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## Interim Outcomes and Change Processes: A Case Study of School Restructuring

Meg V. Blinkiewicz  
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INTERIM OUTCOMES AND CHANGE PROCESSES:  
A CASE STUDY OF SCHOOL RESTRUCTURING

by

Meg V. Blinkiewicz

A Dissertation  
Submitted to the  
Faculty of The Graduate College  
in partial fulfillment of the  
requirements for the  
Degree of Doctor of Philosophy  
Department of Educational Leadership

Western Michigan University  
Kalamazoo, Michigan  
December 1994

## INTERIM OUTCOMES AND CHANGE PROCESSES: A CASE STUDY OF SCHOOL RESTRUCTURING

Meg V. Blinkiewicz, Ph.D.

Western Michigan University, 1994

The purpose of this qualitative case study was two-fold: (1) to describe interim outcomes that occurred within a restructuring school district and the change processes related to each outcome; and (2) to confirm or expand what is known about educational restructuring. Individual interviews were conducted with fifty-five (55) persons including central office administrators, principals, teachers, support staff, parents, and School Board members. Approximately 120 hours were spent in the field observing meetings, classroom activities, and other events. Existing documentation (meeting minutes, policies, and procedures) also was reviewed.

This study produced detailed descriptions of six categories of interim outcomes that emerged from the data: (1) vision/values; (2) roles/relationships; (3) decision making; (4) policy alignment; (5) resource allocation; and (6) core technology (instruction, curriculum, and assessment). Findings within each of these categories confirm what was previously known about the content or "what" of restructuring. The characteristics of each interim outcome were described further by using a continuum which presents six stages of systemic change. Based

upon the study's findings, each interim outcome was placed in one of the six stages of the continuum.

Change processes that were used by the district include reading about and researching restructuring, visiting other restructuring school systems, developing a shared vision of the future, offering a variety of professional development opportunities, providing time for collaboration and practicing new roles and instructional strategies through a reallocated time plan, and applying quality principles. The use of quality principles expands what is known about systemic change as few school systems have experimented with quality. The findings indicate that quality principles such as driving out fear, adopting a new philosophy, instituting leadership at all organizational levels, and providing training do facilitate the change process. The district's reallocated time plan also was related to many interim outcomes.

Finally, the findings were compared and contrasted to seven propositions that restructuring experts argue must be incorporated into successful systemic change efforts. Results indicated that the district has begun to incorporate the seven propositions into its restructuring to varying degrees.



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## ACKNOWLEDGMENTS

During the past several years, I have spent countless hours reading about role models, mentors, and facilitators. In my life I've been fortunate enough to have been surrounded by people who serve in those capacities and many more.

My committee members, Dr. Eugene Thompson, Dr. James Sanders, and Dr. Paul Williams each mentored me in different ways and served as role models in their respective fields.

My parents, Ellamae and George Vuicich, have been my true life-long role models and mentors, giving me "roots to grow and wings to fly" (but not too far)!

My husband Gary centers me and makes my life whole. To these and many others, I am deeply indebted.

Meg V. Blinkiewicz

## TABLE OF CONTENTS

ACKNOWLEDGMENTS . . . . .	ii
LIST OF TABLES . . . . .	x
LIST OF FIGURES . . . . .	xi
CHAPTER	
I. INTRODUCTION . . . . .	1
Problem . . . . .	2
Conceptual Framework . . . . .	3
Objectives . . . . .	7
Limitations of Study . . . . .	8
Importance of Study . . . . .	9
II. LITERATURE REVIEW . . . . .	10
A Brief History of Educational Reform . . . . .	10
Need for Restructuring . . . . .	14
What is Restructuring . . . . .	18
The Content of Restructuring . . . . .	21
Vision, Purpose, and Core Values . . . . .	22
Rules, Roles, and Relationships . . . . .	23
Rules . . . . .	24
Roles . . . . .	25

## Table of Contents — Continued

### CHAPTER

Relationships . . . . .	25
Students' Roles . . . . .	26
Parents' Roles . . . . .	27
Teachers' Roles . . . . .	29
Principals' Roles . . . . .	35
Superintendent and Central Office Staff . . . . .	39
Systemic Leadership . . . . .	42
Board of Education Roles . . . . .	44
Organizational Culture . . . . .	46
Student Experiences and Core Technology . . . . .	48
Curriculum . . . . .	49
Instruction . . . . .	53
Delivery System . . . . .	55
Governance . . . . .	57
Accountability . . . . .	58
The Change Process . . . . .	60
Systemic Change . . . . .	60
The Visioning Process . . . . .	64
Professional Development . . . . .	67

## Table of Contents—Continued

CHAPTER	
Professional Development Schools . . . . .	71
Total Quality . . . . .	72
Linking Content and Process: Self Designed Change . . . . .	74
III. METHODOLOGY . . . . .	76
Methodological Selection . . . . .	76
Rationale for Selecting Methodology . . . . .	77
Implementation of Methodology . . . . .	78
Contact and Consent . . . . .	78
Participants . . . . .	79
Sampling Procedures . . . . .	80
Data Collection Procedures . . . . .	82
Interviews . . . . .	82
Observations . . . . .	84
Existing Documentation . . . . .	85
Data Analysis Procedures . . . . .	86
Coding . . . . .	86
Categorizing . . . . .	88
Researcher Role . . . . .	91
Trustworthiness Steps . . . . .	92



## Table of Contents — Continued

CHAPTER	
Limitations . . . . .	94
IV. FINDINGS . . . . .	95
Overview . . . . .	95
Demographic Information . . . . .	96
Contextual Description . . . . .	96
Description of District . . . . .	97
Historical Overview of Restructuring . . . . .	97
The Vision and Purpose of the District’s Restructuring . . . . .	102
Vision . . . . .	102
Purpose of Restructuring . . . . .	108
Values . . . . .	118
Interim Changes and Related Processes . . . . .	123
Roles . . . . .	123
Student Roles . . . . .	123
Teacher Roles . . . . .	125
Principal Roles . . . . .	131
Central Office Administrator Roles . . . . .	133
Parent Roles/Involvement . . . . .	136
Board of Education Roles . . . . .	138

## Table of Contents — Continued

CHAPTER		
	Oversight Committee . . . . .	140
	Processes Related to Role Development . . . . .	143
	Relationships . . . . .	145
	Teacher Relationships . . . . .	146
	Teacher and Administrator Relationships . . . . .	147
	Administrator Relationships . . . . .	149
	Parent and School Relationships . . . . .	150
	Administration and Union Relationships . . . . .	153
	Decision Making . . . . .	156
	Policies . . . . .	163
	Policy Changes . . . . .	163
	How Policies Are Adopted . . . . .	165
	Policy Alignment With Restructuring Vision . . . . .	166
	Resource Allocation . . . . .	168
	Core Technology . . . . .	172
	Instruction . . . . .	174
	Curriculum . . . . .	181
	Assessment . . . . .	184
	V. CONCLUSIONS . . . . .	195

## Table of Contents — Continued

### CHAPTER

Values/Vision . . . . .	196
Roles and Relationships . . . . .	197
Decision Making . . . . .	200
Policy Alignment . . . . .	201
Resource Allocation . . . . .	202
Core Technology . . . . .	203
Change Processes . . . . .	206
Seven Propositions . . . . .	207
Change Is Learning . . . . .	208
Change Is a Journey, Not a Blueprint . . . . .	209
Problems Are Our Friends . . . . .	210
Change Is Resource Hungry . . . . .	211
Change Requires the Power to Manage It . . . . .	212
Change Is Systemic . . . . .	213
All Large-Scale Change Is Implemented Locally . . . . .	214
Summary . . . . .	215

### APPENDICES

A. Informed Consent Forms . . . . .	217
B. Interview Protocol . . . . .	223

Table of Contents—Continued

C. Protocol Clearance From the Human Subjects	
Institutional Review Board . . . . .	228
BIBLIOGRAPHY . . . . .	230

## LIST OF TABLES

1. Differences Between the Industrial Age and Information Age That Impact Education . . . . .	16
2. Teachers' Work in a Redesigned System . . . . .	31
3. Principals' Roles . . . . .	35
4. Categories and Topics . . . . .	90
5. Continuum of Systemic Change: Vision and Values . . . . .	122
6. Continuum of Systemic Change: Roles and Relationships . . . . .	155
7. Continuum of Systemic Change: Decision Making . . . . .	162
8. Continuum of Systemic Change: Policy Alignment . . . . .	167
9. Continuum of Systemic Change: Resource Allocation . . . . .	171
10. Teacher Survey Results: 1993 and 1994 . . . . .	189
11. The Continuum of Systemic Change: Core Technology . . . . .	191
12. The Stages of Systemic Change . . . . .	193
13. Change Processes and Interim Outcomes . . . . .	194

## LIST OF FIGURES

1. Research Conceptual Framework . . . . .	4
2. Initial Codes . . . . .	87
3. The Traditional System . . . . .	99
4. The District's Systems Picture . . . . .	99
5. The District's Vision . . . . .	103
6. The Role Building Plans Play in Developing a Shared Vision . . . . .	115
7. The District's Movement Toward a Learner-Centered Classroom . . . . .	173

## CHAPTER I

### INTRODUCTION

A concerted effort to reform American education began in the early 1980's. Reformers argued that fundamental changes were needed in the cultural institutions of our society, in the ways that educational systems were organized and governed, in the roles adults played in schools, and in the processes used to educate American youth (Murphy, 1991). More specifically, reformers called for a complete overhaul of the educational system — "a comprehensive attempt to rethink and rework the basic fabric of schooling — a restructuring (rebuilding, reinvention, reformation, revolution, rethinking, or transformation) of the educational enterprise" (Murphy, p. ix, 1991). The underlying purpose of this transformation is the creation of learner centered systems that improve student outcomes.

Restructuring, defined herein as system redesign, generally encompasses systemic changes in one or more of the following: organizational purposes and core values; student experiences; organizational members' roles and organizational culture; school leadership and governance structures; coordination of community resources, including connections between the school and its larger environment; and core technology, which constitutes the teaching and learning process (Banathy, 1991;

Murphy, 1991; Newmann, 1993a). Restructuring means that schools must first ask different questions about the purposes of our educational systems (Banathy, 1991). Educators must also begin to question the current value system and the outcomes that stem from those beliefs.

### Problem

How does an educational system become learner centered and maximize learning for all children? Experts argue that school districts must first address questions related to the core values and purposes of education (Banathy, 1991). As these core values and purposes are examined in relation to society's needs, school districts will begin to achieve interim changes in core technology and student experiences, educators' roles, relationships among organizational members, organizational rules, and governance structures (Fullan, 1991; Prestine & Bowen, 1993). These interim changes are the precursors to improvements in student outcomes.

The purpose of this research is to describe specific interim changes that occurred within a restructuring school system and to examine what change processes relate to those interim changes. This case study provides insight into how the content (the "what" of change) and process (the "how" of change) interact to produce new and different: core values and purposes, approaches to developing curricula, teaching strategies, relationships among educators and schools, and new roles for educators, among other changes. Last, the findings are compared to what restructuring literature



suggests occurs in restructuring school systems.

### Conceptual Framework

The relationship between content and process has been explored by researchers studying restructuring school districts. Liebermann and Miller (1990) found that many different content/process combinations exist for individual school districts, none of them being "right" and none being "wrong." However, the study did find that both content and process are necessary (Liebermann & Miller, 1990). A vision without accompanying commitment, support, and structures to foster organizational learning will have no chance of becoming reality. But a process for restructuring without an accompanying vision will falter as well. Each school system, starting with its own set of conditions, must understand that, while content is critical, the process for building commitment to change and fostering continuous learning must also be present (Liebermann & Miller, 1990). Fullan (1993) states, "process and content are interrelated (interpersonal dynamics and sound ideas must go together)" (p. 62).

Figure 1 illustrates the study's conceptual framework which includes the "what" and "how" of systemic change. Given the qualitative approach taken in this research, the framework is not intended to include all possible relationships. Rather, Figure 1 provides examples of the types of areas that may change during restructuring along with the change processes stakeholders may use.

The school district is attempting to redesign its educational system by asking value related questions similar to the following suggested by Banathy (1991):

<u>Content of Change</u>	<u>Change Processes</u>	<u>Interim Outcomes</u>	<u>Goal</u>
Core Technology	Vision task force	New purposes of system	
<ul style="list-style-type: none"> <li>● Curriculum</li> <li>● Instruction</li> <li>● Assessment</li> </ul>	Professional development school	New cores values of system	
	Monday afternoon reallocated time	Core technology changes:	
Roles	Professional development training	<ul style="list-style-type: none"> <li>● Interdisciplinary teaming</li> <li>● Integrated thematic instruction</li> <li>● Multiple intelligences</li> <li>● Detracking</li> <li>● Cross grade grouping</li> <li>● New/different Curricula</li> </ul>	Improved student outcomes
Rules	Extended year learning laboratory		
Relationships	Total quality		
	Pioneer Schools	Governance	
	Vertical task forces	New roles for educators	
	Research	New relationships among educators	
	Visitations	New rules/procedures/policies	

Figure 1. Research Conceptual Framework.

1. What is the nature and what are the characteristics of the post-industrial information age?
2. What are the educational implications of those characteristics?
3. What should be the role and function of education in this new era of societal development?
4. What new images of education are emerging from the answers to the above questions and what values and beliefs might guide schools in the creation of a new design of education?
5. What approaches and strategies will enable schools to realize new images, create a new design, and devise a system that will represent the design in the real world?
6. What approaches and what strategies can be used to develop, implement, and institutionalize that system?

Jones and Hixon (1991) suggest that school districts desiring to systemically change ask questions that focus critically on education: (a) who are our students; (b) why do we teach; (c) what do we teach; (d) who is a teacher; and (e) how do we teach. These questions, along with Banathy's, force a school system to address what purpose education serves and what values drive the educational process. The idea that a school's core purposes and values must be examined lies at the heart of restructuring as it is defined in this study.

Newmann (1993a) contends that individual schools and school districts as entire organizations, must work at clarifying what is valued in a restructured system.

What should be valued in a restructured school system is maximized learning for all students (Murphy, 1991; National Governors' Association, 1989). If schooling is to be restructured so that learning for all students is maximized, then our previous assumptions about our educational system and its core technology, educators' roles, and relationships among educators must be challenged and changed (Murphy, 1991).

What results from restructuring efforts? A learner centered system that maximizes learning for all children and improves student outcomes, both cognitive and affective, is the ultimate goal of restructuring (Banathy, 1991; Murphy & Schiller, 1992; Newmann, 1993a). Evidence from restructuring school districts suggests a student-centered approach should be a guiding value in all systemic change efforts (Newmann, 1993a). Advocates of restructuring stress the importance of valuing high educational success for all students. Evidence from restructuring efforts underway also suggests new roles for educators — teachers are viewed as leaders, principals as facilitators, and superintendents as enablers (Murphy, 1991). Newmann (1993b) contends that the first three areas call for substantial training programs for educators. However, he cautions that such training may neglect to focus attention on the need to build school cultures which support students and staff as they learn their new roles in a restructured educational system.

As a means of allowing organizational members attempt to gain the knowledge and new experiences necessary to answer the above mentioned questions, the school district has used an approach to restructuring that parallels the self design change theory developed by Mohrman and Cummings (1989). This theory contends that

organizations should provide many alternatives (processes, resources) from which individuals and organizational units (school buildings) can select in order to learn more about the proposed changes. If individuals can build competence in and a commitment for a new teaching strategy, for example, they should be able to practice that strategy in their classroom. Change experts argue that allowing individuals and organizational units (buildings) to select from among a variety of change processes facilitates the entire change process because individuals are allowed to use those teaching strategies and assume those roles that initially make more sense to them (Fullan, 1991; Mohrman & Cummings, 1989). Self designed change can allow individuals to develop a personal meaning for their new roles as well as what it means to achieve equitable student outcomes. This self designed change process can foster individual and institutional renewal, the key to educational improvement according to Fullan (1991).

