Ultimately, it will be the results of assessments that will provide the transformational impetus of accountability. When transfership of power and control of outcomes becomes relevant through SDM, and significant reforms in the bureaucracy have been made, only then can teachers become accountable for the results of their work (Darling-Hammond, 1990).

Newman (1992) writes persuasively about another aspect of accountability being charged to the students. But the accountability for them is locked into other reforms becoming effective, like access to technology, changes in scheduling and curriculum, and small group instruction. What is not discussed is the accountability for virtually all the other stakeholders - society, communities, and

families - to insure the success of students (Newman, 1991). Perhaps it is assumed that schools will be able to educate these other stakeholders sufficiently in their responsibilities for successful restructuring.

Access to and Utilization of Technological Systems

Individual administrators and state programs have seen a need for schools to use the technology that has become available to many sectors of the society. Kanning (1994) reports what multi-media can do in our classrooms is an informational and processing revolution greatly enhancing learning. Doris Ray perceives that leadership and research into new infrastructures for technology must be supported. Newman (1991) recognizes that "students' access to knowledge must be enhanced by greater use of technology (telephones as well as computers)" (p. 460). Yet just thrusting technology into the classroom does little good because technical assistance and training must be made available to all (Fullan, 1992).

The federal Office of Educational Technology has created two discretionary grant programs to support development of technically assisted instruction. Bell, in his review of reforms since 1993, states that "it's time for the technological revolution that has been sweeping the land to reach our classrooms" (p. 594). Restructuring schools who are good at grant writing, have large discretionary funds, or are showcases for the district like a magnet school have the advantage of acquiring technology. The costs involved have held

back many schools from reforming in this one area (McAdoo, 1993).

Plentiful technology in the classroom appears to allow for easier transformations of curriculum, instruction, and assessment to take place. The supportive nature of technology in helping other reforms to occur is what makes it a necessary component of restructuring for many reformers (Brinkley & Westerburg, 1990; Duckenfield, 1990; Sheingold, 1991).

There were eighteen attributes commonly used throughout the country promoting restructuring. These eighteen appeared to be the most popular because of their frequency of appearance in the literature. Taken together these reforms constitute a major restructuring of schools and schooling.

CHAPTER III
DESIGN, PROCEDURES, AND TREATMENT OF DATA

Design and Methodology

The design for this study would have to identify to what extent schools were using the restructuring attributes. This was accomplished by developing a questionnaire to be sent to site leaders at each school. This research was based upon purposeful sampling of information-rich subjects in restructuring at 146 schools throughout California awarded SB 1274 grants. These schools had to meet particular planning criteria to receive these awards, and their direct experiences with restructuring could reveal more than schools who were only making minor educational changes.

Each site needs leadership to process the many different goals of restructuring. The administrative leader and a teacher leader selected by the administrator were the direct sampling for the questionnaire. They were chosen at the sites because the processes involved with restructuring and grant implementation require persons who are knowledgeable and active with contemporary school reform.

Development of Instrument

At the beginning of this research, it was necessary that whatever results were obtained should be generalizeable so that

public schools, elementary through secondary, could benefit from the restructuring work of their predecessors. One public middle school which had applied for and not received the SB 1274 grant was selected to gather insights and information about refinements for the questionnaire. This school has proceeded with restructuring initiatives in flexible scheduling, curriculum, instruction, and assessment innovations, forms of SDM, and staff development structured upon the initiatives of outcome-based education similar to the practices of South Carolina.

Initially, an oral interview was conducted with the site administrator to determine the feasibility of surveying staff and testing the accuracy of responses. Interview questions based upon the eighteen attributes promoting restructuring were orally responded to by the principal. These responses helped structure the first trial questionnaire for staff. Fifteen staff members at Southridge Middle School in Fontana, California participated in refining the questions. The questionnaire was reworked until the questions were eliciting responses matching the reality of the school experiences, and were accurately identifying the attributes of restructuring.

Six of the questions were reversed to prevent random responses in just one column. Some attributes have two or three questions to help clarify results and maintain consistency of responses. Appendix O, page 103, is a table listing the attributes cross-referenced with the questions from the questionnaire. One

disadvantage of this questionnaire is that the length is too short for more reliable measurements. However, a longer survey might have provoked fewer questionnaires to be returned. Subsequent studies should investigate in more thorough detail the various attributes being practiced at school sites and if the attributes are successful in furthering student achievement.

Some of the questions on the survey were left blank or altered by the respondents. These were not included in the total tally. Questions designed to provide specific information about an attribute which had a wide disparity in numerical results were separated in the data treatment.

The questions were designed to elicit direct measures which could reject or accept the attributes. Other data about personality leadership characteristics and restructuring implementation priority could be directly tabulated. The questionnaire is in Appendix R on page 119.

Some respondents chose to use the written comments portion of the questionnaire. Those comments that were made about school restructuring are in Appendix Q on page 109. The subjects were free to comment on restructuring, and their identities are anonymous. Anonymity was secured through a cover letter which solicited participation in filling out and returning the questionnaire. There were no rewards or penalties for participation.

Questionnaires were mailed to the principal at each of the 146 SB 1274 sites. The envelope contained a cover letter to the site

administrator explaining that she/he would select a teacher leader to complete the questionnaire. Addressed and stamped envelopes were included for each participant. Respondents were given two weeks to return mail the questionnaire. Results continued to be tabulated for one week after the due date.

Data Treatment

Returned questionnaires were tabulated according to how they were marked by the respondents. The totals of the questions for principals and teachers were kept separate because they represent statistical differences. The data was compiled into tables by raw score and then calculated by mean percentage because there was a difference in the total number of principals and teacher respondents. Each attribute area was then represented by a histogram so disparities between groups and expected measurements could be readily identified. Scores for leadership characteristics, and priority implementation of restructuring attributes were tabulated into principal and teacher groups. The data was then calculated by percentage and is represented by graphs.

Trials with the questionnaire were conducted and the questionnaire was refined before it was sent to SB 1274 schools. The results were given mean percentage scores and comparisons were made between principal and teacher responses.

CHAPTER IV

FINDINGS

The respondents to the questionnaire work at elementary, middle or junior high, and high schools. The teacher group did not respond as frequently as the principal group. Females made up fifty-seven percent of the respondents. Respondents tended to be mature with the majority ranging in age between forty and fifty-nine years old. Most respondents had over six years of professional work in education. Those educators with less than fifteen years of experience made up only one third of the respondents. The age groups of less than forty years old consisted of just eighteen percent. Not all the respondents completed the demographics portion of the questionnaire fully. Sometimes a line or a response was left blank. Appendix I on page 87 shows data for respondents' demographics.

The data was tabulated and analyzed based upon the eighteen restructuring attributes promoting change. Tabulations and percentages for the data can be found in Appendices J-M, pages 89-99. After the data was tabulated, high, moderate, and low frequencies of implementation or practice were identified.

The results of the questionnaire indicate that the data can be segregated into three separate areas of frequency: high, moderate, and low. The findings will group the results into these areas.

The attributes receiving a high frequency from the respondents indicating a high priority for use in restructuring were the following:

- Student centered beliefs held by staff
- Shared decision making amongst staff
- Flexible plans and resources
- Staff development is classroom practical

The high frequency of using these attributes is in contrast with other restructuring attributes on the survey which were not used often enough by the respondents.

Teachers and principals both expressed very strong responses about their beliefs that place the students first. These beliefs reflect a strong impetus to restructure because traditional educational beliefs are centered more around the needs of adults and the curriculum they want to communicate. Strongly held student-centered beliefs also indicate that staffs are building a foundation for organizational change.

Figure 1: Student Centered Beliefs Held By Staff
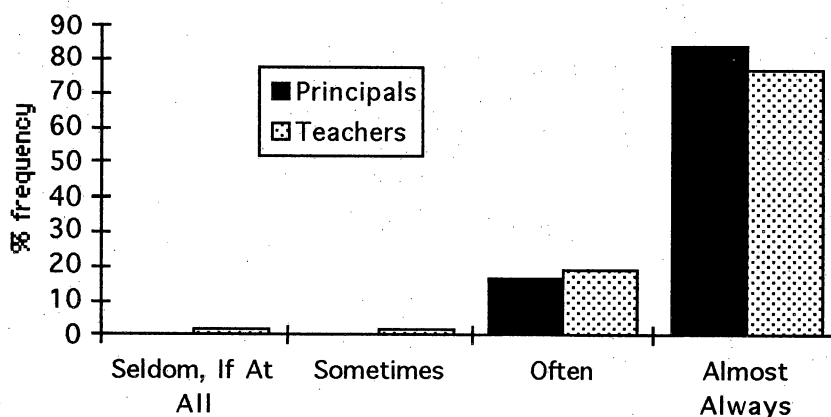
These beliefs are inclusive of all students. They are centered around standards considering that students should get what they deserve and not just what they are served. Figure 1 above portrays strongly student centered beliefs held by nearly three fourths of the respondents. Only a few percent of teachers report seldom or sometimes for this attribute. Three fourths of principal and teacher respondents report almost always for frequency of student centered beliefs held by staff.

Figure 2: Shared Decision Making Among Staff
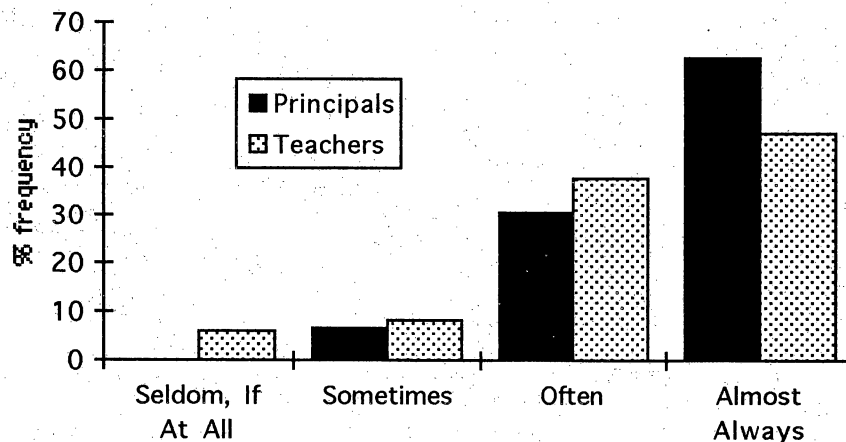
In Figure 2 respondents from the restructuring schools appear to have undergone major restructuring to accommodate shared decision making amongst themselves. Questions on the survey were directed toward curriculum and budget, two of the most common areas for making shared decisions. Fewer than fifteen percent of teachers and ten percent of principals report seldom or sometimes for this attribute. Principals were about fourteen percent more inclined to believe that they almost always practiced shared

decision making compared to the teachers' lesser accounting.