### Objectives

This case study describes interim outcomes (what has changed) and the change processes that are related to each identified outcome. In addition, the findings are compared to restructuring literature to either confirm or expand what is known about systemic change in an educational setting. In the process of providing these descriptions, this research will attempt to provide insight into questions raised by Banathy (1991):

1. What new images of education emerge and what values and beliefs guide

educational systems in the creation of a new design of education?

2. What approaches and strategies enable the school system to realize its new image, create a new design, and devise a system that will represent the design?

3. What change content and processes are used to develop, implement, and institutionalize that system?

### Limitations of Study

This study is bounded by the parameters of the change process itself and is not inclusive of the larger intent of restructuring--improved student outcomes for all children. The narrowness of this study is justified by the assumptions that a school must first restructure before changes in student outcomes will occur (Prestine & Bowen, 1993). Thus, the product of this study is a description of specific interim outcomes that occurred in the school system and the change processes which relate to each identified outcome. In contrast, the study will not provide evidence related to the achievement of student outcomes such as maximized learning for all children.

Second, given that this study includes only one school district, the ability to generalize the findings beyond this setting may be limited. However, case study researchers contend that single case studies can generalize to a theory, which is referred to as analytical generalization (Yin, 1989). In any case, replication of this type of study is required to generalize the findings beyond the district involved in this study.

### Importance of Study

Given the magnitude of school restructuring currently underway in the U.S., research regarding different approaches to restructuring should benefit educators and students. Liebermann and Miller state, "we must examine the practices of schools engaged in restructuring—looking at nuances, processes, and the ideas that guide them" (1990, p. 761). This study investigates the outcomes and processes of one school district attempting to change its structure to meet students' needs in the next century. As others have noted, what works in school districts undergoing change may be context specific, but what matters is universal (Liebermann & Miller, 1990).

## CHAPTER II

### LITERATURE REVIEW

The following literature review includes a brief history of educational reform, the need for restructuring, the many definitions of restructuring, the content of restructuring, and the how of restructuring.

#### A Brief History of Educational Reform

The direct relationship between society and education has a long history. Historical reform movements often were related to some societal or economic ill that Americans thought their educational system could cure (Murphy & Hallinger, 1993). Educational innovations have come and gone not solely because of their relative effectiveness alone but because in part of society's assumptions and values about education at the time.

Conley (1993) contends that many educators participating in restructuring efforts do so without an understanding of past educational reform movements. Some of what is being proposed today was studied and found successful in the past. For example, the Eight Year Study demonstrated the effectiveness of some of the strategies being implemented through restructuring (Conley, 1993). This section



briefly describes the parallel between historical educational reform and today's restructuring. Differences between current and past efforts are then presented.

While almost every decade has brought with it some sort of educational change, the period of 1890 to 1920 brought many changes to the American educational system that remain today (Conley, 1993). In 1893, the report of the Committee of Ten on Secondary School Studies recommended an academic core for all high schools (Cuban, 1988a). The committee suggested that every subject be taught in the same way to all students. By the time of World War I, the committee's goal to reduce the variety of courses and standardize courses and teaching methods was widely adopted.

In 1918, another national report, The Cardinal Principles of Secondary Education, heralded the concept of a single best curriculum for all students (Breidenbach, 1989). However, over the next several decades a variety of courses were offered at the secondary level. Vocational education, college preparatory courses, business courses, and other courses expanded the curricula during these years. By the 1950's, the varied curricula that had developed became the target of reformers who saw a reduced concern for excellence in nonacademic high school courses. In 1953, the low academic standards at the secondary level were criticized (Cuban, 1988a). Elementary curricula were seldom the target of such reformers because a core curriculum existed at that level. During the years of Sputnik, more and more high schools raised their academic standards but the structure of the comprehensive high school was never questioned (Breidenbach, 1989).

By the mid-1960's, social and political movements aimed at helping the poor impacted schools as reformers now called for a differentiated curriculum (Boyd, 1988). Reformers were particularly concerned about access and equity for racial minorities. At the close of the sixties, many of the new programs which were federally funded were being evaluated with results indicating that benefits were not being realized (Boyd, 1988). As a result, many of the previous decade's reforms faded by the 1970's. During this decade, schools exerted extra effort to differentiate curricula in an attempt to meet the needs of all students.

During the late seventies and early 1980's, a renewed call for a core curriculum at the high school level began to surface. Reformers stressed the need for higher academic standards and a core curriculum. There was a call for a return for a more traditional education, with more science, mathematics, and foreign languages. For 100 years, the debate over whether or not all students should take one academic curriculum or varied ones has been bantered about between proponents of different versions of what an "equal education" means in a democratic society (Breidenbach, 1989; Cuban, 1988a).

The reforms of the past were primarily concerned with what was taught, not how it was taught or the structure of educational systems. In an effort to meet the needs of today's society, educational reform has come in waves since the 1980's (Lane & Epps, 1992). The first wave, which started during the early 1980's, was characterized by the top-down approach of state and federal mandates, yielded attempts to raise standards by improving teacher preparation programs, establishing

merit pay, and developing more accountability for educators. A key assumption underlying many state and federal regulations was that education did not need to be fundamentally changed, only the existing delivery system needed to be altered to improve our educational system. Outcomes of the first wave included mechanization and routinization of teaching (Breidenbach, 1989). In addition, the first wave of reform also centralized authority for educational policy-making, thus increasing rules and regulations. This latter outcome has been cited as a factor in the distrust between educators and policy-makers that grew out of this reform era. Ironically enough, one impetus for the first wave of reform was to reduce the distrust that has built up prior to the reforms (Breidenbach, 1989).

By the mid 1980's, the second wave of reform had begun to draw attention to the importance of inter-relationships within the total educational community or system: student-teacher; teacher-principal; teacher-parent; parent-school; principal-administrator; etc (Corbett, 1990; Murphy, 1991). This bottom-up approach was spurred on by reports from the Holmes Group and the Carnegie Foundation which argued teachers should have the preparation to enable them to fulfill their lofty responsibility of educating America's future generations (Lane & Epps, 1992).

The third wave, restructuring, is partially a result of a backlash against the first two waves of reform and represents both a bottom-up and top-down approach to system redesign (Murphy & Hallinger, 1993; Whitaker & Moses, 1994). That is, restructuring initiatives can come from individuals and school districts, or state or federal governments. Most importantly, restructuring efforts represent a paradigm

shift about the purposes of American educational systems that reflect not only societal and economic needs but also our social system (Ackoff, 1974; Banathy, 1991). The specific nature of the paradigm shift restructuring represents is discussed in the next section.

### Need for Restructuring

While society was asking education to narrow the ever-widening gap between our nation's wealthy and those at the bottom of the ladder, educators were beginning to rethink the design, delivery, and documentation of instructional programs (Spady, 1988). The strongest theoretical or disciplinary influence on education, psychology, is being pushed off center stage by new sociological perspectives. Underlying these changes are different ways of thinking about the "educability of the humanity" (Purpel, 1989, p. 10). Some restructuring advocates argue that schools were historically designed with the normal curve in mind. These advocates argue that the goal of education was to sort children into groups; those above average, those at the average, and those below average (Purpel, 1989). This goal met the needs of the economy at the time which could supply job opportunities to persons at each point on the curve (Murphy, 1991). Restructuring proponents suggest that now schools are being redesigned to ensure equal opportunity and success for all learners.

In addition to the idea that schools exist for the success of all learners, educators are also re-examining their paradigms in relation to knowledge. Historically, knowledge was viewed as an external entity which exists independently

from human thought and action (Seeley, 1988). Currently, another view of knowledge is beginning to be discussed as a part of restructuring. This view holds that knowledge is internal and subjective and is related to the values of the person and context. Thus, knowledge is thought to be personal and contextualized and learning is seen as a social phenomenon (Murphy, 1991). Restructuring schools are designed to value higher order thinking skills, in-depth knowledge, and authentic achievement (Murphy, 1991; Newmann, 1993b).

Last, education was being asked to examine the larger society and its needs and the design of its system. Ackoff (1974) and Reigeluth (1992) claim that schools were designed to meet the needs of the machine age and were thus designed on the factory model. Teachers know that students learn at different rates and in different ways. However our current system is not designed with either of those two facts in mind. The industrial age or factory model of education presents a fixed amount of content to a group of students in a fixed amount of time. Reigeluth (1992) argues that our current system is not designed for learning, it is designed for selection. Ackoff (1974) contends:

The incoming student is treated like raw material coming onto a production line that converts him [her] into a finished product. Each step in the process is planned and scheduled, including work breaks and meals. Few concessions are made to the animated state of the material thus processed: it is lined up alphabetically, marched in step, silenced unless spoken to, seated in rows, periodically inspected and examined, and so on (pp. 74-75).

This educational system tried to minimize differences between students or products so as to minimize cost. Reigeluth (1992) contrasts the major differences

between the industrial and information age that affect education. Table 1 summarizes this contrast.

Table 1  
Differences Between Industrial Age and Information Age  
That Impact Education

Industrial Age	Information Age
Adversarial relationships	Cooperative relationships
Bureaucratic organization	Team organization
Autocratic leadership	Shared leadership
Centralized control	Autonomy with accountability
Autocracy	Democracy
Representative democracy	Participate democracy
Compliance	Initiative
One-way communication	Networking
Compartmentalization (Division of labor)	Holism (Integration of tasks)

Source: Reigeluth, 1992, p. 11.

The factory design of education dissected the system into a large number of discrete and unrelated parts: schools; curricula; grades; subjects; courses; lessons; and exercises. Formal education is never treated as a whole, nor is it appropriately conceptualized as part of a process much of which takes place out of the classroom. Ackoff (1974) argues that today's students come to school concerned about the world and the concepts of relevance — concerns and concepts that are largely ignored in the factory design of education. "They are over-instructed in what they can better do

alone: take things and concepts apart; and they are under-instructed in what is very difficult to do alone: put what they have learned together into an understanding of the world and their role in it" (Ackoff, 1974, p. 75). To emphasize learning, restructuring proponents contend that new systems should not hold time constant while allowing achievement to vary. In contrast, restructuring systems are designed to hold achievement constant at a stated competency level and allow time to vary (Reigeluth, 1992). This attainment-based system also should consider person-based progress and not group based progress. That in turn suggests that teachers assume a coaching role rather than a disseminator of knowledge to students who are passed on at the bell, like widgets on an assembly line (Reigeluth, 1992). New roles for educators require a resource-based system where educators can make decisions at the level closest to the issue.

Restructuring, through redesigning the educational system to be based on today's information age, seeks to challenge once exalted educational values and approaches to improvement (Murphy, 1991). Changes in roles and responsibilities are being accompanied by changes in beliefs and values. Holistic, global, and comprehensive reform efforts are replacing the earlier "waves of discrete program and approaches" (David, 1989, p. 45).

As will be seen in the next section of this chapter, definitions of restructuring abound, including those that view restructuring as tinkering with the system (change *in* system) and those that state restructuring only occurs when a change *of* system occurs. Examples of the former concept of restructuring are presented as is a detailed

description of what restructuring means for the purposes of this study.

### What is Restructuring?

Educators and researchers alike have commented on the fact that many school districts across the country have begun to "restructure" but that these school districts' actions and researchers' work have not led to a consistent definition of restructuring (Conley, 1993; Elmore, 1990; Murphy, 1991; Newmann, 1993a). General agreement does exist regarding the definition of organizational restructuring: the roles, rules, and relationships that influence how people work and interact in an organization (Corbett, 1990; Newmann, 1993a). Restructuring generally encompasses systemic changes in one or more of the following: organizational members' roles and organizational culture; governance structures, including connections between the school and its larger environment; and core technology, which constitutes the teaching and learning process. To date, most restructuring efforts have concentrated on teacher empowerment, school based management, and choice (Ericson & Ellett, 1989). The following definitions of restructuring represent the differences of opinion which have emerged:

1. Restructuring changes the nature of schools from the interior, so that students become active learners, partners in the learning process (Lewis, 1989).
2. Restructuring creates new relationships for children and teachers by giving teachers the greatest possible flexibility in matching students with the appropriate learning experience (Shanker, 1986).



3. Restructuring is long-term, comprehensive change guided by a conception of schools as stimulating workplaces and learning environments (David, 1989).

4. Restructuring involves reforming of the interrelationships of an organization; a strategy used to analyze and redesign the organization of education in order to achieve improved student outcomes (NASSP, 1992).

From these definitions, several researchers have developed basic elements of restructuring. First, Lewis (1989) contends that restructuring: (a) is student and teacher centered; (b) changes the ways in which students learn and teachers teach, requiring both to assume greater initiative; (c) applies to all students and all schools, not just the disadvantaged; (d) affects curriculum as well as organization; (e) needs a central vision within a school to which all involved subscribe; (f) requires becoming "unstuck" from many current reforms and from a built-up centralized bureaucracy; (g) is advocated by diverse interests in society; and (h) amounts to those actions that allow and encourage higher expectations of both teachers and students.

The Center on Organization and Restructuring of Schools suggests four domains of restructuring: (1) students' experiences; (2) professional life of teachers; (3) school leadership, management, and governance; and (4) coordination of community resources (Newmann, 1993b). Elmore (1990) has developed a similar list of three restructuring themes: (1) changes in the way teaching and learning occur; (2) changes in the occupational situation of educators, changes in school structure, conditions of work, and decision-making processes within schools; and (3) changes in the distribution of power between schools and their clients, or in the governance

structure within which schools operate. As these descriptions of restructuring illustrate, some researchers and practitioners do not define restructuring as system redesign, as it is defined herein. However, others do suggest that nothing short of a total transformation of our educational systems will suffice (Murphy & Hallinger, 1993, Banathy, 1991).

Conley (1993) suggests three categories with which to sort different initiatives: renewal, reform, and restructuring. He argues that the *intent* of the activity plays the most important role when deciding where to place an activity (Conley, 1993). Renewal activities are those that help the organization to do better or be more efficient at what it is already doing (Conley, 1993). These types of activities do not cause schools to examine the fundamental assumptions which guide the activity or program. Reform activities are those that alter the existing procedures, rules, and requirements to enable the organization to adapt the way it functions to new circumstances or requirements. Conley (1993) concludes from his research that restructuring can be thought of as, "activities that change fundamental assumptions, practices, and relationships, both within the organization and between the organization and the outside world, in ways that lead to improved student learning" (p. 16). Relating Conley's (1993) work to the relationship between the "what" and "how" of restructuring, one can see that Conley believes that new or different activities in which the school engages will drive the restructuring. That is, new activities ("how") will alter the roles, rules, and relationships ("what").

In agreement, Banathy (1991), Murphy and Schiller (1992) Mohrman and

Cummings (1989) and Ackoff (1974) contend that restructuring means a complete transformation in the norms, assumptions, and beliefs Americans hold about education. Restructuring is differentiated from other reform movements including school improvement which does not challenge the basic assumptions underlying our current educational system. Restructuring, as defined herein, does challenge the basic assumptions of our educational systems and calls for a complete transformation of the current system, or a complete redesign of our educational systems.

How does a school district challenge its basic purposes and core values and begin to change its structure? The following sections provide answers to that question by discussing the content of restructuring (the "what") and the processes of restructuring (the "how"). The content of restructuring is presented first so that the reader may be aware of the types of changes that restructuring attempts to bring about during a review of the change processes that are available to school districts.

### The Content of Restructuring

Earlier in this chapter, it was stated that a redesigned system will generally encompass changes in the following areas: organizational members' roles, organizational relationships, organizational rules, and school culture; school leadership and governance structures; coordination of community services; and student experiences and core technology. Again, these changes are designed to support a learner centered system which is founded on the belief that the learner occupies the nucleus of the system (Banathy, 1991).

### Vision, Purpose, and Core Values

Vision, purpose, and core values lie at the heart of restructuring. Vision has been defined as: "an act or power of seeing, an act or power of imagination, a revelation, an object of imagination, an unusual discernment or foresight" (Websters, 1981). Banathy (1991) suggests that each school system personalize their vision to meet their needs. Banathy (1991) offers some contrasts between old and new vision statements. An old vision was expressed by "learning to make a living," the new vision is expressed by "learning to make a life" (p. 125). In the "me generation" where the vision centered around "how much money will I make today," in today's learning society, the vision is articulated as "how much will I learn today" or "how can I help today?" (Banathy, 1991, p. 124).

What new core values underlie the vision of the new system? The underlying purpose of restructuring is to improve and expand all students' educational experiences and outcomes. However, even with this general mandate, the core values of each school system may vary. Banathy (1991) contends that the creation of a learning society is the central core idea that drives all educational system redesign. He also offers some examples of core values which may support the learner-centered system:

1. Systems of learning and human development should co-evolve with the larger society as well as drive societal evolution;
2. Educational systems should nurture the entire range of human existence; the

social, cultural, ethical, economic, physical, mental, spiritual, intellectual, aesthetic, and moral domains of the life of the individual and the society;

3. Educational systems should develop persons capable of continuous learning;
4. Individuals have the basic desire to learn and to become competent;
5. Individuals are capable of initiating, directing, and assuming more responsibility for their learning; and
6. An individual's development is best developed if one's uniqueness is recognized, respected, and nurtured.

Together, the vision, core values, and purpose create an image of the desired educational system. This image of education requires that changes in the structure of educational systems take hold. Changes in the roles, relationships, rules as well as changes in the core technology, and school governance are directly related to a system's core values and purposes.

### Rules, Roles, and Relationships

Nearly universal agreement exists that restructuring involves developing new rules, roles, and relationships for and among educators, students, and parents (David, 1989; Elmore, 1990; Murphy, 1991; Newmann, 1993b). Because an interdependence exists among these three concepts, they are discussed jointly. Definitions of the three terms begin to illustrate how the three are related:

**Rules** represent common understandings about what is and what ought to be (Wilson, 1971).

**Roles** reflect a regular way of acting, expected of all persons occupying a given position (Wilson, 1971).

**Relationships** exist only when one person's behavior elicits a dependable and expectable response from another (Wilson, 1971).

Rules are interrelated with how roles, relationships, and results become defined in an organization. Roles are shared understandings (rules) about appropriate behavior, and its meaning, that adhere to particular positions; rules establish the predictability necessary for staff relationships to exist by determining who should interact with whom about certain issues, who has the authority to make decisions, and how resources should be allocated; and the results that will receive the most attention are logically are those that provide the most information about the quality of the work emanating from the enactment of rules through roles and relationships (Corbett, 1990).

### Rules

Rules are the basis of a school's culture, which is shared norms and beliefs that knit a community together (Kilmann, Saxton, & Serpa, 1985). Rules are more than written policies and procedures, they denote the behaviors that are necessary for the system to achieve its goals (Corbett, 1990). Rules also embody the core values and purposes of the system. Indeed, Corbett (1990) argues that rules are the behavioral implications of a system's core values and purposes.

Due to this relationship between rules and core values, the most important

rules related to systemic change are those that are embedded in the school district's vision of itself. Corbett (1990) confirms the vital role an organization's vision plays in relation to restructuring when he states:

Vision supplies purpose and direction. Vision is the touchstone that enables staff members to determine which tasks are meaningful enough to expect adults and children to perform. It establishes rules that unquestionably apply to everyone in the system and are the basis for resolving uncertainties about the appropriateness of activities (p. 3).

### Roles

From the definition given earlier, one can see that roles assign specific sets of expectations to every position. These expectations then form each position's responsibilities and the admissible ways in which persons can fulfill those responsibilities (Corbett, 1990). Changing roles for students, teachers, administrators, and parents requires school districts to look inward and outward and ask what new and different responsibilities need to be fulfilled in the redesigned system. Thus, when restructuring is viewed as redesign, as it is here, it entails the creation of new roles as well as the development of different responsibilities within existing roles. For example, Corbett (1990) recommends that school districts create a new role of restructuring coordinator rather than add restructuring on to an existing role.

### Relationships

Rules, either informal or formal, establish the range of responses a teacher,

for example, is expected to make to a principal's request to perform certain duties--as well as the legitimacy of the requests (Corbett, 1990). To the extent that similar responses tend to accompany particular requests, a relationship can be said to exist. Restructuring seeks to disrupt the existing relationships related to unwanted results and to replace them with new relationships that are consistent with the system's new core values and purposes. This disruption is directly related to changing the rules which govern how actors within the system interact with one another (Corbett, 1990). The relationships among all stakeholders involved in the educational process depend on the core values and results the system wants to accomplish. Relationships also depend on the new roles that stakeholders assume through restructuring. The following sections describe roles some experts have discovered through their studies of restructuring.

### Students' Roles

At the core of changing roles are the roles school systems prescribe for students. Should students be looked upon as passive recipients of knowledge, as they are now, or should we view them as active partners in the learning process? Restructuring expects students to take greater responsibility for their learning, or become "thoughtful learners." Students' roles as viewed by adults are expected to change from the empty vessel waiting to be filled with knowledge to active constructors of their own education (Cohen, 1989). Along with change in roles for students, learning is viewed as a social phenomena, resulting in a system that focuses



on the context in which learning takes place (Prestine & LeGrand, 1990).

Murphy (1991) uses the metaphor "student as worker" to redefine students' roles in restructured school systems (p. 51). Murphy and Schiller (1992) contend that viewing students as workers drastically changes how educators design and implement the teaching and learning process also. The goal is to engage students in the learning process, a goal which is not currently being met given that a quarter of students across the country drop-out, another one-third are regularly absent, and other one-third avoid learning by negotiating deals with teachers where the student offers compliant behavior for lack of homework (Murphy & Schiller, 1992). One way of addressing this lack of student engagement is through redesigning a school district's core technology, an area of change that will be addressed in a later section. Another way of addressing the lack of student engagement involves changing the roles of parents, teachers, principals, and central office personnel as well as the relationships among these groups.

#### Parents' Roles

Parents' involvement with schools has long been a topic of debate. Over the years, the research has been consistent regarding one point: the closer the parent is to the educational process of their child, the greater the impact on child development and academic achievement (Fullan, 1991). Parents' roles in a restructuring school system have been termed "partners" (Murphy, 1991; NASSP, 1992). Earlier in this chapter, the importance of creating a shared vision of the image of the future system was

discussed. In order for a vision of a future school system to be shared, all stakeholders must be involved in the visioning and change process--including parents.

Assuming this new role means that parents are no longer on the outside looking in. They are now part of the "inside" organization, partners in transforming the system. Several elements of this new role have been delineated by Murphy and Hallinger (1993): (a) voice in school governance; (b) partnership in the education of their child(ren); and (c) enhanced membership in the school community. At the core of these changes is a clouding of the boundaries between the home and school, the school and community, and the professional educator and lay person (Murphy & Hallinger, 1993). In many school systems, parents are assuming a vocal role in the operation of schools, which facilitates shared decision making. The earlier notion of parent as adviser has given way to parent as decision maker. In some restructuring school systems, parents are being asked to serve on improvement teams as equal partners with educators (Malen & Ogawa, 1988).

As parents' roles change, so does the relationship between home and school and school and community. As our understanding of the learning process expands to fully recognize the positive impact parents can have on student outcomes, a growing number of school systems are fostering the development of partnerships with the community (Murphy & Hallinger, 1993). Schools are asking parents to become involved in creating a learning system that emphasizes the powerful role parents play in maximizing the success of all children.

A more distinct change regarding parents are the family partnerships which are

being created within some school systems where the family is the focus of the educational system. Parents become involved by taking classes themselves or by participating in family-related services in the schools (Kirst et al, 1989).

### Teachers' Roles

Directly related to changes in students' and parents' roles are changes in teachers' roles. Some researchers and practitioners argue that empowerment occupies the central focus of changing teacher roles (Elmore, 1990; Glickman, 1990; Murphy, 1991). However, before discussing empowerment in relationship to teachers, it is important to note that empowerment can relate to students and parents as well. The idea behind empowerment is that teachers, students, and parents play a more influential role in determining what schools do (Elmore, 1990). Empowerment has been defined as, "the opportunities an individual has for autonomy, choice, responsibility, and participation in decision making in organizations" (Short & Greer, 1989, p.5). Jenks (1988) states that "to empower others is to give a stakeholder a share in the movement and direction of the enterprise" (p.149). Empowerment also has been defined as sharing authority and obligation in ways that authorize and legitimize action, thus increasing responsibility and accountability (Sergiovanni, 1989).

Short and Greer (1989) studied schools involved in the Empowered School District Project and found teachers described empowerment in the following ways:

1. Empowerment means having more involvement in things that directly affect

their jobs, such as textbook selection, scheduling, and decisions about finance.

2. Empowerment means looking at the relationships that exist in the building that promote professionalism and a sense of well-being.

3. It's teachers feeling comfortable, feeling they have control over their environment, and power over their future.

As empowerment relates to teachers, Glickman (1990) argues that the issue of how educators are treated within school walls must be addressed if changes are to be sustained. Through empowerment, educators will have greater latitude over curricular and instructional decisions. The theory of professional empowerment is that, when given collective responsibility to make educational decisions in an information-rich environment, educators will work harder and smarter on behalf of their clients: students, parents, and society (Glickman, 1990).

Short and Greer (1989) found that changes in the following areas were also made in the school districts that were participating in the project: improved communication; involvement in budget matters; more effective curriculum design; improved decision making; and responsibility of all school participants for decisions made. At the end of the third year of the empowerment project, teachers and principals made a video for their Board of Education. During the video, a principal stated:

The most significant impact made throughout the empowerment effort was the manner in which teachers worked together to provide a better place for students to learn. The staff learned that decision making was an investment in providing a climate for improving the work place for not only them but for their students (Short & Greer, 1989, pp. 182-183).

This finding seems to confirm the theoretical assumptions made regarding the intended outcomes of the empowerment process.

Reformers concerned with teacher empowerment envision changes in the roles, responsibilities, and relationships teachers will have in restructured schools. Some reformers believe that teacher empowerment is the crest of this wave of educational reform, (Smylie & Denny, 1989). Murphy (1991) has developed three categories of teacher role changes: (1) expanded responsibilities; (2) new professional roles; and (3) new career opportunities. Table 2 represents Murphy's (1991) categorization.

Table 2

Teacher's Work in a Redesigned System

New Roles, Structural	New Roles, Conceptual
Expanded responsibilities	Colleague Decision
New professional roles	Leader Learner
New career opportunities	Generalist
<u>Professional Organizational Culture</u> <ul style="list-style-type: none"> <li>• Enhanced occupational conditions of teaching</li> <li>• Teacher autonomy and control</li> <li>• Collegial interaction</li> <li>• Professional growth</li> </ul>	

The redesign of teachers' work is based on several assumptions. The first that is teaching is a moral activity and as such should be governed by teachers themselves (Bolin, 1989). The second is that teachers are intellectuals and should therefore be involved in leadership roles in any discourse about the teaching and learning process (Murphy, 1991). Related to the leadership issue, other reformers argue that leadership should be viewed in terms of its impact on the destiny of the organization and that "leadership roles [should be] shared and leadership broadly exercised" (Sergiovanni, 1989, p. 221). Other reformers have given names to the new roles of educators: teachers as leaders, principals as facilitators, superintendents as enablers, parents as partners, and students as workers (Murphy, 1991).

Researchers who have studied restructuring systems, such as David (1989) suggest that the greatest variety of new roles relates to teachers. Teachers are helping to create the conditions that allow them to be facilitators of learning in the classroom. Teachers were once viewed as the "sage on stage" and are now being seen as the "guide on the side" (Fisher, 1990). Teachers are taking on leadership roles outside the classroom, facilitating building and district-wide change. Based upon her research into restructuring school districts, David (1989) illustrates the following teachers' role changes:

1. Peer trainers who respond to professional development needs of other staff members;
2. Team leaders who manage interdisciplinary teams;
3. Personnel managers who create job descriptions and interview student

teacher applicants;

4. Coaches who observe and give feedback to teachers in the classroom;

5. Developers who have full responsibility for designing and adapting curriculum;

6. Mentors and lead teachers who work with new and experienced teachers in a variety of ways; and

7. Lead teachers who manage satellite learning centers located at parents' workplaces.

Both Murphy (1991) and David (1989) use the image "teacher as leader" to describe teachers' new roles. In the traditional school district, teachers were leaders in the isolation of their own classroom. Today, teachers are expanding their leadership role outside of the domain of their classroom, developing more collegial relationships with other teachers, principals, central office personnel, and parents (McCarthy & Peterson, 1989). To assume their new roles, teachers are beginning to understand that they must break down the barriers of their classroom's walls and seek out their colleagues. Team teaching, group decision making, and peer evaluation are all products of teachers' new roles. Teachers also realize that by engaging themselves in new learning experiences, they "are more likely to facilitate in their students the kind of learning that will be needed in the next decade" (McCarthy & Peterson, 1989, p. 11).

Newmann (1993b) developed a list of criteria for establishing the extent to which changes have occurred in the professional lives of teachers. The list includes:

1. Do teachers function in differentiated roles, such as mentoring of novices, directing curriculum development, and supervision of peers?
2. Do staff function with students in extended roles that involved advising and mentoring?
3. Do staff help to design ongoing, on-the-job staff development based on local needs assessments?
4. Do staff participate in collegial planning, curriculum development, and peer observation-reflection, with time scheduled during the school day?
5. Do teachers teach in teams?
6. Do teachers exercise control over the curriculum and school policy?
7. Do teachers work with students in flexible time periods?
8. Do teachers work with students as much in small groups and individual study as in whole-class instruction?
9. Do teachers work closely with parents and human service professional to meet student needs?

From this list and the other aforementioned literature regarding changes in teachers' roles, it can be seen that the description of teacher role changes demonstrates the overlap between what a teacher does in a restructuring system and what a principal did in a traditional system. What roles then do the principal and superintendent assume?



### Principals' Roles

"The relationship that is most changed in the empowerment process is that between principal and teacher" (Murphy, 1991, p. 38). Thus, in many ways, the principal is the center of restructuring efforts (Hall & Hord, 1987). Principals view their role as one of facilitating the change process and as facilitating the teaching and learning process (Hall & Hord, 1987; Murphy, 1991; NASSP, 1992). Table 3 presents the changing nature of principals' roles.

Table 3  
Principals' Roles

Custodial School	Effective School	Restructured School
Manager. Implements the program efficiently and effectively; style as controller.	Instructional leader. Expects excellence in teaching, aligned program, and results in achievement. Style as controller-problem solver.	Entrepreneur. Explores new programs, opportunities for staff. Style as opportunist, supporter, problem-solver, cheerleader-controller.

Source: NASSP Bulletin, 1992, p. 5.