Flexible plans and resources are instrumental in allocating resources more effectively where they are needed. A high frequency of reporting indicates that teachers and principals regard staff members as capable of being flexible enough to accommodate changes in plans and resources. Other factors such as central office support, budgeting, and scheduling affect the overall ability of a school to maintain flexibility.

Figure 3: Flexible Plans and Resources
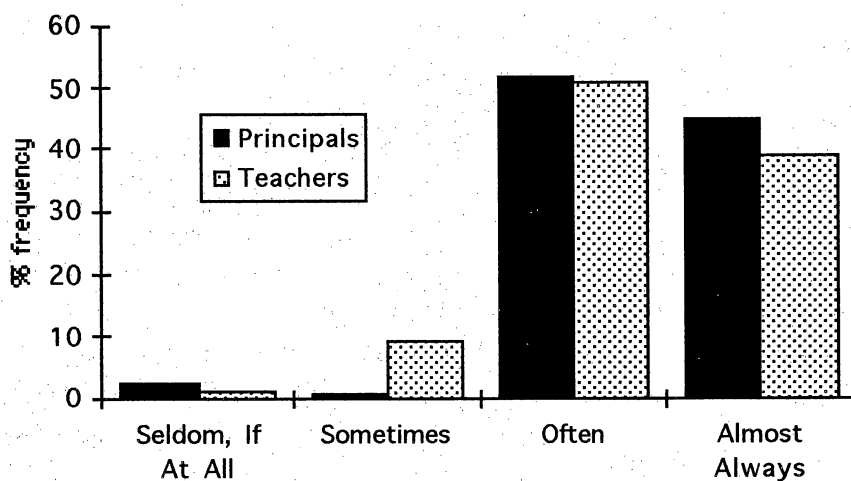
Nearly ten percent of teachers report that flexibility with resources and plans happens only sometimes at their site as Figure 3 shows. Ninety percent of teachers and over ninety-five percent of principals report often or almost always for this attribute.

Figure 4, which follows, shows that most principals and teachers have received the kind of staff development they think can be applied at the classroom level. But the full restructuring

attribute is about classroom practical staff development and sufficient follow-up.

Figure 4: Staff Development is Classroom Practical
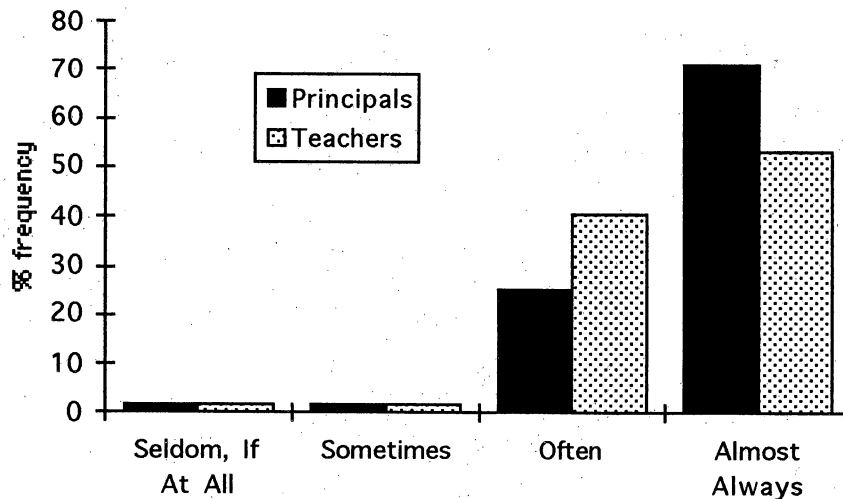
This attribute has been split into two parts in the findings because respondents had widely differing responses indicating that staff development did not have sufficient follow-up even though the content was appropriate.

Staff development tailored to meet the needs of teachers is important to manifest the results needed for restructuring. Fewer than four percent of the respondents report that their staff development has seldom or only sometimes been adequate for classroom application. Principals differ from teachers in their perceptions of staff development by reporting a twenty percent higher frequency than the teachers in the almost always category.

Some of the restructuring attributes responded to in the questionnaire had mixed levels of results. Responses ranged from high to low levels of frequency. These particular attributes had at

least one fourth of the responses reported by either teachers or principals in the seldom and sometimes categories. Although the schools were attempting to restructure with these attributes, the level of frequency was only moderate when compared to the previous four attributes with a high level of frequency. Those restructuring attributes which were moderate in range of frequency were the following:

- Higher standards and expectations for students and staff
- Systemic planning and structural changes
- Engaging, in-depth and relevant curriculum
- Varied instructional practices attempted
- Enlightened change environment

The attribute of varied instructional practices attempted registered less than fifteen percent in the seldom and sometimes categories. However, the almost always category was less than thirty percent keeping the overall level for this attribute in the moderate range. (see Appendices A-H, pages 71-85)

The other ten of the eighteen restructuring attributes were not as frequently used as the other attributes for restructuring. The following restructuring attributes were reported as low frequency at the surveyed schools:

- Shared beliefs amongst stakeholders
- Stakeholder collaboration
- Flexible scheduling
- Staff collaboration time

- Staff development in leadership
- Sufficient follow-up to staff development, which is the second part of the overall attribute in staff development
- Central office support
- Curriculum and assessment aligned
- Accountability to new goals
- Access to and utilization of technology
- Curriculum connections to the workplace

A majority of teachers report that parents and community do not share their beliefs about education to a degree necessary to restructure successfully (see Figure 5). Over fifty percent of teachers report they seldom or sometimes have shared beliefs with stakeholders. No teachers report that they almost always have shared beliefs, but ten percent of principals did report shared beliefs.

Figure 5: Shared Beliefs Among Stakeholders
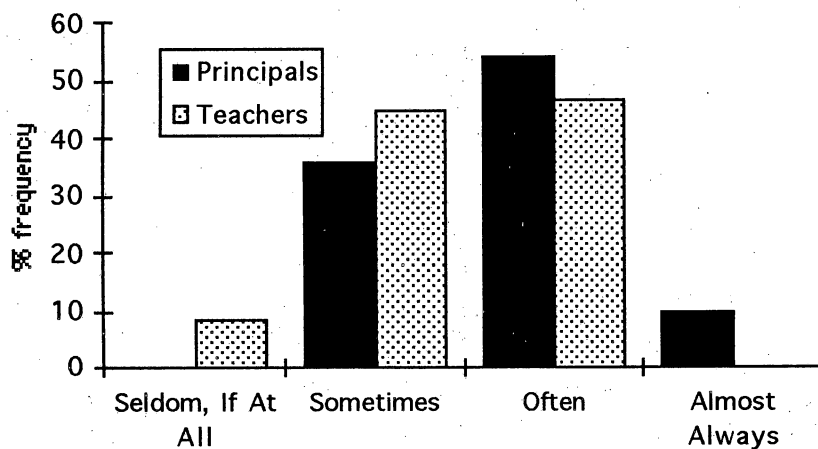
The data about stakeholder collaboration and collegiality indicates that respondents do not have a high level of shared beliefs about education. Comparing this data to the information about shared stakeholder beliefs could possibly explain the low participation parents, the primary community stakeholders, have with the school. The following Figure 6 depicts the degree of infrequency in stakeholder collaboration.

Figure 6: Stakeholder Collaboration
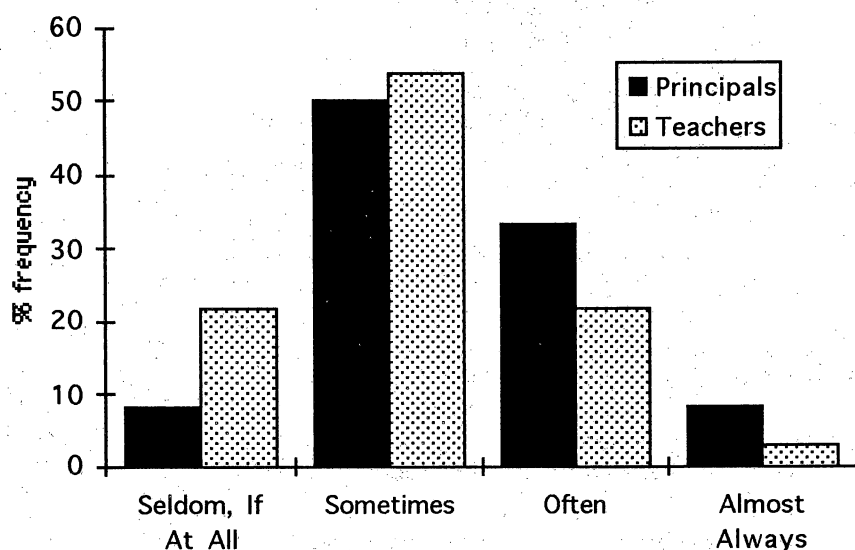
Teachers and principals report very infrequent collaboration amongst stakeholders, primarily parents and staff, with over seventy percent of teachers and nearly fifty percent of principals expressing limited interaction. Fewer than ten percent of principals and five percent of teachers consider their schools to have a high frequency of collaboration.

The literature would suggest that scheduling, as a time

structure of a school, needs to be evaluated as part of systemic planning. The respondents from these schools report a less frequent approach to systems planning for scheduling. Although the respondents rated themselves with high frequency for having flexible plan and resources, they did not do the same with flexible scheduling.

Over fifty percent of teachers and forty percent of principals report that scheduling is seldom or only sometimes flexible to meet their needs. Fewer than fifteen percent of teachers and eighteen percent of principals state that they have been able to create flexible scheduling often or almost always.

Figure 7: Flexible Scheduling
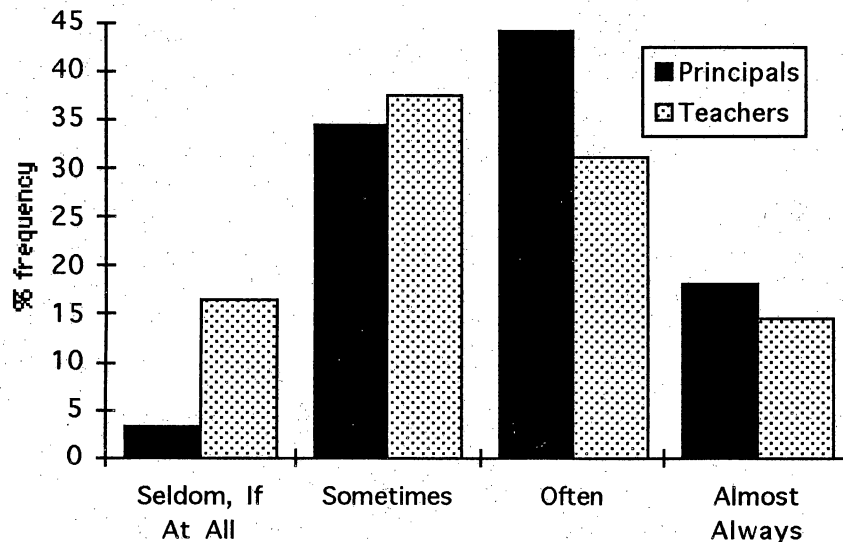
Repeated throughout the respondents comments in the questionnaires was a need to have enough time to sort out the change process and create reforms that would make a difference. Time seems a priority for teachers who are overtaxed when they add

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restructuring to their schedules.