The Learning Environments Consortium (LEC) and Hall and Hord (1987) view the principal as the primary facilitator of change at the building level (NASSP, 1992). The LEC contends that if improvements in learning are to occur, principals must be willing to work with teachers toward that end. Principals involved in

restructuring efforts must recognize the need to shift away from mundane administrative activities and instructional leadership (NASSP, 1992). The principal, working with a team of teachers, strives to make the necessary curricular and instructional changes. Hall and Hord (1987) have developed detailed descriptions of the three change facilitator roles a principal may assume based on their work with elementary principals. The following three excerpts describe an initiator, a manager, and a responder.

**Initiators** hold clear, decisive, long-range goals for their schools that transcend, but include, implementation of current innovations. They have a well-defined vision of what their school should be like and of what teachers, parents, students, and the principal should be doing to help the school move in that direction. They tend to have strong beliefs about what constitutes good schools and teaching.

**Managers** exhibit a different set of behaviors and orientation. They demonstrate responsive behaviors to situations or people, and they also initiate actions in support of a change process. A particularly significant characteristic is that they protect their teachers from what they perceive as excessive demands. They question changes at the beginning and tend to dampen their entry. Once they understand that outsiders, such as the central office, want something to happen in their school, they become very involved with teachers in making it happen; yet they do not typically initiate attempts to move beyond the basics of what is imposed.

**Responders** emphasize the personal side of their relationship with teachers and others. They are concerned about how others will perceive decisions and the

direction the school is taking. They therefore tend to delay decisions, to get as much input as possible, and to be sure that everyone has had a chance to express their feelings. They view teachers as strong professionals who are able to carry out instruction with little guidance from them (Hall & Hord, 1987 p. 231-232).

Hall and Hord (1987) point out that these descriptions are stereotypes but that the descriptions do provide a framework with which to assess principals' roles in the change process. The relationship of these styles to implementation success was also investigated (Hall & Hord, 1987). Implementation success was defined from the concerns base approach, the approach to change developed by Hall and Hord. A school was determined to be more successful in implementation if its teachers' self and task concerns were quickly resolved and impact concerns were developing. This research indicated that principal style was correlated at .76 with implementation success and that the initiator style was the most highly correlated, followed by the manager style, followed by the responder style (Hall & Hord, 1987). The study found that strong vision, consistent decision making, and priority setting of the initiator style principals resulted in teachers achieving more success in implementing innovations (Hall & Hord, 1987).

In addition to change agent roles, the principal must assume other, more general roles as well. Lindelow (1981) suggests that it is best to think of the principal's role as changing from middle manager to that of facilitator-leader. Principals in redesigned school systems must be able to be proactive and entrepreneurial, to communicate in various languages, to inspire, to motivate and to

persuade stakeholders (Beare, 1989). In general, the changes in principals' roles can be categorized into three themes: (1) technical core operations; (2) people management; and (3) school-environment relations (Murphy, 1991).

Related to the first theme, Chapman and Boyd (1986) claim, "one of the immediate results of decentralization and devolution [is] to put great pressures on the principal as curriculum leader" (p. 42). Second, principals will also have to become more closely aligned with staff as a result of shared governance (Clune & White, 1988). This shift in roles stresses the importance of the principal's ability to communicate with others and develop closer relationships with teachers and other staff. It also signals that principals will have to become experts in adult learning and development and of strategies for working with adults (Rallis, 1990). Third, evidence from research suggests that principals must interact with the school's external environment more than with the traditional design. In restructuring schools, principals "assume more of a public role, interacting with people in the wider community, forging links between the school and the environment" (Chapman & Boyd, 1986, p. 48).

Another description of principals' changing roles can be gleaned from the work of Peter Senge (1990) who addresses the changing roles of leaders in relation to what he calls learning organizations. Thus, "...leaders are designers, stewards, and teachers. They are responsible for building organizations where people continually expand their capabilities to understand complexity, clarify vision, and improve shared mental models--that is they are responsible for learning" (Senge, 1990, p. 340).

Senge (1990) describes three capacities of leaders that parallel the needs of restructuring schools:

The leaders who fare best are those who continually see themselves as designers not crusaders. Many of the best intentioned efforts to foster new learning disciplines founder because those leading the charge forget the first rule of learning: people learn what they need to learn, not what someone else thinks they need to learn (p. 342).

In essence, the leader's task is designing the learning process whereby people throughout the organization can deal productively with the critical issues they face, and develop their mastery in the learning disciplines (p. 345).

As stewards...leaders may start by pursuing their own vision, but as they learn to listen carefully to others' visions they begin to see that their own personal vision is part of something larger. This does not diminish any leader's sense of responsibility for the vision—if anything it deepens it (p. 352).

As teachers...leaders have the ability to conceptualize their strategic insights so that they become public knowledge, open to challenge and further improvement...[leader as teacher] is about fostering learning for everyone. Such leaders help people throughout the organization develop systemic understandings (p. 356).

#### Superintendent and Central Office Staff

Many of the leadership roles Senge (1990) described can be attributed to the superintendent's role in a restructuring school system as well. The superintendent can assume the designer, steward, and teacher roles at the district level while the principal focuses her/his efforts at the building level. Researchers have examined the role of the central office however and have begun to develop new roles for that component of the system.

Carlson (1989, p. 3) describes one such change: "the central office must come

to see itself not as a regulator or initiator but as a service provider. The primary function of the central office must be to assure that individual schools have what they need to be successful." Harrison, Killion and Mitchell (1989) claim that the work of superintendents and their staff was drastically altered through the restructuring process. Under the new design of the system and the new work of the central office, the superintendent will serve as enabler, facilitating, not dictating decisions and policy (Bradley, 1989; Lindelow, 1981). One of the central office's main functions is to support each school as each pursues the overall purpose of the system. This role is related to the service provider role mentioned previously by Carlson (1989).

In redesigned systems, central office personnel have the charge of building the capacity of each building site to take advantage of decentralization and empowerment opportunities (Murphy, 1991). Contrary to the traditional system, in the transformed system, the central office focuses its attention on those parts of the system that need assistance in meeting the district's overall goals and purposes (Murphy, 1991).

Some reformers argue that the result of this type of redesigned work means that central office staffs will be reduced in size because the transformed system is flatter, less hierarchial (David, 1989). Also, some of the responsibilities traditionally carried out at the central office are transferred to the sites in a transformed system. The role of the remaining central office staff takes on even more of a service provider tone (David, 1989).

Finally, some researchers and practitioners argue that the image of the successful superintendent must begin to change to match the image of the redesigned

system. J.T. Murphy speaks of leaders in the terms Ray Kroc uses to describe leaders: hero makers (Owens, 1991). Specifically, Murphy (1991) states:

Superintendents need to pay more attention to the unheroic dimension of leadership if they are to promote local autonomy and professionalism. Superintendents must not only have personal vision, but they must also work with others to develop a shared vision and to find the common ground; they must not only have answers, but also ask the right questions; they must not only persuade, but also listen carefully and consult widely before making decisions; they must not only wield power, but also depend on others and develop caring relationships; they must not only exercise leadership, but also nurture the development of leadership throughout the school district. In this view, the real heroes are not the highly visible superintendents at the top but the less visible professionals and parents throughout the system who work directly with students (p. 810).

The view of the superintendency also parallels Burns' (1978) description of transformational leadership: "a process in which leaders and followers raise one another to higher levels of morality and motivation" (p.20). Burns (1978) continues on to state that the first task of leadership is to bring to consciousness the followers' sense of values and purpose. This element of transformational leadership fits well with the discussion of system redesign and the visioning process which follows this section. Moreover, values, Burns (1978) claims, can be a "vital source of change" (p. 41). Again, the parallels of transformational leadership with system redesign are evident as the redesign process requires the persons involved in systemic change question the underlying values and purposes of the system.

Last, Burns (1978) contends that the true test of leadership is the transformation of a system. "The test [of leadership] is purpose and intent [for change] drawn from values and goals, of leaders, high and low, resulting in real and

intended change" (p. 415). Burns (1978) also discusses systems and how they exist to perpetuate themselves. He describes why systemic changes have failed in the past and how the strategies--coercive, normative-re-educative, and utilitarian--have not been able to overcome resistance to change. During this discussion, Burns (1978) mentions the difference between a change *in* a system and a change *of* system. He cites Lewis Coser's definition of a change *of* system: "when all major structural relations, its basic institutions, and its prevailing value system have been drastically altered" (Burns, 1978, p. 418). Changes in systems generally take longer periods of time and are more incremental. However, the sum of these changes can never produce a change of system (Burns, 1978). Relating transformational leadership to changes in systems, Burns (1978) notes, "the goal of a leader may be such a comprehensive change that the existing structure cannot accommodate it. Hence, in the eyes of certain leaders, that structure must be entirely uprooted and a whole new system substituted" (p. 418). Leaders who are at the forefront of educational redesign are these latter types of leaders. They believe that structures must be totally uprooted and the core values of the system challenged. The leadership process, one where all interested parties participate, provides a forum for the questioning of values and a forum for elevating all involved to higher planes.

### Systemic Leadership

A review of Burns' (1978) theory of leadership may leave the reader with the impression that the leader assumes the majority of the responsibility for initiating and



sustaining the change of system. This is not the case, especially in the 1990's which has seen Burns' theory evolved into what can be called systemic leadership. During a change of system, the leadership process must involve many persons if the effort is to sustain itself (Prestine & Bowen, 1993). A systemic leadership process means that "each person must lead in her or his own way, within her or his expertise" (Prestine & Bowen, 1993, p. 304). Research related to the Coalition of Essential Schools movement, founded by TheodoreSizer, indicates that this systemic leadership can be both formal and informal. On the formal basis, decision making is shared in an empowering and rational way. Thus, stakeholder participation in the decision making process is both meaningful and planned. The emphasis becomes one of, "who should decide this issue and by when?" On the informal side, small groups of stakeholders will form relationships in which they share ideas, innovations, and honest criticisms related to the change effort (Prestine & Bowen, 1993).

Several consequences from systemic leadership have either been shown through research or can be logically linked. First, studies have shown that systemic leadership ensures that the change process will continue after key personnel have left the school district (Prestine & Bowen, 1993). Logically, it can be seen if leadership is assumed by each stakeholder, their personal meaning about the change process may be facilitated. The development of personal and institutional meaning is essential to the creation and sustainability of change processes according to Michael Fullan (1991) whose research will be discussed later in this chapter.

### Board of Education Roles

The local Board of Education has been said to embody the principle of local control of education and facilitates the close relationship that, in theory, exists between school and the community (Conley, 1993). Given the challenges local Boards face today, their goals, purposes, procedures, and perhaps even their existence may be called into question.

The School Board was initially designed as a guarantee that the values of the community would be transmitted to the young and that local taxes would be properly spent (Conley, 1993). The School Board's political roles have been transformed several times. The Board's role has changed from being an extension of the church and local values to becoming highly political in a partisan sense in the 1890's, to reflecting the best of the Progressive movements ideals for reforming government at the beginning of the 20th century, to becoming increasingly political again as many highly organized lobby groups exert their influence (Conley, 1993).

Three trends have occurred within the last 20 years, according to Wirt and Kirst (1989). First, parents, who once loyally supported educators now challenge educator's authority and generally regard them as having failed. Second, the gains teachers have made in collective bargaining has reduced the authority of School Boards. Third, the increase in state control has been the "most striking feature of state-local relations in the last twenty years" (Wirt & Kirst, 1989, p. 24). These factors may be leading to new roles for Board members. While today's Board

members operate in highly politically charged environment, they are also expected to serve as leaders in the systemic change process. Boards are now expected to be more knowledgeable about education and to possess a perspective that extends beyond their local district. They may be called upon to influence policy at both the state and national level (Wirt & Kirst, 1989). Last, Boards are being asked to help develop local solutions and not to be part of the problem by creating barriers to change.

Given that schools will probably continue to gain decision-making authority, along with great accountability, Boards of Education may increasingly serve as "Board of Directors," according to Conley (1993). In this role, Boards would set a general direction for the organization, and review plans, goals, and outcomes of individual schools and units. Such a role suggests that school Boards would spend less time in meetings on administrivia, reviewing detailed instructional methods, and supervising decisions that should be made by the professional administrative staff (Conley, 1993). In contrast, Boards that serve in the new role of Board of Directors may pay more attention to the "strategic direction" of the district, to the performance of students, and to the development and review of the types of behaviors students should be able to demonstrate at various grade levels. Schools whose students consistently fail to demonstrate the desired behaviors would be held accountable by the "Board of Directors" (Conley, 1993).

Other change could accompany the Board's adoption of this new role. For instance, it is suggested that Boards serving the Board of Directors' role would need to meet only two to three times a year, for longer periods of time than they do now.

The Board would review the strategic plan and school's and students' progress.

Budget adoption would also continue to be an agenda item. However, other functions would be delegated to the professional staff (Conley, 1993).

Last, given the increasing involvement of states in setting accountability standards, another role of School Boards may be that of internal coordination and quality control. With decentralized decision making, Boards may not mandate so much as coordinate, set parameters, and enforce consequences for a district's failure to meet performance goals. As Conley (1993) states, "to act as extensions of the...state government on the one hand and the desires of the school site on the other may be very challenging...for School Boards accustomed to viewing themselves as the final authority" (p. 70).

### Organizational Culture

In order for educators' roles to change, a culture that is supportive of the new roles must be developed. This culture has been described as one which reflects, "schools as stimulating workplaces and learning environments" (David, 1989, p. 21). Edgar Schein (1985) describes organizational culture as three separate but inter-related concepts:

1. A body of solutions to external and internal problems that has worked consistently for a group and that is therefore taught to new members as the correct way to perceive, think about, and feel in relation to those problems;
2. These eventually come to be assumptions about the nature of reality, truth,

time, space, human nature, human activity, and human relationships; and

3. Over time, these assumptions come to be taken for granted and finally drop out of awareness. Indeed, the power of culture lies in the fact that it operates as a set of unconscious, unexamined assumptions that are taken for granted.

Culture develops over a long period of time and can be defined as, "the shared philosophies, ideologies, values, assumptions, beliefs, expectations, attitudes and norms that knit a community together" (Kilmann, Saxton & Serpa, 1985, p. 5).

When systemic change or redesign was discussed, the terms values, beliefs, and expectations were used. Restructuring is about establishing new purposes for and values of education; new beliefs and expectations about the teaching and learning process and about the level of achievement we should expect for all children. From this, one can see that restructuring, as defined in this study, is a "reculturing." Michael Fullan (1991) argues that some types of restructuring, those that seek only to tinker with existing systems, do not reach the "reculturing" stage. Fullan (1991) states that the core values and culture of the existing system must be challenged in order for change to occur.

Whitaker and Moses (1994) agree with Fullan (1991). They argue that restructuring must be understood as a cultural change of sorts and the hidden aspects of the culture exist such as the hidden curriculum. Conditions of school organization such as grouping, selection of content, and the day-to-day expectations and regularities are a part of the hidden curriculum (Whitaker & Moses, 1994). Some experts argue that this hidden curriculum has led to inequalities because it favors

those who reflect the norms: a certain appearance; background; and demeanor, and reject those who do not. When educational purposes and core values are challenged and ultimately replaced, the system's culture is impacted. When a school system designs itself around the purpose of maximizing learning for all children and communicates core values such as all children can and should learn, the culture of the system should begin to reflect these norms.

When a system's purposes and core values are challenged and ultimately replaced, the system's core technology is also altered. Earlier in this chapter it was noted that restructuring brings with it discussion about the nature of students' roles and the nature of knowledge. The next sections describe some core technology changes which may occur when a system restructures.