Over half of principals and teachers believe that there is not enough time available to collaborate. Teachers and principals vary in their responses on both ends of the scale. As shown in Figure 8, teachers clearly do not think that staff collaboration is a strength at their school. Over twenty-five percent of teachers report seldom do they have time to collaborate. Less than fifteen percent of principals and five percent of teachers state they almost always have enough staff collaboration time.

Figure 8: Staff Collaboration Time
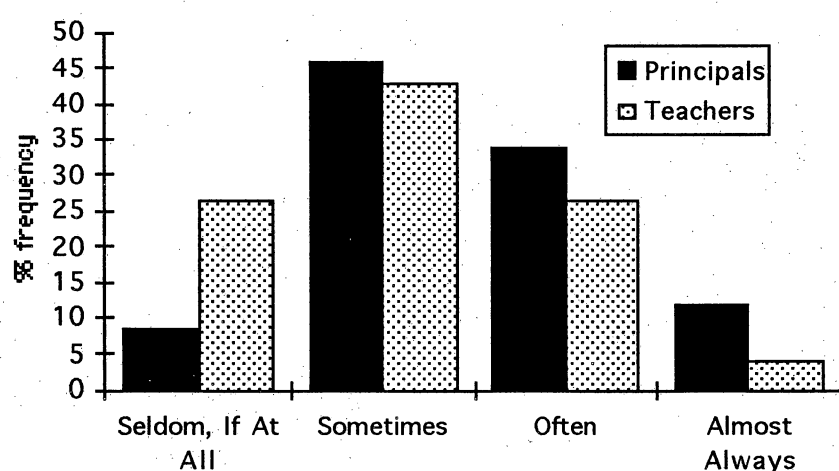
Teachers do not express the confidence that principals have in them as Figure 9 shows. Thirty-five percent of teachers report that leadership training is only seldom or sometimes frequent enough. One fourth of teacher respondents perceive leadership training almost always. Principals think there is a much higher level of competence in leadership training by reporting over forty percent in the almost always level of frequency.

Figure 9: Staff Development in Leadership
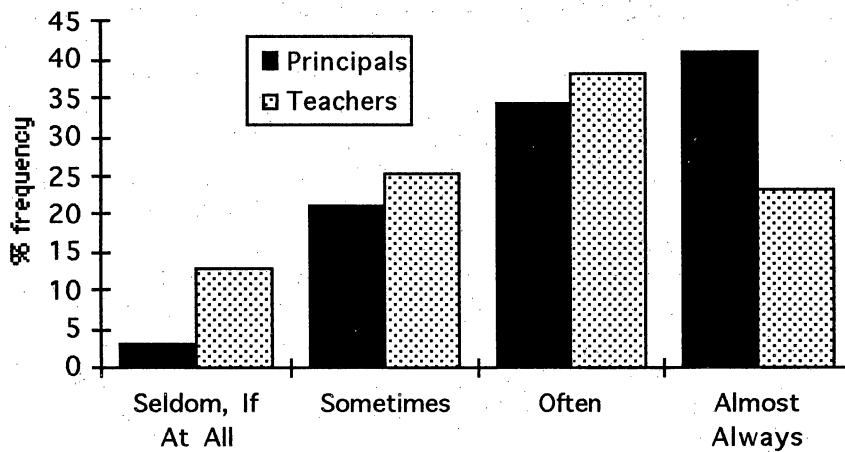
Figure 10 depicts the frequency of sustained staff development. Although most staff think staff development is classroom practical, this figure shows that there is not enough staff development to sustain changes.

Figure 10: Sufficient Follow-up to Staff Development
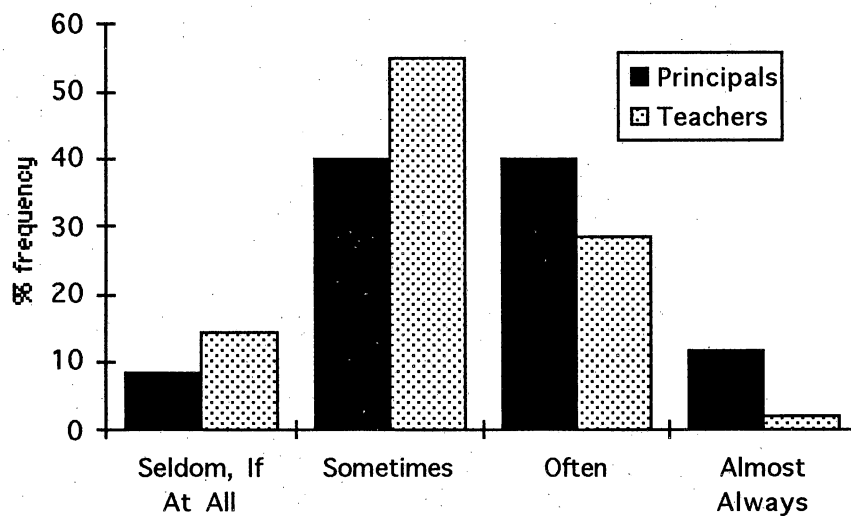
Forty-eight percent of principals and nearly seventy percent of teachers report that the quantity of staff development is not frequent enough. Only about ten percent of principals and fewer than three percent of teachers report there is almost always sufficient staff development follow-up.

Figure 11: Central Office Support
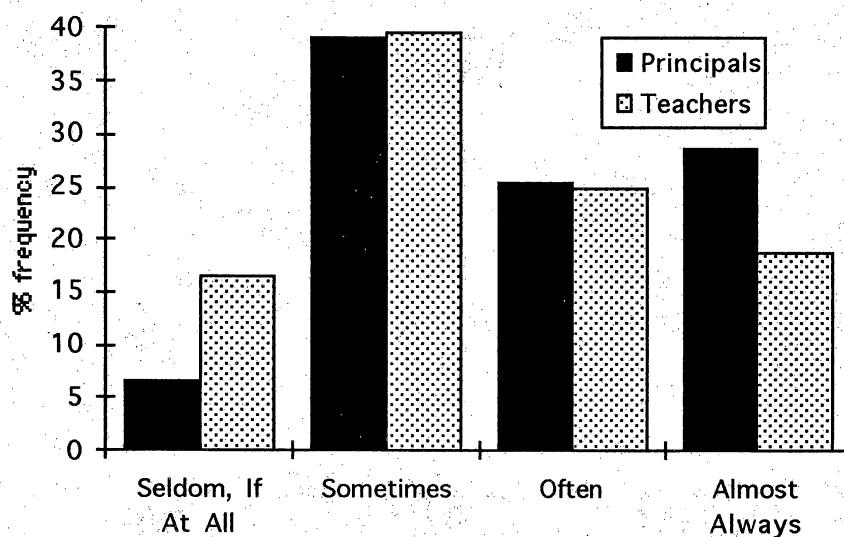
Teachers and principals are fairly consistent in their reports about how well they think the central office supports their efforts. Figure 11 shows that central office support is not always frequent when over fifty-five percent of teachers consider district support happens only seldom or sometimes. Principals consider district support to be stronger than that observed by teachers reporting that the central office supports almost always nearly thirty percent of the time.

Figure 12 indicates that little effort has been made in the initial stages of restructuring to align curriculum with assessment.

Figure 12: Curriculum and Assessment Aligned
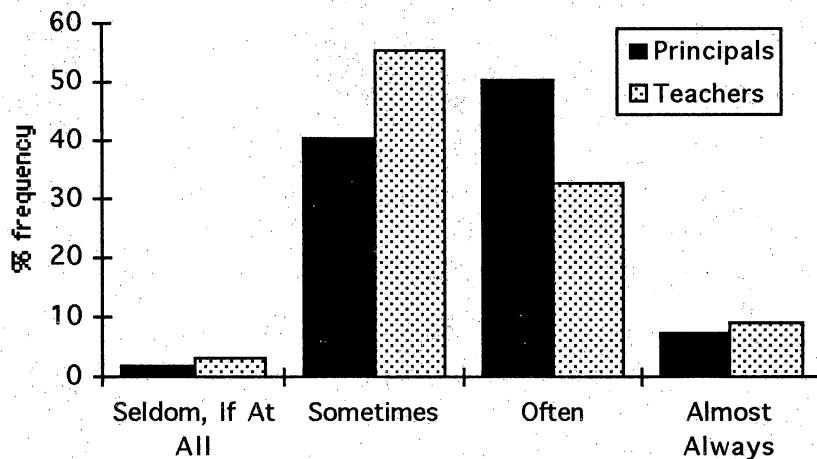
Nearly six out of ten teachers and four out of ten principals report curriculum and assessment are seldom or only sometimes aligned. Over half of principals and a third of teachers think alignment happens often. Fewer than ten percent of the respondents report that curriculum and assessment alignment happen almost always.

One way of checking accountability of overall instructional programs is to determine if the final goals for students match directly to the curriculum and instruction. Figure 12 also shows this is happening in most cases with the respondents, though forty percent of teachers report this occurs seldom or sometimes. Five out ten principals and four out of ten teachers report accountability happens often. Twenty percent of teachers and principals report they almost always have accountability related to the new program values.

One method of accountability has been when teachers must change according to new program values. The evaluations of teachers by administrators would reveal whether or not they had to subscribe to the new demands of changes within their regular work.

Figure 13: Accountability to New Goals
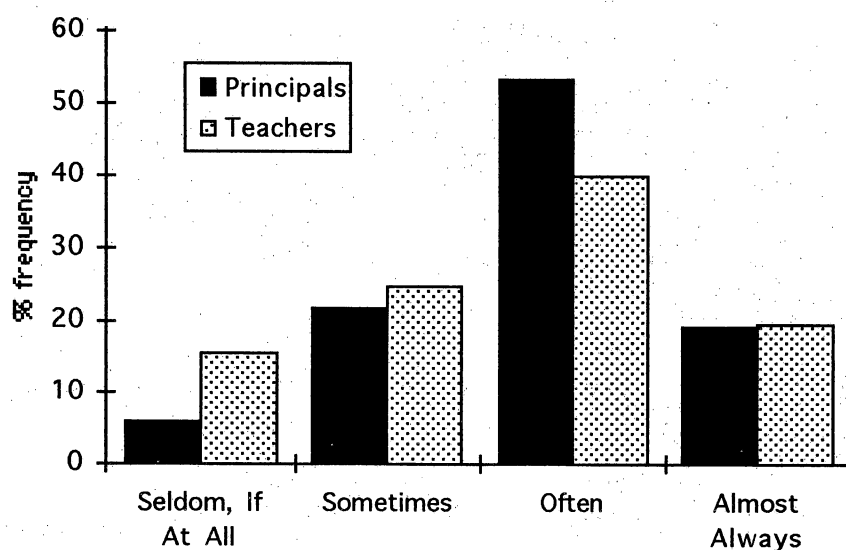
Question five specifically asked respondents to identify if teachers were evaluated on new program values. Figure 13 shows that evaluation of staff has not kept pace with program changes.

Teachers and principals mostly agree there is too little technology available. Technology can range from calculators and telephones to multi-media computers and video disks. Fifty-five percent of teachers report technology is only seldom or sometimes available. Forty-five percent of principals agree. Only one fourth of principals think access to technology is almost always sufficient. About fifteen percent of teachers report technology is almost always available. (see Appendix E, page 79)

The attribute of curriculum connections to the workplace was combined between the different levels of schools because many aspects of employability address social cooperation and positive work habits that cross grade levels. Curriculum and workplace do not always match because a broad body of academic pursuit is incompatible with workplace domains. However, restructuring schools recognize that not all students will adhere to strictly academically based vocations and attempt to provide curriculum structured to satisfy the needs of all students. This element of curriculum is closely linked with the ability of educators to broaden stakeholder participation to include community applications to learning. (see Appendix F, page 81)

Over forty percent of teachers and twenty-five percent of principals report seldom or sometimes in providing curriculum that matches the workplace. Nearly half of each group reports that connections occur often. Twenty-five percent of principals and fifteen percent of teachers noted that workplace connections happen almost always.

The topic of extra funds needed to restructure schools, although unrelated to the eighteen attributes, needed clarification for many educators waiting to see if the results of restructuring are transferable without additional funding. Principals and teachers strongly agree that money can be a catalyst and sustaining drive in restructuring. Around ten percent of teachers and principals report that extra funding is almost seldom or sometimes important to

restructuring. (see Appendix G, page 83) Ninety percent of teachers and principals report that extra funding is often or almost always important to school restructuring.

Much of the data about class size shows little improvement in students' results after class sizes are reduced except at primary grade levels (Robinson, 1990). Yet an overwhelming number of teachers think class sizes are inappropriate for their program. Over seventy percent of principals and nearly eighty percent of teachers report that class sizes are seldom or only sometimes suitable for their program. Only eight percent of principals and two percent of teachers report that class sizes are almost always appropriate for their program needs. (see Appendix H, page 85)

Summary

Priority for restructuring implementation was evident in the responses because a majority of teachers and principals chose one category. Sixty three percent of principals and fifty-five percent of teacher consider development of a coherent belief system the most important starting place for school restructuring. This was a very strong response for this attribute of restructuring. The five choices given the respondents were about systemic planning, teacher collaboration, plentiful staff development, and implementing shared decision making. Five respondents wrote notes around this section of the questionnaire believing that all five attributes should be

started at the same time. Responses varied for the other four categories, though staff development and shared decision making scored more frequently for latter stages of initial implementation.

Figure 14: Leadership Descriptors for Principals and Teachers
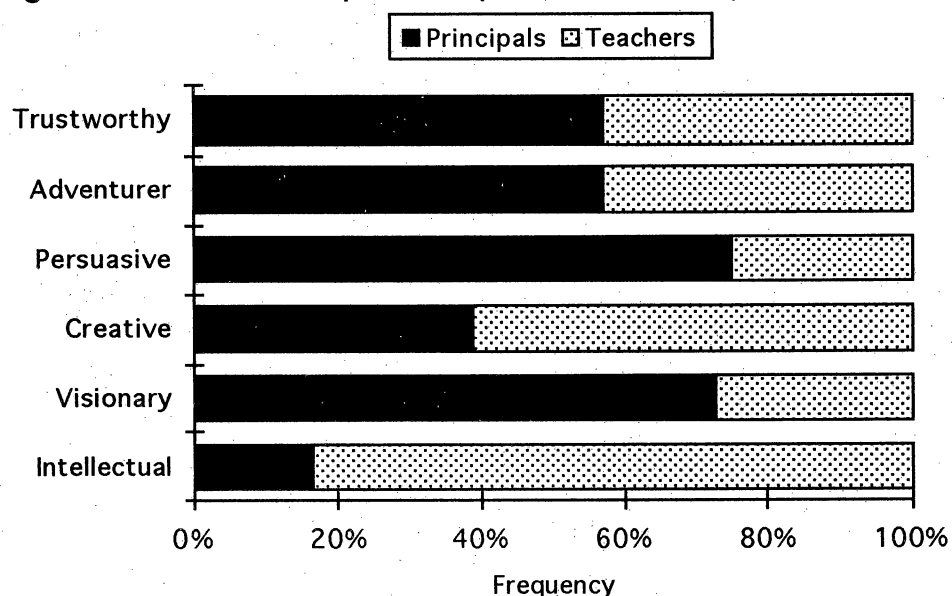
Principals perceive themselves much more as persuasive visionaries in their administrative role (see Figure 14). Contrasting the principals is the teachers' perceptions that they are more creative intellectuals. Data is presented as a percentage of total responses.

It does not seem surprising that principals have chosen words that fit management at work to effect change at a school. Teachers have the task of creative responses to students and the challenges of their work, while attempting to maintain intellectual pursuits in the classroom. Subject content is very important.

Teachers are by twenty percent less inclined to rate themselves primarily as trustworthy or adventurer. These latter two characteristics were chosen more frequently by principals, possibly because as leaders they take greater risks and exhibit trustworthiness as a condition of developing followers.

CHAPTER V

CONCLUSIONS

This study first attempted to identify the essential attributes which lead to restructuring. Eighteen attributes were identified in the review of literature as most important to promote school restructuring change. Data was collected by questionnaire from schools in California which had been awarded SB 1274 grants for restructuring. Forty-one percent of principals and thirty-two percent of teachers responded to the questionnaire. There was a total of 110 respondents.

The attributes considered to be the highest priority for restructuring because of their high frequency of implementation were the following:

- Student centered beliefs held by staff
- Shared decision making amongst staff
- Flexible plans and resources
- Staff development is classroom practical

Although student centered beliefs held by staff were reported with a high degree of frequency, an anomaly occurs when looking at the descriptors the teachers have chosen to evaluate their own leadership styles. Most teachers considered themselves to be intellectual, an indicator that their content or subject matter is of

such importance that they would have difficulty with the realities of being student centered.

Although staff development is thought by the respondents to be classroom practical, principals differ from teachers in their perceptions of inservicing at the almost always level by nearly twenty percent. This contrast could be accounted for through the role variance that each has in leadership and classroom applications. The difference could also be accounted for by considering that teachers must implement the changes caused by training, and they have a more pragmatic view of what is possible for themselves in the classroom. Principals might have an embellished outlook that amplifies the potential rather than the reality.

Those attributes which were moderate in practice by the respondents were the following:

- Higher standards and expectations for students and staff
- Systemic planning and structural changes
- Engaging, in-depth, and relevant curriculum
- Varied instructional practices attempted
- Enlightened change environment

Higher standards and expectations require a shift in the content of curriculum, how it gets delivered, and the context of assessment. The time needed to create a more rigorous and disciplined curriculum and assessment process may cause a stagnation in progress toward high standards because so little time is available to create a culture that can substantially develop a

program infused with higher standards. Perhaps some teachers do not believe they need to change to more demanding practices because they are protected by due process through tenure, or they are waiting for retirement or transfer.

Systemic planning and structural changes are difficult to make when federal, state, and district education offices have their own agendas to pursue. Conflicts between local control and imposed state and national standards only heighten the problems because they are at cross purposes.

In addition, flexible scheduling is a systemic change that can free curriculum, assessment, and people to pursue the reforms. The structures of the system control the results of any organization. Since many schools have not embraced the context and practice of full systemic change, they might always be unable to implement significant sustainable reforms.

Engaging, in-depth, and relevant curriculum is part of what curriculum and assessment alignment is all about. What may drive curriculum is testing, frameworks, and core guidelines, and these do not always allow for teachers to plan meaning-centered curriculum as they try to match state requirements instead. In spite of obstructions, respondents from the restructuring schools were attempting to promote change through curriculum.

Enlightened change means just that. Yet too many respondents seem to be involved in a process that seems more like remodeling a house in which they are living using the same materials for

rebuilding recycled from what they have torn down. The leadership qualities for change must be spread evenly among the staff so that all members are owners of the process.

Ten of the eighteen attributes appeared as low frequency by respondents in this survey. These attributes at this time were not considered as essential as the others reported in the literature review. These attributes which were less frequently being attempted by the restructuring schools are the following:

- Shared beliefs among stakeholders
- Stakeholder collaboration and collegiality
- Flexible scheduling
- Staff collaboration time
- Staff development in leadership
- Sufficient follow-up to staff development
- Central office support
- Curriculum and assessment aligned
- Accountability to new goals
- Access to and utilization of technology
- Curriculum connections to the workplace

Shared community values could be an indicator of how well a school is able to incorporate changes into its overall plan for restructuring. Stakeholders who do not share similar values or beliefs could envision a lot of time and effort put into problem solving and managing crises that could have been avoided by first

establishing common beliefs about education. A full consensus is not realistically possible because extremists exist on both ends of the continuum. Perhaps, though, schools cannot restructure if the reforms are not understood by the stakeholders.

Since little collaboration appears to exist between parents and schools, particularly at the secondary level, this area of reform could need special attention. Comparing the data about stakeholder collaboration to information about the shared stakeholder beliefs could explain the low participation parents have with the school. There was not a high level of shared beliefs about education.

Scheduling and its flexibility need to be evaluated as a part of systemic planning because schedules are a time structure of the school. The respondents from these schools report a much less frequent approach to systems planning for scheduling. In many respects educators are too bound to traditional schedules that are fundamental arbiters of successful restructuring.