#### Student Experiences and Core Technology

While restructuring a school system, changes in curricular, instructional, and delivery are expected to occur (Cohen, 1989; David, 1989; Murphy & Schiller, 1992; Newmann, 1993a). What students are expected to know and be able to do, how knowledge is organized for learning, the types of instructional methods used, how school time is scheduled, and how students are grouped are questions that must be addressed within the core technology (Cohen, 1985). The Center on Organization and Restructuring of Schools developed criteria related to student experiences that are useful in describing departures from the conventional educational practices (Newmann, 1993b):

1. Is learning time more equally distributed among whole class instruction, small group work, and individual study, rather than dominated by whole group instruction?
2. Do students spend more of their time in heterogenous groups?
3. Do learning and assessment tasks emphasize student production rather than reproduction of knowledge?
4. Do learning tasks aim for depth of understanding rather than broad exposure?
5. Do learning tasks emphasize multiple intelligences and multiple cultures?
6. Are academic disciplines integrated in the curriculum?
7. Do students participate in community-based learning?
8. Do students serve as and have access to peer tutors?
9. Do students have substantial influence in planning, conducting, and evaluating of their own work?
10. Is the student-teacher relationship characterized as a partnership where the student is actively involved in her/his education?

### Curriculum

Curricular changes focus on developing systems that value higher order thinking skills (David, 1989). In such a system, the curriculum will become more complex and more tightly linked. Murphy (1991) describes six curriculum related changes: (1) expanded use of a core curriculum; (2) creation of content which is more

linked among the disciplines; (3) stress on depth of coverage; (4) greater attention to higher order thinking skills; (5) expanded methods of student assessment; and (6) more teacher choice.

The belief that a core curriculum should be developed for all students is widely held by those involved in restructuring the core technology of schools (Boyer, 1983). Critics have cited the failure of tracking and homogeneous grouping to produce improved student outcomes (Murphy & Hallinger, 1993). "The focus of schools that are restructuring teaching and learning is on helping all students master similar content using whatever pedagogical approaches seem most appropriate to different individuals and groups" (Murphy, 1991, p.53). The lack of a interdisciplinary focus or integration also creates a need for a change in the way curricula are developed. The Carnegie Council (1989) states that:

The key lies in how the student approaches the subject matter. In the traditional curriculum, the student learns subject by subject. This fragmented array does not allow students to connect new and old ideas or to construct their own meaning of the information. In the core curriculum of the [restructuring system], the students confront themes, which are clusters of subject, and learns to inquire, associate, and synthesize across subjects (p. 43).

California has developed an interdisciplinary approach to learning and selecting integrative topics. The state's new science frameworks reorganizes science instruction by themes that are common to all sciences; energy, continuity, and patterns of change (Rothman, 1989). This interdisciplinary approach to curriculum development and implementation can require that teachers form teams that serve the same group of students for one or more years. This is the approach most commonly adopted at the



middle school level (McCarthy, 1991; Murphy, 1991). In a well structured interdisciplinary approach to the core curriculum, an instructional team plans and implements the curriculum for students who were formerly assigned to them in self-contained classrooms or within a departmentalized master schedule. By planning and working together closely, the team produces an articulated and integrated instructional program that results in less fragmentation and thus improved student outcomes (McCarthy, 1991). Team members make a concerted effort to integrate concepts and materials so that relationships among various subjects can be seen more easily by students.

Third, the restructured core curriculum will be more vertical and less horizontal in an effort to promote depth of coverage. This means that fewer topics will be covered but those that are will be covered in greater detail (Harvey & Crandall, 1988).Sizer's "less is more" (1984, p. 89) view is echoed in the call for depth of coverage. The National Association of State Boards of Education also recommends that curricula be changed so that "depth of knowledge in core subjects rather than acquisition of superficial knowledge in many broad areas" (Cohen, 1989, p. 8) is achieved.

Fourth, the restructured core curriculum differs from the traditional curriculum in yet another way—the former's emphasis is on higher order thinking skills for all children. In the factory model of education, higher order thinking skills, problem solving, integration, and critical thinking, were emphasized only with the higher ability students. Today, the goal is to teach students how to learn now and for their

entire lives (Harvey & Crandall, 1988). This does not mean that basic skills are ignored, rather that both basic and higher order thinking skills are mastered simultaneously.

The types of curricular changes described in this section require changes in assessment strategies; strategies that include authentic assessment and assessing in more than reading, math, and language (Murphy, 1991). Portfolio assessment is one method of authentic assessment that restructuring systems are exploring (Wolf, LeMahieu, & Eresh, 1992). Students have to become responsible partners in documenting their learning. For example, in every class, a student puts together a folder that contains class work and projects. At the end of a project or pre-determined time period, teachers work with students to select pieces that honestly reflect the student's work and progress (Wolf, LeMahieu, & Eresh, 1992). At the close of each year, students create a year-end portfolio, drawing on all their work as evidence of their progress. This portfolio can be shared with parents and all teachers.

Portfolios are not just designed as a substitute for report cards, they are also intended to illustrate to students how their classroom efforts are valuable. For instance, students can use their portfolios in presentations to incoming students who are unfamiliar with the portfolio process. Students can also use samples of their work to gain experience as tutors within the school or to secure a job outside of school. In a number of ways, the portfolio allows students to see the connectedness among the subjects they study and the relationship between classroom activities and the real world.

Last, implicit in the discussion of curricular restructuring, is the role of the teacher in designing and implementing the core curriculum (Harvey & Crandall, 1988). Teachers generally will assume greater responsibility for selecting textbooks as well as deciding when the students' learning experiences would be improved with the use of original sources and not textbooks. "Eventually [teachers] would become the major recognized determiners of the curriculum" (Lindelow, 1981, p. 126). Teachers, in addition to assuming expanded roles in curriculum development and implementation also face new challenges in the area of instruction.

### Instruction

Instructional changes are premised on the shift from a teacher centered pedagogy to a learner centered pedagogy, deemphasizing the delivery system and stressing the student (Murphy, 1991). Student will be viewed as "producers of knowledge" and teachers as "managers of learning experiences" (Hawley, 1989, p. 32). Teachers will no longer be in the "coverage business but in the learning success business" (Spady, 1988, p. 7). Teachers will act as coaches and facilitators to students who are left with more responsibility for the learning (Elmore, 1988). Overall, this pedagogy has been termed "teaching for understanding" (Elmore, 1988).

Cooperative learning as well as collegial teaching are both outputs of this approach to instruction. David (1989) contends that cooperative learning, where students work together in teams, is stressed by almost all those involved with restructuring. Restructuring schools are also changing staffing structures, creating

teams of teachers and shared planning time (Moore-Johnson, 1990). Other changes include alternative grouping arrangements, mastery learning, flexible, non-graded classrooms, and greater use of authentic assessment, and multiple intelligences (David, 1989, Cohen, 1989).

Newmann and Wehlage (1993) use the term authentic instruction and have developed five standards: (1) higher order thinking; (2) depth of knowledge; (3) connectedness to the world beyond the classroom; (4) substantive conversation; and (5) social support for student achievement. The authors have developed a framework that teachers can use in a classroom to determine the extent to which their classroom activities meet the five standards. Newmann and Wehlage (1993) explain each of the five standards in the following manner. Higher order thinking requires students to manipulate information in order to give it meaning, thus allowing students to solve problems and reach new understandings of relationships among variables (Newmann & Wehlage, 1993). Depth of knowledge refers to the substantive character of the ideas in a lesson and to the level of understanding that students demonstrate. Knowledge is said to be "thick" when it concerns the central ideas of a topic. Depth can be obtained by covering fewer topics in systemic and connected ways. The third standard measures the extent to which the class has value and meaning beyond the instructional context. A lesson increases its authenticity with students the more it reflects the context of students' lives. This authenticity can be achieved when students work on real world problems or students are allowed to use their personal experiences as part of a lesson. The fourth standard relates to the extent to which

talking to learn and understand is used in the classroom. This can be achieved if talk centers around higher order thinking skills, such as applying ideas, forming generalizations, or raising questions. Substantive conversation also includes sharing of ideas among students and between student and teacher. Last, social support for student achievement involves higher expectations, respect, and inclusion of all students in the learning process. Social support is high in classes when the teacher conveys high expectations for all students, when a climate of respect is maintained, and when teachers encourage students to take risks to achieve their goals.

The creators of this framework point out that although previous research has found a positive relationship between student achievement and teaching for thinking, problem solving, and understanding, no such evidence exists for the five standards (Newmann & Wehlage, 1993). They urge focusing attention on moving students toward authentic learning rather than debating whether or not to use traditional and authentic forms of instruction.

### Delivery System

During the discussion of the need for restructuring, Reigeluth's (1992) comments regarding our calendar based educational system were examined. Restructuring attempts to change from the impersonal, calendar, and time based methods of delivering instruction to systems that place students' needs above calendar or time constraints. Calendar based systems transform themselves to systems founded on three concepts: mastery based learning; developmentally based learning; and

personalization of learning (Murphy, 1991).

Spady (1988) addresses the need to restructure the core technology around the concept of demonstrated student mastery. Much of this discourse centers around the calendar mind set that dominates in schools today:

...we need to look closely at the prevalent practice paradigm: the fundamental character and operating relationships of our system of education. That paradigm is both defined by and organized around the calendar. School decision making, curriculum planning, instructional and administrative operations, institutional arrangements, student certification, and graduation systems, and student opportunity and eligibility conditions--all are defined by and tied directly to the calendar. The calendar and its adjuncts, the clock and the schedule, exert a pervasive influence on both the organization of schools and the thinking of those who work and study in them. Consider these universally accepted terms: school years, semesters, Carnegie units, seat time, credit hours, class periods, grade levels, programs of study, and student eligibility criteria. They all reflect our time-based way of doing business...A course ends when time--usually the semester--runs out, not when students demonstrate the learning the course was intended to convey. In short, we behave as if the entire educational system would collapse if teaching, testing, grading, awarding of credit, and promotion did not follow the calendar-driven two semester schedule (Spady, 1988, pp. 4-5).

Spady (1988) contends that it should be outcomes, not the calendar that determine what credit is, what a course is, and what content is needed in a course. The key issue is that each student attains mastery of each subject, not when or how long it takes (Spady, 1988).

The second theme related to changes in delivery structures is the developmentally approach to learning. This strategy allows students to proceed on to the next skill level as they are ready, regardless of age or grade (Cohen, 1989, p. 13). Multi-age grouping is a natural component of this strategy. Last, the humanization or personalization of the learning climate has as its goal the

development of a spirited community of people — teachers, students, parents, administrators — working collaboratively toward the same goal (Murphy, 1991). Proponents claim that this type of climate will help to reduce the alienation many students feel toward the current system (Sizer, 1984).

### Governance

Changes in educational governance structures have received much attention with respect to restructuring. Commonly referred to as site based management, the assumption underlying this component of change is that the individual school community must become the focus of attention, resources, and authority in the system (Murphy, 1991). Site based management involves the transfer of authority to the school site. Clune and White (1988) state, "school-based management (SBM) is a system designed to improve education by increasing the authority of actors at the school site" (p. 1). John O'Neil (1989) argues that, "authority and decision making should be decentralized so that the most educationally important decisions are made at the school site" (p. 6). All stakeholders — teachers, administrators, and parents — should set the basic direction of their individual school and determine the strategies and instructional arrangements needed to achieve them (O'Neil, 1989).

Two themes emerge from the many descriptions of SBM, structural decentralization and devolution of authority (Murphy, 1991). The former generally entails disassembling the larger organization into smaller parts, assumed to be more responsive to its stakeholders. Devolution of authority has been called the

fundamental concept of SBM (David, 1989). Under the system of governance, schools are deregulated from the central office (Beare, 1989). The idea is one of expanded local control where schools are given more responsibility for their own fate. The assumed benefits of this strategy include: enhanced concern for equity issues; better student performance; and greater satisfaction among educators (Lindquist & Muriel, 1989).

The Center on Organization and Restructuring Schools has developed a list of criteria related to school governance and the restructuring process (Newmann, 1993b). The list includes the following:

1. Do individual schools exercise control over budget, staffing, and curriculum?
2. Are schools run by a council which teachers and/or parents have control over the budget, staffing, or curriculum?
3. Do schools enroll students by choice rather than be residential assignment?

As schools realign their governance structures, questions of accountability arise. The next section describes several accountability issues raised by restructuring.

### Accountability

Another major theme of restructuring is accountability. The underlying assumption is that school bureaucracy has become so large and non-responsive to the needs of individuals that schools are no longer accountable for what they accomplish with students (Elmore, 1990).



At the state and district levels, the accountability theme represents a shift away from regulating the process of education to a focus on the outcomes of education (Newmann, 1993a). Increased accountability generally is not well defined but can mean collecting more precise information about student achievement on a periodic basis through indicators that can be compared across classrooms, schools, districts, and across time (Newmann, 1993b).

The Center on Organization and Restructuring Schools has developed criteria related to school governance and the restructuring process. The Center suggests that school districts ask the following question related to accountability and restructuring: do individual schools receive financial reward based on student outcomes (Newmann, 1993b). However, restructuring experts caution that accountability standards should be devised that support desired changes. Reigeluth (1992) contends that national accountability standards will be counter-productive if they serve to drive a bureaucratic system. If local accountability standards can serve to drive a client-centered system, they can be useful.

The restructuring movement, as can be seen by the many differing opinions regarding what exactly restructuring is, has left in its wake exciting opportunities but also ambiguity about the goals and dynamics of systemic change (Rowley, 1992). Programs and prescriptions for restructuring abound. All of the content areas of restructuring mentioned earlier have been used in different combinations in the name of restructuring. Elmore (1990) comments on the ambiguity of restructuring stating, "as long as the theme of school restructuring is fluid and unspecified, it functions well

as a rallying point for reformers. But once the theme is defined, it may begin to divide rather than unite..." (p. 4). Fullan (1991) offers a similar assessment describing the fragmentation and lack of coherence that can accompany restructuring efforts.

### The Change Process

Change and restructuring are processes and not events. Researchers and educators agree that a school system does not ever reach the point of being restructured, rather the system constantly adjusts to meet the needs of its clients and stakeholders. What processes can a school district use in designing a system that is learner centered? The next sections of this chapter address that question. The following sections seek to provide insight into how school systems may approach restructuring or systems design. It offers definitions of key terms and an overview of the redesign process, specific change strategies, and factors which can impact systemic change efforts.

### Systemic Change

A system is defined as, "a set of two or more interrelated elements of any kind; for example, concepts (as in the number system), objects (as in a telephone system or human body), or people (as in a social system)" (Ackoff, 1974, p. 13).

The elements in any system have the following three properties:

1. The properties or behavior of each element of the set has an effect on the

properties or behavior of the set taken as a whole.

2. The properties and behavior of each element, and the way they affect the whole, depend on the properties and behavior of at least one other element in the set.

3. Every possible subgroup of elements in the set has the first two properties; each has a nonindependent effect on the whole. Therefore, the whole cannot be decomposed into independent subsets. A system cannot be subdivided into independent subsystems (Ackoff, 1974).

System redesign has been defined as, "reconfiguring the processes and components of an organization in such a way as to realign roles, relationships, and responsibilities" (Basom & Crandell, 1991, p. 73). Systemic change has been contrasted with incremental change by describing the latter as, "piecemeal change, often called tinkering, which entails modifying something (fixing part of it)," while the former has been described as, "a paradigm shift, which entails replacing the whole thing" (Reigeluth, 1992, p. 10). Systemic change, or restructuring, is comprehensive. This type of change requires that organizational members realize that a fundamental change in one aspect of the system necessarily requires changes in other areas of the system (Reigeluth, 1992). In education, changes must take hold at all levels, the classroom, the building, the district, the community, as well as state and federal governmental levels. Systemic change should include the nature of learning experiences, the core technology or the instructional and curricular system that implements learning experiences, the administrative system that supports the core technology, and the governance system that oversees the entire educational system

(Banathy, 1991).