Staff collaboration time is also a part of systemic change and flexible scheduling. Collaboration time is directly linked to leadership, curriculum and assessment change, site-based decision making, staff development, shared beliefs, flexible plans and resources, higher standards, systemic change, and an enlightened change environment. Yet many schools appear have not caused sufficient time to be created for these other elements of restructuring to take place. One factor that is not apparent as a labeled attribute but also directly affected by time availability is

morale. Enthusiasm for change and the will to effect the changes can wane to the point of being extinguished when the lack of time blocks attempts at reform.

Time can create leadership, too. Restructuring schools need many leaders and few followers. Changes implemented in these schools require teachers and principals who can translate the overall vision for the restructured school into the pragmatic applications of the classroom and interactions with the stakeholders.

Although the respondents listed staff development as highly classroom practical, the level of adequate staff development ranks low when considering the amount of change restructuring necessitates. Respondents in this survey indicated that there is not enough staff development to sustain changes. These restructuring schools seem to have made a partial commitment to include the types of staff development that teachers need, yet they do not plan for sustained development of new practices, just initiation.

Perhaps the level of staff development needed would not be so necessary if university teacher training was able to provide new teachers with sufficient education and preparation appropriate to contemporary public education challenges. A continuum of learning does not exist with enough frequency where teachers who are new or experienced must renew their art. Most existing programs for sustained teacher learning through the credentialing process lack substance and are not articulated or aligned with any substantial

goals other than putting in the time so credential renewal is automatically granted. The current outcome for credentials is too often a matter of time, rather than sustained renewal of educator expertise.

Central office support can vary with leadership, and consistency is important to restructuring schools. Many of the reporting schools have progressed far through the fundamentals of reform without substantial district support.

As paradigm shifts are made to new program values, teachers are usually put into the position of accompanying that shift. The personnel evaluations of staff by administrators would reveal whether or not they had to subscribe to the new demands of changes within their regular work. So far, evaluation of staff at the restructuring schools has not kept pace with program changes.

Assessment results published in local newspapers for the stakeholders is one form of accountability. When the educational program is evaluated by a published test like CLAS, educators consider that the test will drive the curriculum and the program. Since that is the inherent intent of CLAS, local reform is being conducted at the state level by assessments which most educators are poorly equipped to manage successfully. State mandated assessments have a tendency to cause restructuring by seismic action. Major top-down directives rarely take into account how resources can be reallocated to satisfy the demands of the mandate.

Workplace connections and access to technology were not

frequently practiced attributes. Many educators realize technology is not a panacea for sound restructuring. But its ability to speed many of the processes of learning and managing cannot be replaced. Yet the key factor to technological access for most schools is the amount of money necessary for having current technology available and then training staff to utilize the technology to its designed potential.

Restructuring schools recognize that not all students will adhere to strictly academically-based vocations and attempt to provide curriculum structured to satisfy the needs of all students. Since technology is in the workplace, the evidence is obvious that it is difficult to establish workplace connections. Workplace connections in curriculum are closely linked with the ability of educators to broaden stakeholder participation to include community applications of learning. Career and alternative education goals that involve students in work/apprentice programs off campus require flexible scheduling and stakeholder collaboration.

Another contradiction emerged because although respondents reported that the attribute of shared stakeholder beliefs was the most important attribute to begin restructuring, this area of reform for schools appeared as low frequency. Of the eighteen attributes, ten appeared with low frequency by respondents in this survey. Staff development that is classroom practical and has sufficient follow-up was split between high and low frequency. The subject matter was appropriate, but respondents report that there was not

enough follow-up.   These ten attributes were not considered as essential as the other reported in the literature review.

The characteristics for leadership reported by respondents showed marked differences between teachers and principals. Teachers self-assessed their traits primarily as creative intellectual, and principals assessed themselves mainly as persuasive visionaries.

The demographic characteristics of respondents shows that teachers coming out of the universities are not leading the way of restructuring. It of course depended upon who the principal selected as the teacher leader to complete the questionnaire. Those educators with less than fifteen years of experience made up only one third of the respondents. The age groups of less than forty years old consisted of just eighteen percent. Older, experienced educators are in the vanguard of restructuring. Their perceptions about restructuring might be considerably different from less experienced and younger educators because they have a realistic perspectives based upon their experiences. Conversely, they may be too cynical to be able to move forward with reforms or too entrenched in the system to envision dramatic change.

Significance of the Thesis

This study attempts to bridge the anecdotal reports about restructuring to identify the components that have been most frequently selected in promoting school reform. As a first step in

analyzing attributes of restructuring, schools attempting reform can compare their process to the attributes within this report and begin to synthesize appropriate plans for formulating change.

Recommendations for Further Research

More comprehensive research needs to be directed towards this topic. Completing in-depth research on one attribute at a time either listed here or created from further literature reviews, to study in depth for efficacy and necessity within restructuring. This would expand or narrow the list of attributes and promote the development of either a broad formula for restructuring or a matrix of reform benchmarks.

Another topic for further research would be qualitative case studies of restructuring schools. This would amplify the personal side of restructuring and could identify more accessible components of restructuring for educators.

The schools in this study and all other SB 1274 schools need to be longitudinally tracked to assess the effectiveness of the reforms they have implemented or attempted. Replication is at the core of utility for restructuring, so an additional four year period of study is needed because that is the duration of grant funding at this time. Consistent practices need to be identified and then evaluated to see if they are transferable to other sites. Other control groups attempting restructuring without grant funding could be tracked to

see if funding does have a significant impact on successful school reform.

Another area of further study would consider the differences between school levels. This study grouped the different levels and there may be a more varied approach to restructuring by level.

An additional study could center just upon student results at restructured schools. These schools are restructuring to bring about the best for student achievement, and their results need to be examined.

This thesis examined educational restructuring and reform literature, identified the most popular attributes of restructuring, and then surveyed principals and teacher leaders at school sites implementing restructuring through California Senate Bill 1274. A questionnaire was developed using the eighteen most common restructuring attributes identified in the literature. Four primary issues were addressed: (1) identify to what extent restructuring schools are using the eighteen attributes; (2) identify the subjects beliefs about restructuring priorities; (3) clarify perceptive differences about school restructuring between principals and teachers; (4) identify single personality leadership characteristics in school reformers. Findings indicate that four areas of restructuring are used frequently, five attributes are used with moderate frequency, and ten attributes are currently applied with a low level of frequency. Other findings indicate that having shared beliefs among stakeholders is top priority to begin restructuring,

although this attribute ranked with a low frequency of practice by respondents. Further findings indicate that principals have a much more positive view of restructuring progress at their schools than teachers, and that principals view their leadership more often as persuasive visionaries, and teachers see themselves as creative intellectuals.

APPENDIX A

HIGHER STANDARDS AND EXPECTATIONS FOR STUDENTS AND STAFF

Figure 15: Higher Standards and Expectations for Students and Staff
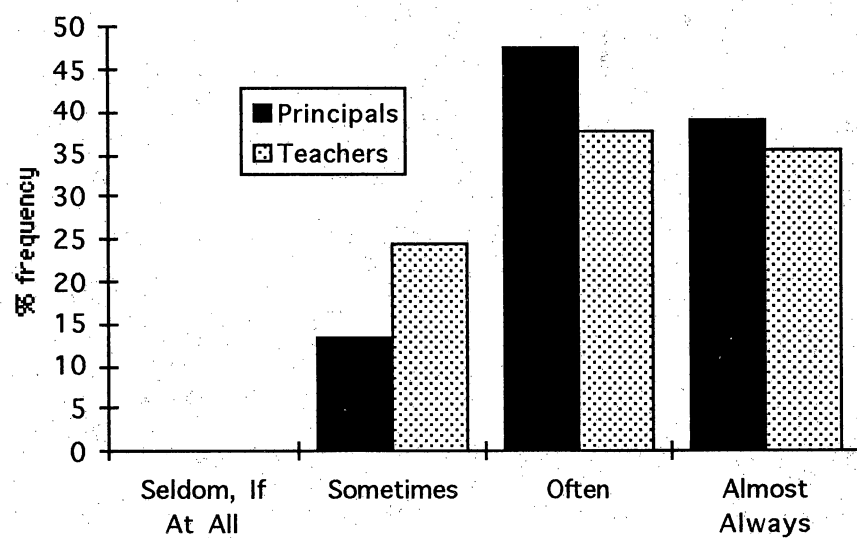
APPENDIX B

SYSTEMIC PLANNING AND STRUCTURAL CHANGES

Figure 16: Systemic Planning and Structural Changes
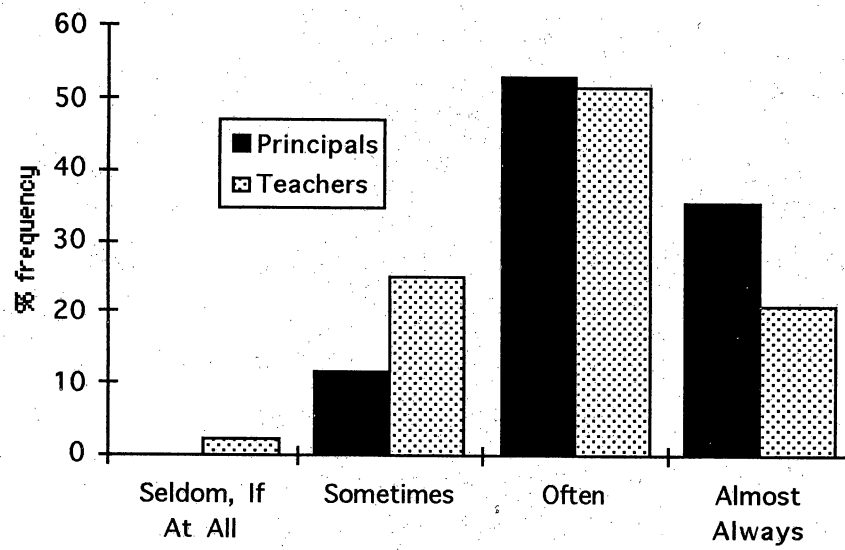
APPENDIX C

ENGAGING, IN-DEPTH, AND RELEVANT CURRICULUM

Figure 17: Engaging, In-depth, and Relevant Curriculum
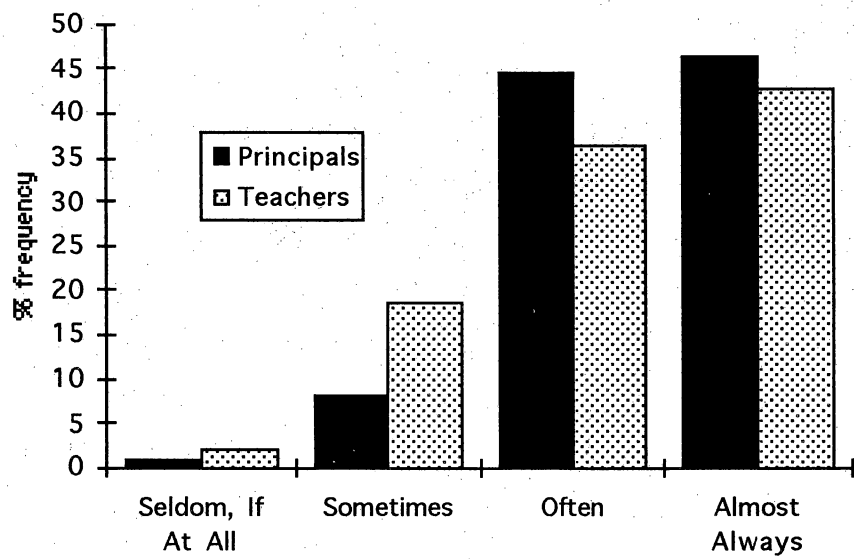
APPENDIX D

VARIETY OF INSTRUCTIONAL PRACTICES ATTEMPTED

Figure 18: Variety of Instructional Practices Attempted
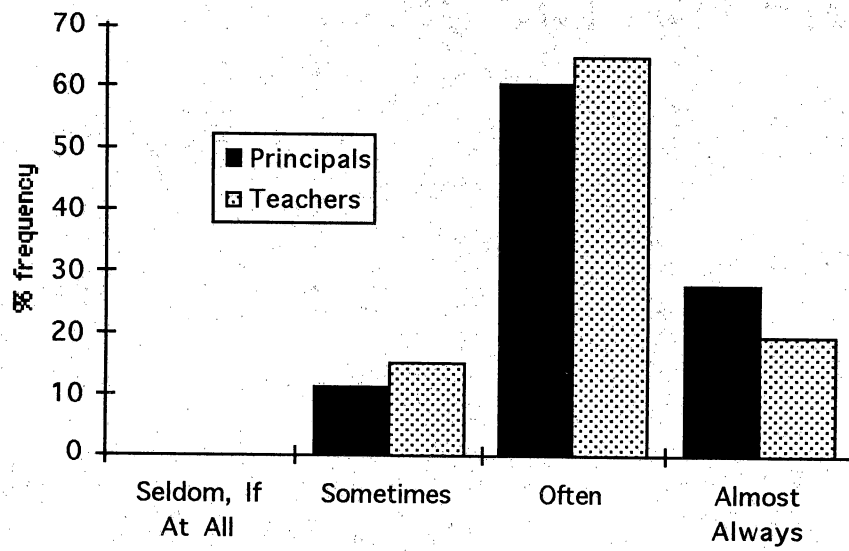
APPENDIX E

ACCESS TO AND UTILIZATION OF TECHNOLOGY

Figure 19: Access to and Utilization of Technology
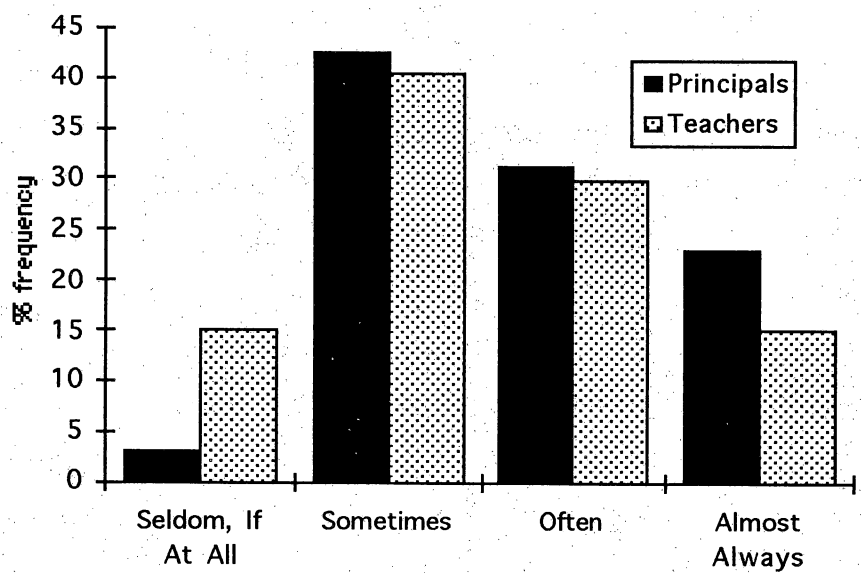
APPENDIX F

CURRICULUM CONNECTIONS TO THE WORKPLACE

Figure 20: Curriculum Connections to the Workplace
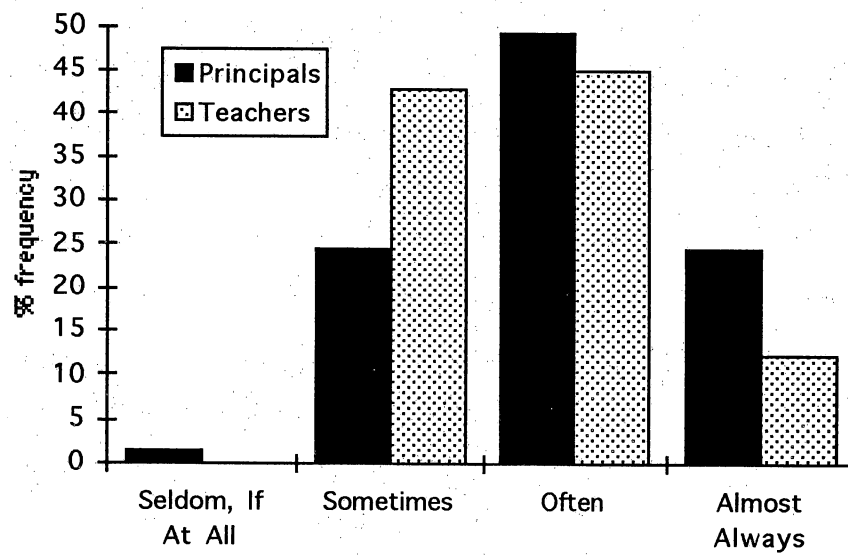
APPENDIX G
EXTRA FUNDS NEEDED TO RESTRUCTURE

Figure 21: Extra Funds Needed to Restructure
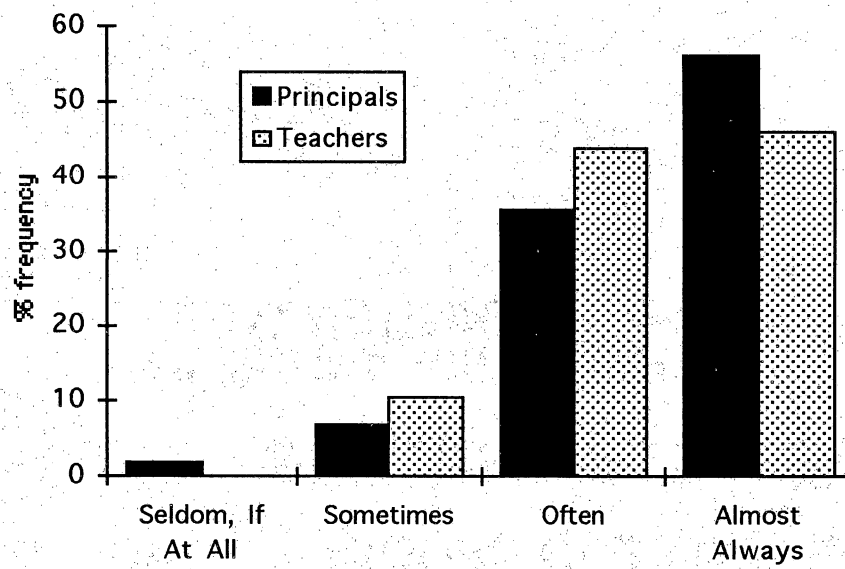
APPENDIX H

APPROPRIATE CLASS SIZES

Figure 22: Appropriate Class Sizes
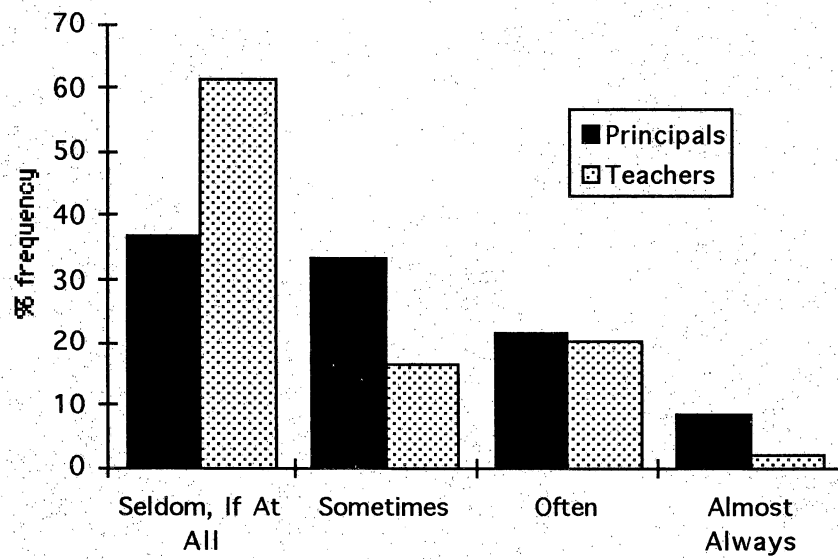
APPENDIX I

TABLE 1
FREQUENCY AND PERCENT OF SELECTED DEMOGRAPHIC CHARACTERISTICS OF RESEARCH PARTICIPANTS

Table 1

Frequency and Percent of Selected Demographic Characteristics of
Research Participants (N=110)

Gender	N	%
Female	61	57.5
Male	45	42.5

Age		
20-29	2	1.82
30-39	16	14.54
40-49	54	49.09
50-59	37	33.67
60+	1	.91

Years of Educational Work Experience		
0-5	6	6.00
6-15	27	27.27
16-25	42	42.42
26+	24	24.24

APPENDIX J

TABLE 2
FREQUENCY DISTRIBUTION OF SCORES OF
SIXTY-ONE   PRINCIPALS

Table 2

Frequency Distribution of Scores of Sixty-One Principals

(R = reversed question included positively)

Question Number	Seldom, If At All (1)	Sometimes (2)	Often (3)	Almost Always (4)	Total Responses
1	0	21	30	10	61
2	0	10	28	23	61
3	1	15	30	15	61
4	0	20	35	5	61
5	0	15	33	12	60
6(R)	1	8	20	28	57
7(R)	0	0	10	51	61
8	5	30	20	5	60
9	5	27	20	7	59
10	0	7	37	17	61
11	0	4	31	25	60
12	2	29	26	4	61
13	0	6	29	24	59
14	0	5	21	34	60
15(R)	1	0	21	38	60
16	2	13	21	25	61
17	0	22	33	6	61