In the process of redesigning an educational system, Banathy (1991) suggests participants in the redesign process ask different questions. For instance, instead of asking: how can we provide more instructional time; how can we attain more discipline in the classroom; and how can we ensure more parental involvement in the schools, Banathy (1991) suggests we ask questions similar to those described in chapter one of this study.

Banathy (1991) presents four models of educational systems. Model A, institutional focus, organizes the educational system around the institutional level. Model B treats the administrative level as the primary level of concern, Model C views the instructional level as the primary level, and level D treats the learning-experience level as the focus of inquiry.

When thinking about how to design systems that are built around the learner, a school district can use certain key issues and system requirements with which to organize their efforts. Banathy (1991) recommends that school districts examine the following key issues:

1. The learner is the key entity and occupies the nucleus of the system;
2. The system's primary function is to facilitate learning;
3. The system's primary level is the learning-experience level, around which a system is built;
4. Learning resources in the community and society can be used to support the system;

5. A learner, left alone, cannot gain access to these community/society resources;

6. Learning resources need to be identified, developed, and organized, and their availability communicated to and their use arranged for the learner; and

7. There is a wide array of learning types and models that has to be explored, selected, defined, and operationalized such as self-directed, other directed, socially supported, team learning, social learning, and organizational learning.

Banathy (1991) notes that the first five issues provide the rationale for designing the educational system around the learner-experience level. The last two points represent current requirements that must be changed as school districts re-design their system.

The implications of the above seven issues lead to the following propositions according to Banathy (1991): (a) recognition of the learning experience level as the primary level in the system; (b) identification of a new level — the societal level — that should be included as another level around which education should be designed; and (c) assignment of the task of the designing a system that connects the learning experience level with societal systems that have potential learning resources.

When systems designers realize that these three propositions exist and must be dealt with, several key conditions should be reviewed:

1. In addition to the institutional, administrative, instructional, and learning-experience levels, the societal level is recognized and established as an essential systems level of the complex. At this level, we have systems with the potential to

offer resources, opportunities, and arrangements for learning;

2. The systems that operate at the institutional and administrative levels must be reconceptualized as systems that have the function of connecting societal systems offering learning resources, opportunities, and arrangement with systems operative at the learning-experience level; and

3. Systems at the instructional and learning experience levels should be integrated and organized for connecting with those systems in the community that offer arrangements and resources that facilitate and support learning and human development (Banathy, 1991).

From this discussion, a picture emerges of a system which has expanded its boundaries. This new system has the capability and mandate to draw upon the resources of the larger community. How does a school system involve the community? Community involvement can be initiated through the visioning process, during which the image of the future system the school district wishes to achieve is described and refined.

### The Visioning Process

The process of restructuring begins with a total reconceptualization of what education means in our society. As has been stated earlier in this study, Banathy (1991) and Basom and Crandell (1991) recommend beginning the change process by answering questions such as:

1. What is the nature and what are the characteristics of the post-industrial

information age?

2. What are the educational implications of those characteristics?

3. What should be the role and function of education in this new era of societal development?

The process of answering these questions can be initiated during what is often termed the visioning stage of change. During this stage, the school community must create a shared vision of success. Whitaker and Moses (1994) state that restructuring boils down to the visionary work conducted in the leadership process. They define vision as: "an inspiring declaration of a compelling dream, accompanied by a clear scenario of how it will be accomplished" (1994, p. 14). The vision statement generally articulates the new purposes and values of the redesigned system. It is a statement of philosophy that becomes the ideal of what the new system is trying to accomplish (Whitaker & Moses, 1994).

Glickman (1990) stresses that the vision must be a shared one--that representatives from all stakeholder groups must come together to discuss and agree upon the values and purposes of the new system the school district is attempting to create. While this process of assembling all stakeholder groups may not be easy, this important first step has been found to be related to successful restructuring efforts (Norris & Reigeluth, 1991).

In addition to establishing a vision, the first stages of change should be used to allow those impacted by change to become familiar with the change process. Fullan (1991) argues that persons involved in systemic change must first develop their own

personal meaning of change before change can be realized at any level. This study argues that the visioning process can be used to begin to communicate about the change process, to let educators know that change is a process, not an event and that the process can produce conflict and anxiety (Hall & Hord, 1987).

A school system can facilitate the vision and meaning processes by communicating the vision created by the vision group with all stakeholders. This communication forms the foundation of the shared vision. Organizations often make the mistake of assuming that once a vision is established, it is held constant. The process of communicating the vision, with its core purposes and values of the new system, builds commitment to the systemic change process and makes the vision a living entity not a piece of paper (Glickman, 1990). Sharing the vision and allowing all those involved in the school system, teachers, students, parents, and community members, to make value related modifications to the vision also creates personal meaning for each person. This personal meaning then facilitates change on an individual basis (Fullan, 1991). In the process of building meaning, Fullan (1991) suggests that teachers ask the following questions about any innovation:

1. Does the change potentially address a need? Will students be interested? Will they learn? Is there evidence that the change works, that it produces the claimed results?
2. How clear is the change in terms of what teachers must do?
3. How will it affect the teacher personally in terms of time, energy, new skill, sense of excitement and competence, and interference with existing priorities?



4. How rewarding will the experience be in terms of interactions with peers or others?

Fullan's (1991) theme is that educators must have some sense of understanding the operational meaning of an innovation before they can make a judgment about it. Clear specification of an innovation at its introduction does not seem to meet educators' needs. Clarification is a process. Full understanding can come only after some experience with the change (Fullan, 1991). Fullan's (1991) ideas have been confirmed by the extensive work of Hall and Hord (1987) who have studied the educational change process. They found that different teachers have different concerns in relation to innovations, as well as the impact an innovation will have on students. Fullan (1991) states that need, clarity, and the personal cost/benefit ratio must reach a favorable balance for teachers to adopt an innovation.

How can an innovation be introduced, tried, and practiced so that educators can develop meaning about the change? The next sections of this paper address change processes that school districts can use to implement changes and innovations and ultimately improve student outcomes.

### Professional Development

Staff development has been used by many school districts involved in restructuring (cite blue book). A camp of reformers views professional development or in-service training as a means of changing a school's culture (Fullan, 1990) while others see it as an opportunity to develop educators' "will and skill," the

competencies and motivation to use innovations (Newmann, 1993a).

It has been known for over a decade that staff development and successful innovation are related (Fullan, 1990). Staff development can be thought of as any activity or process intended to improve skills, attitudes, understandings, or performance in present or future roles (Fullan, 1990). Jane David (1989) examined the professional development activities of three school districts in the midst of restructuring, Dade County public schools (Miami, Florida), the Jefferson County schools (Louisville, Kentucky), and the Poway Unified School District (Poway, California). Each of the three districts viewed professional development as a crucial piece in their change efforts (David, 1989). At the extreme was Jefferson County which established a training center and built 24 schools around professional development. In Poway, the superintendent helped to create a climate in which professional development was seen as a valued resource for all those associated with the school system. As an illustration of the superintendent's commitment, clerical staff were trained to help them see how their actions contribute to the education of the district's students (David, 1989).

Jefferson County and Poway share similar views regarding professional development (David, 1989). Both believe it is important to: (a) create a climate in which ongoing professional development is viewed as desirable and even prestigious; (b) provide new knowledge and skills that teachers and administrators want and need, not the latest fad; (c) relate all professional development to student learning; and (d) invest substantial resources in such development. Courses in leadership and team

building skills are desirable because they stimulate work and learning environments. More specifically, relating professional development activities to classroom instruction focuses the attention of staff on ways to engage students in learning to think, use problem solving skills, and work cooperatively in teams. Last, professional development can serve as a catalyst for collegial interactions among educators (David, 1989).

Building on the work of restructuring districts, Fullan (1990) claims that professional development can be thought of in three ways: (1) as a means of facilitating implementation; (2) as an innovation itself; and (3) as a means of institutional development. He contends that school districts should look at professional development more in terms of institutional development if they wish to sustain change (Fullan, 1990).

According to Fullan (1990), the link between staff development and innovation implementation has been proven beyond a shadow of a doubt. Put simply, "successful change involves learning how to do something new. As such, the process of implementation is essentially a learning process. Thus, when it is linked to specific innovations, staff development and implementation go hand in hand" (Fullan, 1990, p. 4). Educators have learned that staff development should be innovation-related, continuous during the course of implementation, and involve a variety of formal (workshops) and informal (teacher exchange) components (Fullan, 1990).

Stallings (1989) studied the link between staff development and school achievement and found a direct relationship between teacher training and student

performance. From the evidence collected, a model of teacher change was developed. The framework of the model is: learn by doing—try, evaluate, try again; link prior knowledge to the new innovation; learn by reflecting and solving problems; and learn in a supportive environment—share problems and successes (Stallings, 1989, p. 4).

Professional development can also be thought of as an innovation itself. Fullan (1990) uses as an example the work of school districts to train teachers in the role of mentors or coaches. The coaching role is an innovation itself and must be implemented. Fullan (1990) argues that our knowledge about implementation theory would help teachers adopt the coaching role.

Third, Fullan (1990) addresses the staff development as institutional development which is defined as changes in schools as institutions that expand their capacity and performance for continuous improvements. Fullan (1990) argues that school systems must refocus staff development so that it becomes a component of the overall change process. Educators must begin to realize that training will never have its full impact if it is viewed as a discrete project. Professional development should be viewed as a means to transform organizational culture (Fullan, 1990). Researchers who have studied professional development offer the following suggestions to restructuring school districts: (a) those involved in staff development must think and act more holistically about the personal and professional lives of educators; (b) the agenda is to work on the spirit and practice of life-long learning for educators; and (c) centralization of policy-making and resources for staff development must be

redesigned (Fullan, 1990). Reformers realize that decentralized and centralized approaches to staff development as a means of transforming the system have been unsuccessful. The call now is for representatives from all stakeholder groups, both inside and outside of the school, to become involved in the planning and implementation of staff development.

### Professional Development Schools

School districts across the country are using professional development schools to facilitate their overall change efforts (Schlechty, 1990). Professional development schools are distinguished from other schools within a district by their two fold mission: to provide quality services to students; and to provide systemic induction of new teachers and administrators into the system. In addition, many professional development schools work in conjunction with the colleges and universities which provide the student teachers. This partnership has been studied as a catalyst for systemic change with evidence suggesting that both the school district and university partner can benefit from such an arrangement (Rudduck, 1992).

The assumption underlying many professional development school projects is that exemplary schools must be invented (Schlechty, 1990). This reinvention involves not only training new teachers and administrators but also providing opportunities for current staff to act as action researchers, examining new teaching and assessment strategies and providing feedback to other teachers. These schools present staff with the opportunity to practice new strategies in a supportive climate.

### Total Quality

Total quality has made inroads into the educational community during the 1980's and nineties. Defined as a philosophy for providing leadership, training, and motivation to continuously improve an organization's management and operations, its parallel to systems design can be seen in the work of W. Edwards Deming, one of the founders of quality (Walton, 1986). Deming (1986) argues that quality is not just a statistical process control technique, but a philosophy of leadership and a method of organizational design. He contends that organizational members must begin to learn and adopt a systems approach when thinking about organizations and life in general (Deming, 1986). When setting goals for the future or monitoring work in progress, the system must be the focus of attention. Organizational members must believe that "long-term commitment to learning and a new philosophy is needed" before an organization can be transformed (Deming, 1986, p. x). Last, Deming stresses the importance of believing that "people are born with intrinsic motivation, self esteem, dignity, curiosity to learn, and joy in learning" (Senge, 1990).

Deming (1986) contends that transformational types of changes are needed in U.S. organizations, including education. His fourteen points are intended to guide this systemic change: (1) create constancy of purpose, (2) adopt a new philosophy, (3) cease dependence on mass inspection, (4) end the practice of awarding business on the basis of price tag alone, (5) constantly improve the system, (6) institute training, (7) adopt and institute leadership, (8) drive out fear, (9) break down barriers, (10)

eliminate slogans, exhortation, and targets for the workforce, (11) eliminate numerical quotas for the workforce, (12) remove barriers that rob people of their pride of workmanship, (13) encourage education and self improvement for everyone, and (14) take action to accomplish the transformation.

Deming (1986) discusses the need for constancy of purpose, meaning that organizations must share the vision and make it known to all members of the organization. With this shared vision, decisions can be made at the lowest possible level of the system because all persons know the purposes and goals of the organization. To facilitate this type of systemic leadership, Deming also calls for continuous training and retraining. Deming (1986) urges organizations to facilitate self improvement for all persons. "What an organization needs are not just good people; it needs people that are improving with education," (Deming, 1986, p. 86), a point that seems to tie in well with the literature on professional development and its role in institutional development. Deming (1986) also believes that we do not face a shortage of qualified personnel, rather a shortage of high levels of knowledge. In order to attain higher levels of knowledge, organizations must plan for the future. "Education and retraining — an investment in people — are required" (Walton, 1986, p. 84).

Related to Deming's point fourteen, take action to transform the system, he argues that all persons must take responsibility for this transformation. However, Deming (1986) does not advocate that each person pursue quality in her/his own way, rather that the previous thirteen points serve as a mechanism to create a cohesive

approach to system redesign and continuous improvement.

### Linking Content and Process: Self Designed Change

Many models and theories of change exist as does evidence related to why change efforts succeed or fail. The work of Fullan (1991) sheds light on both of these topics, synthesizing and integrating theory with real life experiences of school districts. From this effort, Fullan (1991) states:

The main reason for failure is simple; developers or decision-makers went through a process of acquiring their meaning of the new curriculum [or any change component]. But when it was presented to teachers, there was no provision for allowing them to work out the meaning of the changes for themselves. Innovations that have been succeeding have been doing so because they combine good ideas with good implementation decision and support systems (p. 112).

Fullan (1991) also addresses the link between process and content of change. He warns that concentrating only on the process of change may result only in a theory of what should change. A theory of change should be judged only in terms of whether or not a change actually occurs, according to Fullan (1991).

Otherwise there is no difference between those who claim that educational problems would be solved if only schools would adopt this or that *program change* [content] and those who argue problems would be solved if only schools would follow this or that *process of change*" (Fullan, 1991, p. 112).

Thus, constant attention to both the content and process of change and their complex interrelationship is necessary for change to occur.

How does a school system go about allowing stakeholders to develop their personal meaning while at the same time conveying building and district level



purpose? The idea behind self designed change is that innovations that work in one school with a certain culture and group of individuals and students may not work in another setting (Mohrman & Cummings, 1989). If an individual or building can build competence in and a commitment for the new teaching strategy, for example, they may elect to practice that strategy in their classroom. Change experts argue that allowing individuals and organizational units (buildings) to select from among a variety of change processes facilitates the entire change process because individuals are allowed to use those teaching strategies and to assume those roles that initially make more sense to them (Fullan, 1991; Mohrman & Cummings, 1989). Self designed change can allow individuals to develop a personal meaning for their new roles as well as what it means to achieve equitable student outcomes. This self designed change process can foster individual and institutional renewal, the key to educational improvement according to Fullan (1991).