Question Number	Seldom, If At All (1)	Sometimes (2)	Often (3)	Almost Always (4)	Total Responses
18	2	21	27	18	61
19	0	10	33	18	61
20	4	18	28	11	61
21(R)	1	0	31	29	61
22	2	26	19	14	61
23	22	20	13	5	60
24(R)	1	1	15	42	59
25	4	23	15	17	59
26(R)	2	1	31	25	59
27	5	24	24	7	60
28	1	4	21	33	59
29	0	7	32	22	61
30	7	11	31	11	60
31	5	30	20	5	60
32(R)	0	3	15	42	60
Total	73	431	800	621	1926
Points	73	862	2400	2484	
Mean	2.27	13.45	25.00	19.40	60.18
Tally	3.77	22.35	41.53	32.23	
% Of Total	0.0377	0.4470	1.2462	1.2895	

Total Mean Score for All Categories = 3.02

APPENDIX K

TABLE 3
FREQUENCY DISTRIBUTION OF SCORES OF FORTY-NINE
TEACHER LEADERS

Table 3

Frequency Distribution of Scores of Forty-Nine Teacher Leaders

(R=reversed question included positively)

Question Number	Seldom, If At All (1)	Sometimes (2)	Often (3)	Almost Always (4)	Total Responses
1	3	19	24	3	49
2	1	15	21	12	49
3	0	21	22	6	49
4	1	27	16	5	49
5	1	18	22	7	48
6(R)	0	10	19	16	45
7(R)	1	1	9	36	47
8	8	24	14	2	48
9	13	21	13	2	49
10	0	7	30	9	46
11	0	7	30	11	48
12	2	27	16	4	49
13	0	9	16	23	48
14	4	5	20	19	48
15(R)	0	1	16	32	49
16	6	12	18	11	47
17	4	21	22	0	47
18	8	18	15	7	48

Question Number	Seldom, If At All (1)	Sometimes (2)	Often (3)	Almost Always (4)	Total Responses
19	2	17	19	9	47
20	4	15	23	7	49
21(R)	0	4	22	23	49
22	7	19	14	7	47
23	30	8	10	1	49
24(R)	1	1	20	27	49
25	8	19	12	9	48
26(R)	1	5	28	15	49
27	7	27	14	1	49
28	0	5	21	22	48
29	0	12	27	10	49
30	14	6	17	12	49
31	13	28	7	1	49
32(R)	2	3	17	27	49
Total	141	432	594	376	1543
Points	141	864	782	1504	
Mean	4.40	13.5	18.56	11.75	48.21
Tally	9.12	28.0	38.49	24.37	
% Of Total	0.0912	0.5600	1.1549	0.9749	

Total Mean Score for All Categories = 2.78

APPENDIX L

TABLE 4
FREQUENCY DISTRIBUTION OF SCORES OF SIXTY-ONE PRINCIPALS BY PERCENT

Table 4

Frequency Distribution of Scores of Sixty-One Principals by Percent

(R=reversed question included positively)

Question Number	Seldom, If At All (1)	Sometimes (2)	Often (3)	Almost Always (4)	Total Responses
1	0.0	34.4	49.2	16.4	61
2	0.0	16.4	45.9	37.7	61
3	1.6	24.6	49.2	24.5	61
4	0.0	12.2	57.3	8.2	61
5	0.0	25.0	55.0	20.0	60
6(R)	1.7	14.0	35.1	49.2	57
7(R)	0.0	0.0	16.4	83.6	61
8	8.3	50.0	33.3	8.3	60
9	8.5	45.7	33.9	11.8	59
10	0.0	11.5	60.6	27.9	61
11	0.0	6.6	51.6	41.6	60
12	3.3	47.5	42.6	6.5	61
13	0.0	10.2	49.2	40.6	59
14	0.0	8.3	35.0	56.6	60
15(R)	1.5	0.0	35.0	63.3	60

Question Number	Seldom, If At All (1)	Sometimes (2)	Often (3)	Almost Always (4)	Total Responses
16	3.2	21.3	34.4	41.0	61
17	0.0	36.1	54.1	9.8	61
18	3.2	34.4	44.2	18.1	61
19	0.0	16.4	54.1	29.5	61
20	6.5	29.5	45.9	18.1	61
21(R)	1.6	0.0	52.5	47.5	61
22	3.2	42.6	31.2	22.9	61
23	36.6	33.3	21.6	8.3	60
24(R)	1.7	1.7	25.4	71.1	59
25	6.7	39.0	25.4	28.8	59
26(R)	3.4	1.7	52.5	42.3	59
27	8.3	40.0	40.0	11.6	60
28	1.6	6.7	35.6	55.9	59
29	0.0	11.5	53.3	36.1	61
30	11.6	18.3	51.6	18.3	60
31	8.3	50.0	33.3	8.3	60
32(R)	0.0	5.0	25.0	70.0	60
% Of Total	3.77	22.35	40.55	32.23	

APPENDIX M

TABLE 6
FREQUENCY DISTRIBUTION OF SCORES OF FORTY-NINE
TEACHERS BY PERCENT

Table 6

Frequency Distribution of Scores of Forty-Nine Teachers by Percent

(R=reversed question included positively)

Question Number	Seldom, If At All (1)	Sometimes (2)	Often (3)	Almost Always (4)	Total Responses
1	6.1	38.8	48.9	6.1	49
2	2.0	30.6	42.8	24.5	49
3	0.0	42.8	44.9	12.2	49
4	2.0	55.1	32.6	10.2	49
5	2.1	37.5	45.8	14.6	48
6(R)	0.0	22.2	42.2	35.5	45
7(R)	2.1	2.1	19.1	76.6	47
8	16.6	50.0	29.1	4.2	48
9	26.5	42.8	26.5	4.0	49
10	0.0	15.2	65.2	19.6	46
11	0.0	14.6	62.5	22.9	48
12	3.3	47.5	42.6	6.5	49
13	0.0	18.5	33.3	47.9	48
14	8.3	10.4	41.6	39.6	48
15(R)	0.0	2.0	32.6	65.3	49
16	12.7	25.5	38.3	23.4	47
17	8.5	44.6	46.8	0.0	47

Question Number	Seldom, If At All (1)	Sometimes (2)	Often (3)	Almost Always (4)	Total Responses
18	16.6	37.5	31.2	14.6	48
19	4.2	36.2	40.4	19.1	47
20	8.1	30.6	46.9	14.3	49
21(R)	0.0	8.1	44.9	46.9	49
22	14.9	40.4	29.8	14.9	47
23	61.2	16.3	20.4	2.0	49
24(R)	2.0	2.0	40.8	53.1	49
25	16.6	39.6	25.0	18.8	48
26(R)	2.0	10.2	57.1	30.6	49
27	14.3	55.1	28.5	2.0	49
28	0.0	10.4	43.7	45.8	48
29	0.0	24.4	55.1	20.4	49
30	28.6	12.2	34.7	24.4	49
31	26.5	57.1	14.3	2.0	49
32(R)	4.0	6.1	34.7	55.1	49
% Of Total	9.14	27.99	38.50	24.36	

APPENDIX N

TABLE 6
ATTRIBUTES PROMOTING SCHOOL RESTRUCTURING AND
QUESTIONNAIRE   CROSS-REFERENCES

Table 6

Attributes Promoting School Restructuring and Questionnaire Cross-References

Restructuring Attributes	Cross-Reference Questions
An enlightened change environment	1,6,20
A coherent belief system held by stakeholders	7,17
Systemic and structural changes	11,19
Collaboration and collegiality amongst stakeholders	8,31
Shared decision making	14,32
Staff development in leadership	16
Staff development for teacher use in the classroom	24,27
Time for staff to collaborate	9,21
Flexible scheduling	18
Flexible plans and resources	26
High standards and expectations for students and staff	2,13
Central office support	25
Variety of instructional practices	10
Engaging, in-depth and relevant curriculum	15,29
Alignment in curriculum, instruction, and assessment	4, 12
Connections between school and the workplace	3
Accountability matching goals and expectations	5,30
Access to and utilization of technological systems	22

APPENDIX O

TABLE 7
PRINCIPALS RANKING OF RESTRUCTURING IMPLEMENTATION BY PRIORITY

Table 7

Principals Ranking of Restructuring Implementation by Priority

(N=57)

Implement shared decision making between parents, community and school staff.

Order of Priority	1	2	3	4	5
Number of Responses	6	11	18	4	18

Provide well designed and plentiful staff development in proven instructional strategies and curriculum design.

Order of Priority	1	2	3	4	5
Number of Responses	3	7	8	18	19

Provide time for teachers to collaborate.

Order of Priority	1	2	3	4	5
Number of Responses	6	15	16	11	9

Create genuine systemic planning for structural changes.

Order of Priority	1	2	3	4	5
Number of Responses	5	10	15	17	10

Develop a coherent belief system held by stakeholders that values all students, education, and the change process.

Order of Priority	1	2	3	4	5
Number of Responses	36	12	2	6	1

APPENDIX P

TABLE 8
TEACHERS RANKING OF RESTRUCTURING
IMPLEMENTATION BY PRIORITY

Table 8

Teachers Ranking of Restructuring Implementation by Priority
(N=45)

Implement shared decision making between parents, community and
school staff.

Order of Priority	1	2	3	4	5
Number of Responses	7	8	6	7	17

Provide well designed and plentiful staff development in proven
instructional strategies and curriculum design.

Order of Priority	1	2	3	4	5
Number of Responses	0	3	6	16	20

Provide time for teachers to collaborate.

Order of Priority	1	2	3	4	5
Number of Responses	10	8	12	10	5

Create genuine systemic planning for structural changes.

Order of Priority	1	2	3	4	5
Number of Responses	1	13	13	12	6

Develop a coherent belief system held by stakeholders that values all students, education, and the change process.

Order of Priority	1	2	3	4	5
Number of Responses	25	11	9	0	0

APPENDIX Q

WHAT THE RESPONDENTS SAY ABOUT RESTRUCTURING

What The Respondents Say About Restructuring

Principals:

Wish we knew two years ago what we know now.

Almost everything we are attempting has the possibility of helping students. However, the support needed to implement the changes (support from the state, district, union, and some teachers) is often not there, and so many things will ultimately fade.

Structural change is a concept slow to catch on with staff of greater sizes.

Our change process has been a "peaks and valleys" experience. Currently we are at a peak, but are also very tired!
- Good parent support
- Never enough time to collaborate
- Not enough support from District
- Looking into Charter Schools

When the grant was written we did not have a common goal or mission. After the first year of implementation, we got clear goals and outcomes. The school is on track now with setting time for teachers to meet and solve problems. We are taking small steps and not trying to do everything yesterday.