In summary, the idea behind the concept of self-designed change is to allow the interaction between the "what" and "how" of restructuring to occur in different ways throughout the school system. This chapter presented the elements within a school system that can change and the processes a district can use to facilitate change at all levels of the system. According to restructuring literature, change commonly occurs in a district's values and vision, decision making, resource allocation, roles, relationships, policies, and core technology. How is change encouraged? Districts can use quality principles, offer training, provide time for collaboration, and encourage individuals to experiment with different teaching and assessment strategies.

## CHAPTER III

### METHODOLOGY

This chapter addresses the choice of methodology, the rationale for selecting this methodology, the implementation of the methodology, researcher roles, and the trustworthiness of the findings.

#### Methodological Selection

This study can be classified as a qualitative case study given that it is characterized by traits common to such designs: (a) it answers "why" and "how" questions and not "what" and "how many" questions; (b) variables are not manipulated; (c) it is "particularistic" — it focuses on a particular phenomena, school restructuring; (d) it is descriptive in that the end product is a rich description of restructuring; (e) it uses a human instrument; and (f) it involves fieldwork (Merriam, 1988).

Two fundamental assumptions apply to case studies. First, the primary goal of the case report is to create understanding and second, the case report should be a product of the research (Merriam, 1988). A case study is an examination of an issue providing a description or portrayal of a situation where understanding is sought.

Information is collected concerning the past and the present. The goal is to gain a perception of the total situation rather than focus upon a single element within a complex subject. Because restructuring is a complex subject, made up of many interwoven elements, the case study approach is best suited to capture all the elements of restructuring as well as the interrelationships among the elements.

### Rationale for Selecting Methodology

The aim of this investigation was heuristic, meaning that it is intended to illuminate readers' understanding of restructuring. Case studies are used when the researcher intends to discover new meanings about the phenomena under study, extend readers' experience, or confirm what is known (Merriam, 1988). This case study was conducted so that what is known about school restructuring could either be expanded or confirmed. The intentions of this study could best be achieved through qualitative techniques, specifically the qualitative case study because such a design yields a holistic description of school restructuring that could generate explanation and insight.

The aim of qualitative inquiry is to develop a body of knowledge that is unique to the particular phenomena being studied that can be used to develop generalizations or hypotheses about the phenomenon (Borg & Gall, 1989). The objectives of this study are consistent with the qualitative research paradigm. Products of the qualitative paradigm such as description, examples, and a holistic picture were sought in this study.

It was not the intent to manipulate, predict, or control the restructuring process. The question and objectives required a nonintervention design with no controls, no manipulations, and no treatments. Elements of the restructuring process are in a state of mutual and simultaneous interaction, making a cause and effect design inappropriate.

This approach was chosen for another reason as well. This design was selected because of the inherent nature of systemic change. The researcher believes that the phenomena of restructuring cannot be studied outside its natural context because context is so heavily implicated in the meaning of restructuring. This is, restructuring takes its meaning as much from its context as it does from itself. Such a contextually sensitive study requires data collection techniques such as semi-structured and unstructured ethnographic interviews, prolonged exposure through observations, and document review.

### Implementation of Methodology

This section describes the contact and consent procedure, participants, sampling, data collection, and data analysis.

#### Contact and Consent

During the 1992-93 school year, the researcher served as the restructuring documenter for the school district. Through this experience, the researcher was exposed to the different components of the district's systemic change process and

became familiar with many persons involved in restructuring. The researcher also served as the district's external evaluator for their 1993 extended school year program. As a result of these experiences, the researcher contacted the superintendent and requested to study the district's restructuring during the 1993-94 school year. The superintendent gave his approval prior to the initiation of the study. The researcher's prior experience with the district facilitated gaining entry into the setting because many participants were familiar with the researcher.

### Participants

A total of fifty-five (55) persons participated in this study through interviews: five (5) central office staff, eight (8) building level administrators (including all principals), thirty-one (31) teachers, five (5) support staff, and seven (7) parents. Schools were represented by at least one teacher and parent. Demographic information was collected during interviews. The average number of years school personnel have been with the district was calculated by group. Central office staff interviewed for this study have been with the district, on average, for 11.8 years. The range was one to 27 years. Building level administrators' average tenure with the district is 19.8, with a range of 1 to 27. Teacher participants have been with the district for an average of 19.7 years, with the range being 2 to 33. Support staff, on average, have been with the district seven years, with a range of 1 to 13.

### Sampling Procedures

As Lincoln and Guba (1985) state, "all sampling is done with some purpose in mind" (p, 199). In qualitative research, sampling is generally referred to as "purposive" because it is not random. This research used three types of sampling: (1) sampling of extreme or deviant cases to obtain information about unusual cases that may be particularly enlightening; (2) sampling critical cases to permit maximum application of information to other cases because, if the information is valid for critical cases, it is also likely to be true of all other cases; and (3) network sampling using participant referrals (Lincoln & Guba, 1985; Merriam, 1988).

The school district, located in a suburban community in southwestern Michigan, enrolls 3300 students. The district itself was not randomly selected, rather it was chosen because research into its restructuring, in its fourth year, may provide insight into how schools restructure in general. Critical case sampling was used in the case of central office administrators and principals. Five of seven central office administrators as well as all seven building principals participated in one interview which occurred during February and March, 1994. These participants were selected on the basis of their positions within the school district.

Deviant sampling was used with respect to teachers, support staff, and parents. This was accomplished through a variety of means. First, existing documents provided the researcher with information related to task forces and committees that are currently working on restructuring issues. Members of these groups were asked

to participate in the interview process because of their prior involvement with restructuring.

Second, the network sampling procedure was used in order to obtain a sample which includes teachers who have begun to implement changes in the classroom as well as teachers, support staff, and parents who have begun to assume new roles (Merriam, 1988). This sampling technique involved asking central office administrators and principals to suggest teachers who have begun to use new teaching strategies or have begun to exhibit new roles or relationships. The first group of teachers, support staff, and parents interviewed were asked to suggest others in their group (teacher, support staff, parent) who have been involved in specific changes. The researcher contacted subsequent participants using the steps outlined below. This referral process continued until saturation or redundancy was reached—that is, no new persons were suggested by interviewees.

Each potential participant was contacted first by an introductory telephone call, during which the researcher explained the purpose of the interview and the research in general. The letter explained how the researcher selected them for the study. The researcher also informed teachers and support persons that the person who referred them would not receive feedback regarding who elected to participate. All participants who were contacted by telephone agreed to participate. A letter of consent was also sent to persons who agreed to participate (Appendix A).

Not all persons who were suggested as potential participants responded to requests made by the researcher. Nine persons including teachers, parents, and

support staff who were contacted did not participate in this study. The researcher attempted a minimum of four times to contact these persons by telephone and letter but in each case, the person did not respond to the researcher's requests.

### Data Collection Procedures

Data were collected through a variety of methods including interviews with teachers, principals, central office staff, support staff, and parents, observations of classrooms and meetings, and review of existing documents (meeting minutes, and policies and procedures).

#### Interviews

This study utilized in-depth semi-structured and unstructured interviews to collect data from participants. Interviews were conducted with central office administrators and each building principal during February, 1994. Teachers, support staff, Board of Education members, and parents were interviewed throughout the period February to July, 1994.

The interviews were a combination of three types of interview instrumentation: informal conversational; interview guided; and standardized open-ended (Spradley, 1979). The standardized open-ended questions were used to gather background data on the participant. These questions were precisely worded, in a predetermined sequence so that the same type of information is collected from each interviewee at the same time in the interview process.



The interview guided approach was more loosely structured. Participants were asked to assess in an open-ended fashion their understandings and perceptions of interim outcomes (what changed). Each was then be asked to identify and discuss content areas and change processes which they perceive contributed to achieving each change. In addition, changes which have been identified through prior data collection and analysis were presented to participants. They were asked their perceptions about the factors which contributed to the achievement of those outcomes as well. Finally, the informal conversational style was used when questions and topics emerge from the immediate context of the interview process and need to be addressed or explored (see appendix B for interview protocol).

The interview protocol was developed based on restructuring literature, the researcher's past experience with restructuring, and input from district personnel most familiar with systemic change. The latter group also reviewed the preliminary protocol and suggested revisions. The final protocol covered seven topics: (1) the background of the interviewee; (2) their involvement in restructuring; (3) their understanding of the purpose of the district's restructuring; (4) the district's vision; (5) the district's values; (6) what changed; and (7) what processes were used in relationship to each identified change.

All but three interviews were conducted in person and recorded by the researcher using a hand-held recorder. The researcher took notes to record what was said during three telephone interviews. Interviews ranged in length from 30 to 90 minutes and were conducted in participant's classrooms or offices. After interviews

were conducted, the researcher transcribed recorded interviews. The transcriptions were housed on computer files in the researcher's private office. Each file was given code which consisted of three letters and three numbers. Printed copies of interview transcripts were distributed to participants so that they could verify the data. These printed copies were accessible to the researcher and participant only. The purpose of providing the interviewee with the opportunity to review the transcript was to have participants confirm or reinterpret the data. Eleven participants returned their transcripts with revisions. Suggested modifications were made and the revised transcript was used during data analysis.

### Observations

Observations of classrooms and meetings were used to describe and confirm interim outcomes and the change processes. Classrooms that were identified by school district staff as examples of new teaching and learning processes were observed. Permission to observe classrooms and meetings was secured from the appropriate building principal and teacher. Selected meetings related to restructuring were attended as were administrative council meetings, school staff meetings, and Board of Education meetings.

Meetings and classrooms were observed after interviews with administrators and at the same time interviews were being conducted with teachers, support staff, and parents. This schedule allowed the researcher to confirm outcomes and change processes reported by participants and to add any others not mentioned by

participants. While observing, the researcher recorded examples of the district's values and vision, interim changes, and change processes. Restructuring literature and interview data were used to refine observations throughout the study.

Approximately 120 hours were spent in the field from February to July, 1994 observing classrooms, meetings, training sessions, and reallocated time activities.

Conversations during meetings were recorded with observational notes, which included notations regarding who made specific statements. The date, time, and location of each observation was also noted. Given the researcher's past experience, the identity of meeting participants was generally known. In those cases where the researcher did not know, an effort was made to ask the person their title or relationship to the district. Classroom observations were scheduled during times teachers were engaging students in activities that represented changes such as authentic assessment, multiple intelligences, or team teaching. Given schedule constraints, all classrooms that were recommended by principals and teachers were not observed, which is an overall limitation of this study.

#### Existing Documentation

Curriculum guides and materials, meeting summaries, building plans, newspaper articles, individual school and district end-of-year reports, monthly reallocated time summaries of each school's activities, and past and current grant applications were collected during January to July, 1994. Permission to review these types of documents was requested of the school district superintendent. A formal,

written consent form was completed by the superintendent prior to any document review.

### Data Analysis Procedures

Overall, an inductive, thematic data analysis strategy was used to organize the data and to describe each interim outcome and change process (Merriam, 1988). Inductive data analysis may be defined most simply as a process for "making sense" of data (Lincoln & Guba, 1985). Inductive analysis differs from deductive data analysis in that with the former, findings emerge from the data and are not defined a priori by some theory. Inductive data analysis is a process aimed at uncovering embedded information and making it explicit.

Several processes were used to analyze the data inductively so that patterns could emerge. First, data were decontextualized by coding or unitizing all data sources. Second, data were recontextualized into categories and then topics, thereby bringing meaning to the data (Tesch, 1990). These two processes are described in more detail in the following sections.

### Coding

The process of decontextualizing data involves coding interview transcripts, observational field notes, and existing documentation. This process has been described as defining units, separating them along their boundaries, and identifying them for further analysis (Lincoln & Guba, 1985). Coded units are single pieces of

information that can stand alone and are interpretable in the absence of any other information and may be a sentence or a full paragraph. These segments or fragments of data serve as the foundation to defining categories and topics.

An initial list of codes was developed from the topical areas covered in the interview protocol and any additional topics discussed by participants. After reading transcripts, observational notes, and documentation twice, thirty-eight (38) codes were developed that included all meaningful areas, as illustrated by Figure 2. Each of the thirty-eight are words that represent the content areas of the identified segment. For example, a fragment related to the district's value of academic excellence was labeled "academic excellence."

ACADEMIC EXCELLENCE	LOOKING GOOD
KEEP UP WITH THE TIMES	LEARNER-CENTERED CLASSROOM
QUALITY PRINCIPLES	LIFE LONG LEARNERS
FOUR STUDENT OUTCOMES	PARENTS' ROLES
TEACHERS' ROLES	PRINCIPALS' ROLES
CENTRAL OFFICE ROLES	BOARD OF EDUCATION ROLES
OVERSIGHT COMMITTEE	IMPROVE TEACHING
INPUT	ATHLETICS
OPENNESS	COMMUNICATION
TRUST	PARENTAL INVOLVEMENT
USE RESEARCH BASED STRATEGIES	USE BEST PRACTICE STRATEGIES
INSTRUCTIONAL CHANGES	CURRICULUM CHANGES
ASSESSMENT CHANGES	CLIMATE FOR RISK TAKING
ENEMIES ARE OUR FRIENDS	TRAINING
REALLOCATED TIME PLAN	COLLABORATION
PRACTICE NEW ROLES/STRATEGIES	TIME
SPACE	MONEY
HUMAN RESOURCES	DECISION MAKING
POLICIES	UNION

Figure 2. Initial Codes.

Using the initial thirty-eight, each transcript, observational field note, along with existing documentation, was coded by hand. This step was completed by reading each data source, highlighting a segment (sentence or paragraph), and writing the code in the margin. After this phase was concluded, each data source was read again to eliminate redundancies and to ensure that all segments were included. At the conclusion of this cycle, all narrative segments were labeled.

At this stage, the segments were transferred into computer files that were given a file name identical to that of the code. For example, all "instruction" segments were copied into one file. This process of moving segments into separate files was completed for each code, resulting in the creation of thirty-eight (38) computer files. Moving segments from their original source (interview transcript, observational field note, documentation), into files that contained similarly labeled segments, completed the decontextualization phase. The next phase, recontextualization, is discussed in the next section.

### Categorizing

Recontextualizing the data involved organizing previously coded data into categories that provide descriptive or inferential information about the context or setting from which the units were derived (Lincoln & Guba, 1985; Tesch, 1990). The essential tasks of categorizing are to bring together into provisional categories those segments that related to the same content. Each category must be described in such a way that the researcher can place segments into the appropriate category

(Lincoln & Guba, 1985). Categories should be internally homogeneous and externally heterogeneous. Internally homogeneous refers to the similarity which should exist between data placed together into a specific category. Externally homogeneous refers to the distinction that was apparent among categories.

When devising categories, researchers can use terms that emerge directly from the data, or terms commonly used in the discipline. The researcher devised categories using both emergent terms and terms used in previous research. The categorization process consisted of the following steps: reading the codes in each computer file and placing the contents of a particular computer file into a provisional category; reading the contents of each provisional category to determine similarities among fragments; developing a provisional description of the category to be used to include or exclude narrative segments; applying the provisional description to each category; and re-categorizing segments using the category descriptions.

The category descriptions that were used paralleled the topical areas covered in the interview protocol. The researcher asked, "does the segment relate to the vision, values, or purposes of restructuring? Does the fragment contain information about a change that occurred (roles, relationships, policy, resources, instruction, curriculum) or does the coded segment relate to a process used to achieve a change?" The answers to these questions provided the descriptions with which categories were formed. To further analyze and "make sense" of the data, patterns that existed within each category were examined. This process resulted in the discovery of topics—a subdivision of a category. Table 4 depicts the categories and topics that were

discovered through the data analysis process. As was the case with category description, the names of topics were taken directly from the data and from terms used in restructuring literature. The rationale for using terms from restructuring research is that consistency among studies can be enhanced by using common terminology for the same concept.