The change process must be understood.

Restructuring has been a super experience. It is difficult to make deep and lasting change with the time limitations we have and the class sizes that our growing school population forces upon us. Staff and parents have been wonderful.

If teachers can't collaborate, there is no time to develop/share/find/refine curriculum which is student-centered and relevant to the real world. So it's tough to develop a systemic change plan. It's very beneficial to have site-based shared decision making, but the consensual process is a **key** to successful shared decision making. Pretty difficult to develop a coherent belief system when there are still people feeling unacknowledged/unheard/disinvested.

We still don't have enough time for collaboration.

For those of us that have been designing school plans since 1976- "restructuring" is old hat but so much more exciting.

We realized about five years ago that we needed to plunge into restructuring; whatever that was. We felt strongly, through our readings and "Caught in the Middle," that true systemic change needed to take place.

We butchered "traditional" everything it seemed. Schedules, grading, report cards, homework, the type of assignment given, etc. Although this slicing and dicing was at times severe, it did cut away our safety net/comfort zones and caused us to look at things differently.

Teachers:

No one is actually checking to see what's happening in classrooms--is it real change or is it lip service?

At our school there was an attempt made to empower staff, students and community; but many were left with the perception that this was not the case. Change has been ten miles of bad road ever since then.

Time is a critical element. There never seems to be adequate time to be involved in decision making, shared leadership, collaboration (planning) and planning for my classroom. Restructuring is exhausting but also invigorating and rewarding. We know we can make a difference.

The commitment of the District to allow real autonomy to the school sites is often weak. Often it seems mostly they want the funds to supplement dwindling general funds, and want to continue to implement programs district wide.

Understanding of shared decision making is also weak at school site.

Due to dwindling resources the pressure to use restructuring funds to replace cut programs or other funds (field trips, supplies) is high.

Also, doing meaningful, hands on, prescriptive (i.e., individual conferences with students to assess and teach) is close to impossible with class sizes of 30 or more, as we have here. Especially considering all of our students come from poor homes.

We have been involved in restructuring for four years. It has been a long, slow, painful process involving a staff whose average age is 52!

Just when we think we are making "headway," something happens, i.e., a key staff member leaves, collaborating teachers get "a divorce," the change process becomes "draining."

For success, someone/or a group needs to keep the "vision"-- and keep others going on a daily basis. This interim time in the change process can be a dangerous time of frustration--of a time when teachers get tired and find it easier to slip into the old ways of doing things.

Those of us involved need to keep in mind-"What is best for kids?"- when we reach that implementation dip!

The number one desire of every teacher here is **more time**!!! We want to improve, but some of us feel like we are exhausting ourselves in the process. Many have already fallen by the wayside. Transfers, retirements, etc. took place. Very few people are just sitting back on their haunches. (The rest of us know who **they** are, believe me!) I fervently hope there is some real good accomplished for the kids... and all of us through this effort.!

It is very important to understand the change process as you restructure. Change is difficult, even for those who see the need for it. It's important to give teachers the opportunity to talk among themselves as they learn new strategies and instructional techniques. Staff development is extremely important. We have had excellent staff development days, but we fall short in making time for follow-up discussion and activities. Time is key.

We began year round education (district mandate) and multi-age classes (our choice) at the same time. So much change has proven to be very difficult for some teachers. Perhaps if we had even more staff development (which costs money) and more time to discuss what he changes meant, we would have smoothed the road a little. We still have made great strides in our efforts, and I couldn't go back to the traditional way for anything.

"Restructuring could be valuable, but we won't know that to be a fact until we see progress in students work. The weakness of

"restructuring" is that much of the work falls on teachers who are already dealing with very large classes of children with divergent needs. The task to make dramatic change is overwhelming. Teachers are working harder, not just smarter as was indicated in the beginning.

There is a need for trained visionaries (leaders) at each school who have a reduced teaching load so they can write units, write grants, assist teachers and administration with change.

Restructuring is a vital part of my school. It's important to remember the process that is going on--it doesn't happen over night. We have move ahead with things then backed up when necessary. We are constantly evaluating, adjusting our programs to meet student needs. Several outside factors have greatly affected my school during the last 3 years of restructuring. They are: rapidly changing student population; a severe budget crunch which has lowered everyone's' morale; a lack of dynamic administrators; and the fact that now teacher has received even a token raise in $3^1/_2$ years.

Our school has met many challenges that have affected our restructuring. We downsized our student population from approx.. 730 to 420, lost many key staff members to transfers, retirement and moving from the area. We lost our administrator. Our second

year had 6 new staff members on a team of 16 staff. It seems almost amazing we are still moving forward with so many changes.

Money alone does not make for a successful restructuring effort.

School restructuring is slow and tedious. The results are worthwhile, of course, but are very difficult to reach if only a small segment of the faculty adamantly resists change.

Consensus is necessary. Unanimity can never be reached. At some point a school must simply move and insist that everyone try to implement the majority's vision.

Time is critical--time to talk and to plan and to talk some more. How to find this time is an important issue.

This school had a problem with decision-making. Many of the staff didn't feel that they were part of the change decisions. There was much misconception about how programs were adopted.

I believe that true restructuring cannot succeed as long as many teachers are protected from change because of tenure. I also think that administrators think they want to share power, but on an unconscious level they really don't want to yield to shared decision-making. The process is bogged down by the inevitable institutional rigidity of having done business pretty much the same way for

decades. teachers tend to see restructuring as just "another" fad in the educational theorists agenda. They are cynical as they have seen the bandwagons come, go, and then come again. So for most staff, restructuring seems just another promise of pie in the sky as the system slips further down the drain.

Restructuring is an incredibly difficult task. Burn-out is a real concern for our change agents. The state and the county are of little real help. The <u>biggest needs</u> are for time for teachers for training. There is so much that needs attention it's almost overwhelming.

The restructuring process is an exciting but sometimes stressful process. the key, in my opinion, is an insightful and sensitive "leader"/administrator who is will to share, delegate, listen and guide. Our school is fortunate to have that person.

No one is assisting teachers to make real change after the inservice training takes place.
- no extra time to plan
- no extra money for extra work
- district unwilling to change superstructure (data processing, bus schedules, etc.)

READY FIRE <u>AIM!</u>

If a school teaching population is embedded and ideologically stagnant, all the preaching and cookbooks will be largely ineffective. But low turnover of teachers is needed once restructuring has begun.

(All emphasis in the quotations is the respondent's intent.)

APPENDIX R

QUESTIONNAIRE FOR SCHOOL RESTRUCTURING

Questionnaire for School Restructuring

This survey has taken eight minutes or less for most participants.

Circle which characteristics apply to you.

Age group: 20-29 30-39 40-49 50-59 60+

Gender: female male

Years of educational work experience: 0-5 6-15 16-25 26+

One word that best describes me is: intellectual visionary creative

persuasive adventurer trustworthy

What information best describes your school and district.

Check One   Fill-in

_____ Elementary   Grades _____ through _____   _____ School Enrollment
_____ Middle   Grades _____ through _____
_____ Intermediate   Grades _____ through _____   _____ District Size
_____ Junior High   Grades _____ through _____
_____ Senior High   Grades _____ through _____

Circle the number that best describes how often you think or feel the statement is correct for you at your school.

	SELDOM, IF AT ALL	SOME-TIMES	OFTEN	ALMOST ALWAYS
1. The pace of change at our school is right for the staff.	1	2	3	4
2. Higher standards and expectations for student work have become a part of the program.	1	2	3	4
3. Our curriculum has direct connections to the future workplace.	1	2	3	4
4. Real performance assessments are used to evaluate students.	1	2	3	4
5. Final goals for students match directly to the curriculum and instruction.	1	2	3	4
6. Significant reforms have been made without having to understand the change process.	1	2	3	4
7. Our school has become less student centered since restructuring began.	1	2	3	4
8. Parents continually show they are part of the education team.	1	2	3	4
9. Teachers have plenty of time to collaborate and plan.	1	2	3	4
10. Many different kinds of instructional techniques are tried out by the staff.	1	2	3	4
11. The changes we are making are well thought out.	1	2	3	4
12. Assessment of students in the classroom matches the new CLAS assessments.	1	2	3	4

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	SELDOM, IF AT ALL	SOME-TIMES	OFTEN	ALMOST ALWAYS
13. My colleagues have high standards and expectations for their own work.	1	2	3	4
14. Decisions about what to teach are shared by teachers and administrators.	1	2	3	4
15. Teachers feel a greater commitment to using textbooks since restructuring began.	1	2	3	4
16. Leadership training has become an important factor with the staff taking on more responsibilities.	1	2	3	4
17. The school staff and the parents share the same beliefs about the purposes of education.	1	2	3	4
18. Teachers are able to rearrange the schedule to fit changes in curriculum and instruction	1	2	3	4
19. We are making deep and lasting changes in how and when we work together.	1	2	3	4
20. Each change at the school was preceded by an assessment of needs.	1	2	3	4
21. Teacher collaboration has proven to be a burden to our progress.	1	2	3	4
22. The staff has access to enough technology to meet program needs.	1	2	3	4
23. Class sizes are appropriate for my program.	1	2	3	4
24. Staff development has been impractical for classroom use.	1	2	3	4
25. The district office consistently supports the changes at our site.	1	2	3	4
26. My colleagues are inflexible to change.	1	2	3	4
27. There has been enough staff development with sufficient follow-ups.	1	2	3	4
28. Extra funds make a difference in how much the school can restructure.	1	2	3	4
29. Our curriculum is relevant and meaningful to students.	1	2	3	4
30. Teachers are evaluated based upon the new program values.	1	2	3	4
31. The community takes an active role in sharing the responsibilities of education with us.	1	2	3	4
32. Teachers are not directly involved in how funds are spent.	1	2	3	4

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Rank the five items below in order of priority for what should be first implemented at a school attempting restructuring. Number one is first priority, and number five is last priority.

_____ Implement shared decision making between parents, community, and school staff.

_____ Provide well designed and plentiful staff development in proven instructional strategies and curriculum design.

_____ Provide time for teachers to collaborate.

_____ Create genuine systemic planning for structural changes.

_____ Develop a coherent belief system held by stakeholders that values all students, education, and the change process.

Did your school begin with the item you ranked #1?   Yes _____   No _____

Use the back side of this last page for your comments about school restructuring.

Thank you for your participation and effort with this questionnaire.

Please insert the questionnaire into the addressed and stamped return envelope, and mail it with your most recent School Accountability Report Card.

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