Table 4  
Categories and Topics

Category	Topics
Vision	Learner-centered classroom in a quality system
Values	Academic excellence, input, openness
Purpose	Learner-centered, quality education, improve learning, use research, prepare students for 21st century
Roles	Student, teacher, principal, central office administrator, parent, school board
Relationships	Open and equal
Decision Making	Shared and difficult
Policy Alignment	Identification of need
Resources	Time, space, human, and financial
Core technology	Instruction, curriculum, and assessment
Change Processes	Reading, research, visits, collaboration, quality principles, patience, training, university partner



It is important to understand that even though this study was implemented through an inductive process, with each component of the district's restructuring isolated and investigated, the research process considered each category as part of the greater overarching conceptual picture. So, although each category was internally homogenous and externally heterogeneous, the inter-relationships among the categories was not ignored.

### Researcher Role

The roles of qualitative researchers can vary from the complete-member-researcher to the active-member-researcher to the peripheral-member-researcher (Adler & Adler, 1994). Researchers in the first role are members of the organization being studied. Active-member-researchers become involved in the setting's central activities, assuming responsibilities that advance the phenomena but without fully committing themselves to organizational goals.

Peripheral-member researchers believe an insider's perspective is vital to forming accurate appraisals of the phenomena being studied. They gain this perspective by observing and interacting closely enough with members to establish an insider's identity without becoming a member of the group being studied. The peripheral-member role was assumed by this researcher. The researcher made every attempt to explain the peripheral-researcher role to participants. In addition, the researcher did not interact with organizational members while observing. While the researcher cannot say that the study did not impact events that occurred, the

researcher attempted to prevent any overt impact that the study could have on the restructuring process.

### Trustworthiness Steps

To ensure the trustworthiness of the inquiry, the areas of credibility, transferability, dependability, and confirmability are addressed. Trustworthiness and its four components correspond to reliability and validity, both internal and external, of experimental research designs.

Credibility is when multiple constructions of reality are adequately represented and the reconstructions of these realities are found credible to study participants (Lincoln & Guba, 1985). The study attempted to fulfill this criteria through several means: (a) conducting "member checks" with interviewees so that they could react to and revise both interview transcripts and the findings section of this document; and (b) by discussing emerging findings with study participants to test their validity.

Member checking was used to obtain feedback from interviewees regarding the accuracy of interview transcripts and the credibility of the findings described in chapter four of this document. Interview transcripts were distributed to all participants while draft findings were distributed to several study participants. Debriefing sessions were also held with several participants to obtain information regarding the credibility of the findings and to ensure the accuracy of the researcher's interpretation.

Transferability is the process of "thickly" describing the time and context of

the inquiry (Lincoln & Guba, 1985). The study attempts to describe school restructuring by using authentic data collected from interviews, observations, and existing documentation.

Dependability is the process of demonstrating credibility of the inquiry process and the findings (Lincoln & Guba, 1985). Descriptions of the interview and observational protocol, the interview (context, format, content), the data analysis procedures, the writing process and member checks, and debriefing sessions have been developed.

Confirmability is the degree to which the findings of the inquiry emerge out of the participants and the conditions and not the bias of the researcher (Lincoln & Guba, 1985). The study provides a detailed discussion of the researcher's role and previous experience with the district and develops detailed descriptions of all phases of the inquiry.

Two other processes enhanced the trustworthiness of the data. First, prolonged engagement was achieved as the researcher spent six months of intensive effort studying the school district and its restructuring process. Second, through triangulation of the data, which is the process of collecting data from various sources using various collection methods, potential problems of construct validity will be addressed as multiple sources of evidence essentially provide measures of the same phenomena. However, even with these steps and processes, several limitations of the study exist.

### Limitations

In qualitative studies, the search is not for abstract universal truths arrived at by statistical generalizations from a sample to a population. The search is for concrete universals arrived at by studying a specific case in detail. There is no way to see whether or not this case is typical of other cases, for there is a lack of information about the degree of external validity. The goal is to provide enough detail so that two events can occur: (1) the researcher can generalize back to previous research; and (2) potential users of this study's findings can make decisions to use or not to use specific findings based on the similarity of contexts, cultures, and situations.

A second limitation relates to the schedule constraints placed on a singular researcher attempting to carry out this type of research design. Given the multitude of activities associated with system-wide restructuring, it was not possible for the researcher to be in all places at one time. As a result, meetings were missed as were classroom observation opportunities. While the researcher did spend over 120 hours in the field, the addition of other researchers or the use of action researchers (school personnel who serve on the research team) could have strengthened the trustworthiness of this study. Finally, additional researchers can improve interpretation as not only one person is collecting, analyzing, and interpreting the data.

## CHAPTER IV

### FINDINGS

#### Overview

This chapter describes categories and topics that emerged related to the vision and purposes of the district's restructuring, the district's values, the interim changes that have occurred, and the processes and factors related to identified changes. The content or "what" of change is represented in this study by six categories: (1) vision/values; (2) roles/relationships; (3) decision making; (4) resources; (5) policies; and (6) core technology. Change processes or the "how" of change are described as reading, research, visiting other schools, providing time to practice and share, and instituting quality principles such as creating constancy of purpose, adopting a new philosophy, driving out fear, breaking down barriers, adopting leadership, and instituting training.

Before findings within each category are presented, participants are described followed by an historical overview of the district's restructuring. At the conclusion of several sections, the district is placed on a continuum of change developed by Anderson (1993) and this author. The continuum resembles a matrix with the content

or "what" of restructuring on the vertical axis and the stages of change on the horizontal axis. Anderson's continuum contains six areas of change but does not include all the categories discovered in this study. To address these gaps, the work of Newmann (1993) and Murphy (1991) was used to create the missing areas. At the conclusion of this chapter, all continua are presented together so the reader can gain a more holistic view of where the district falls in each category.

### Demographic Information

A total of fifty-five (55) persons participated in this study through interviews: five (5) central office staff, eight (8) building level administrators (including all principals), thirty-one (31) teachers, five (5) support staff, and seven (7) parents. Demographic information was collected during interviews. The average number of years school personnel have been with the district was calculated by group. Central office staff interviewed for this study have been with the district, on average, for 11.8 years. The range was one to 27 years. Building level administrators' average tenure with the district is 19.8, with a range of 1 to 27. Teacher participants have been with the district for an average of 19.7 years, with the range being 2 to 33. Support staff, on the average, have been with the district for seven years, with a range of 1 to 13.

### Contextual Description

This section contains a description of the district in terms of its student body, faculty, and community. A historical overview of its restructuring is also presented.

### Description of District

The school district is located in a white collar, upper-middle class, predominantly white, suburban area in the midwestern United States. During the 1993-94 school year, approximately 3300 students were enrolled in kindergarten through twelfth grades. The district operates four K-5 elementary schools, one sixth grade building, one junior high (grades 7-8), and one high school (grades 9-12). The faculty numbers 168, supported by 96 other staff members. Six central office administrators including two assistant superintendents, a director of operations, a finance officer, a food services director, and a transportation director work with the superintendent who has served in that capacity for 14 years. The seven member school board was characterized by participants as historically stable because little turn-over in membership occurred prior to the 1993-94 school year when two new members were elected. Two additional new members were elected in the spring of 1994.

Finally, the district enjoyed success in terms of student achievement as over 80 percent of its students pursue higher education. Why then did the district embark upon its restructuring journey? The next section provides some answers to that question.

### Historical Overview of Restructuring

The school district initiated its restructuring effort during the fall of 1990 when

it began working with faculty members from a nearby university. The core team, as it became known, consisted of the superintendent, two assistant superintendents, and two university faculty members. This group met during the 1990-91 school year to discuss the vision of the district's restructuring and possible avenues for achieving results. The group's work culminated in the design and award of a Section 98 grant which focused upon restructuring through learner-centered classrooms.

In January 1991, the district hosted a visioning retreat with approximately 90 school district personnel, parents, community leaders and members, and business leaders and members. A prominent futurist facilitated the meeting which was described by many study participants as the "beginning of restructuring."

After the retreat, the core team met with an organizational design/systemic change expert who introduced the notion of "inverting the triangle." This concept represented changing the traditional organization, which is depicted in Figure 3 as the traditional triangle, with the system's picture illustrated in Figure 4. The traditional triangle represents the type of system from which the district is trying to move away. Figure 3 illustrates the traditional triangle the superintendent used in presentations to groups during the 1992-93 school year. Figure 4 illustrates the system toward which the district is moving. The idea of the inverted triangle has been a guiding metaphor in the district's change process.

The organizational design expert also talked about the new roles and responsibilities restructuring inherently brings with it. As a part of this discussion, the facilitator discussed the idea of an "oversight" group which would provide



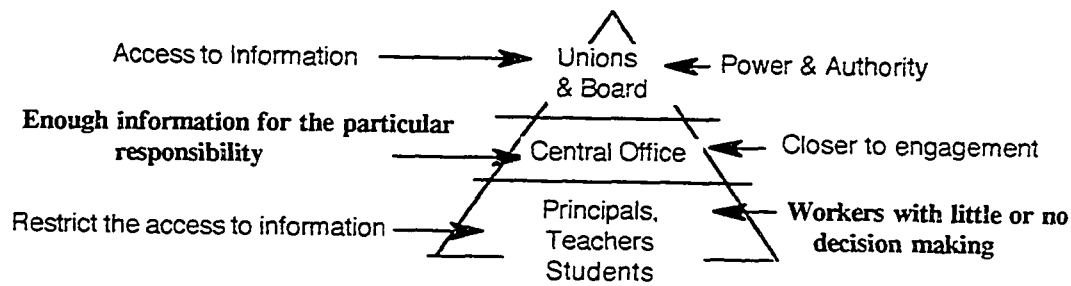


Figure 3. The Traditional System.

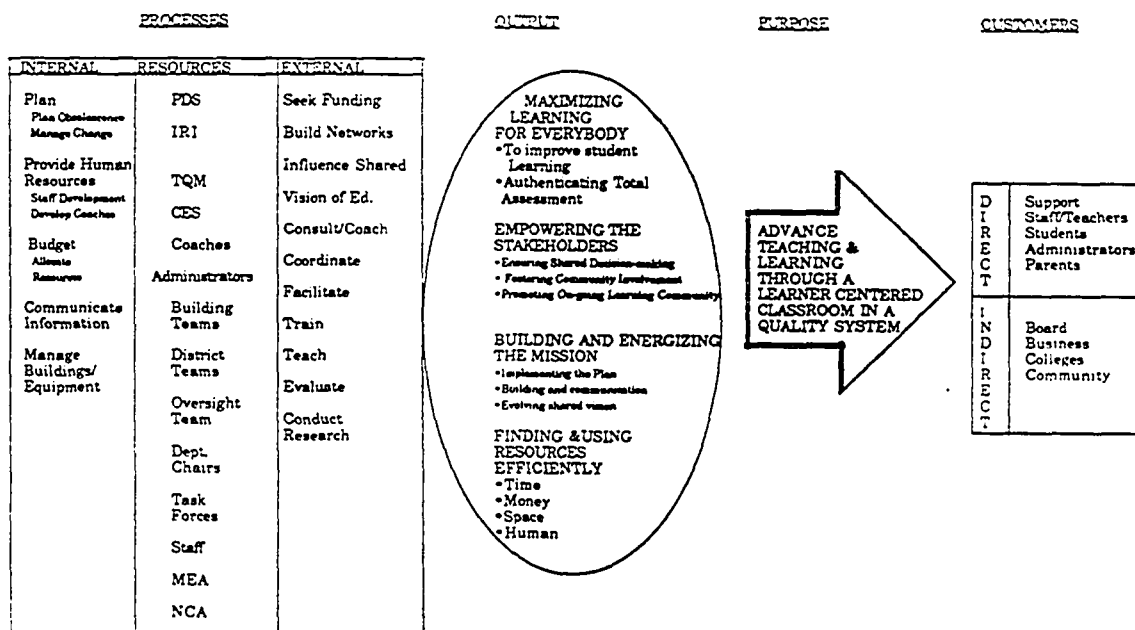


Figure 4. The District's Systems Picture.

boundary spanning functions during restructuring. That is, the group would monitor the big picture and oversee the restructuring process. The district acted upon this suggestion and formed the Oversight Committee which assumed the roles and responsibilities the facilitator recommended. The role and activities of the Oversight Committee are discussed in the role and governance sections of this chapter.

Also after the visioning retreat, in February 1991, seven task forces were formed. They include: time use, curriculum development, communication, community involvement, learning, extended learning opportunities, and assessment. During the 1990-91 school year, teams of administrators and teachers visited schools and attended several national conferences on school restructuring.

Visits to schools continued during 1991-92. A team of high school administrators and teachers visited a school district within the state that had instituted a reallocated time plan for high school staff by providing them time to work and plan collaboratively every Wednesday morning. The week's schedule was rearranged so that student contact time was not reduced. The district's visitation team, after conducting two visits, began to work on a proposal to reallocate time at the secondary level. After submitting their proposal to the teachers' union and central office administrators, the high school team was told that time could not be reallocated for only a portion of the district because of the systemic nature of the district's restructuring efforts.

Subsequently, the district worked with representatives from the community and Time Use Task Force to develop a district-wide reallocated time plan. The 1992-93

school year marked the district's first year of operation under its reallocated time plan which was designed to provide faculty and staff time to work collaboratively and individually each Monday afternoon. The plan did not result in the reduction of student contact hours as the remaining school days were lengthened. The following sections review the role the reallocated time plan has played in the district's restructuring. Given that the time use task force had completed its task, it was dismantled. The remaining task forces gradually dissolved before and during the 1992-93 school year. As is described in the following sections, the disbandment of the curriculum task force impacted the district's efforts to change its different curricula.

During the 1991-92 school year, the district was selected by an outside group to design and implement a Professional Development School (PDS). The district asked interested schools to present a proposal to the Oversight Committee which then made a recommendation to the Board of Education, the approving body. An elementary building was selected and began operating as a PDS during the 1992-93 school year. The role the PDS plays in the restructuring process is discussed in the following sections.

The 1992-93 school year brought with it other changes as a number of programs were instituted. In addition to the PDS, the district began working with the Illinois Renewal Institute (IRI), the Pioneer Schools project, total quality, and the Coalition of Essential Schools. Faculty often refer to this mixture as "alphabet soup." Several of these initiatives impacted the restructuring process and are discussed

further in subsequent sections.

### The Vision and Purpose of the District's Restructuring

From the district's early work, its vision of a "learner-centered classroom in a quality system" evolved. The vision and the purposes it serves are discussed in this section.

#### Vision

Review of several documents yields a consistent written description of the district's vision of a "learner-centered classroom in a quality system." In a grant proposal written by the university core team members, the need for such a vision is presented. The proposal states that a national consensus is emerging about effective restructuring. The consensus is that if restructuring is to be effective, efforts must be made to focus on the learner in the learner-centered classroom and school. An excerpt from the grant proposal describes further the concept of learner-centeredness.

The learner-centered classroom is focused on two things; the content and process of meaningful learning and the learning relationship, and on teaching students how to think and use knowledge. Embedded within the context of the learner-centered classroom is the idea of teachers, students, parents, administrators, and business partners engaging in thoughtful inquiry regarding teaching and learning. We first must develop a community of learners within the schools. Then we evolve into a "learning community" within the system. Teachers become the manager of the learning setting and students are regarded as the "knowledge workers" in the learning relationship.

From the work of the core team and representatives from all stakeholder groups, the district developed the following graphic which depicts its vision.

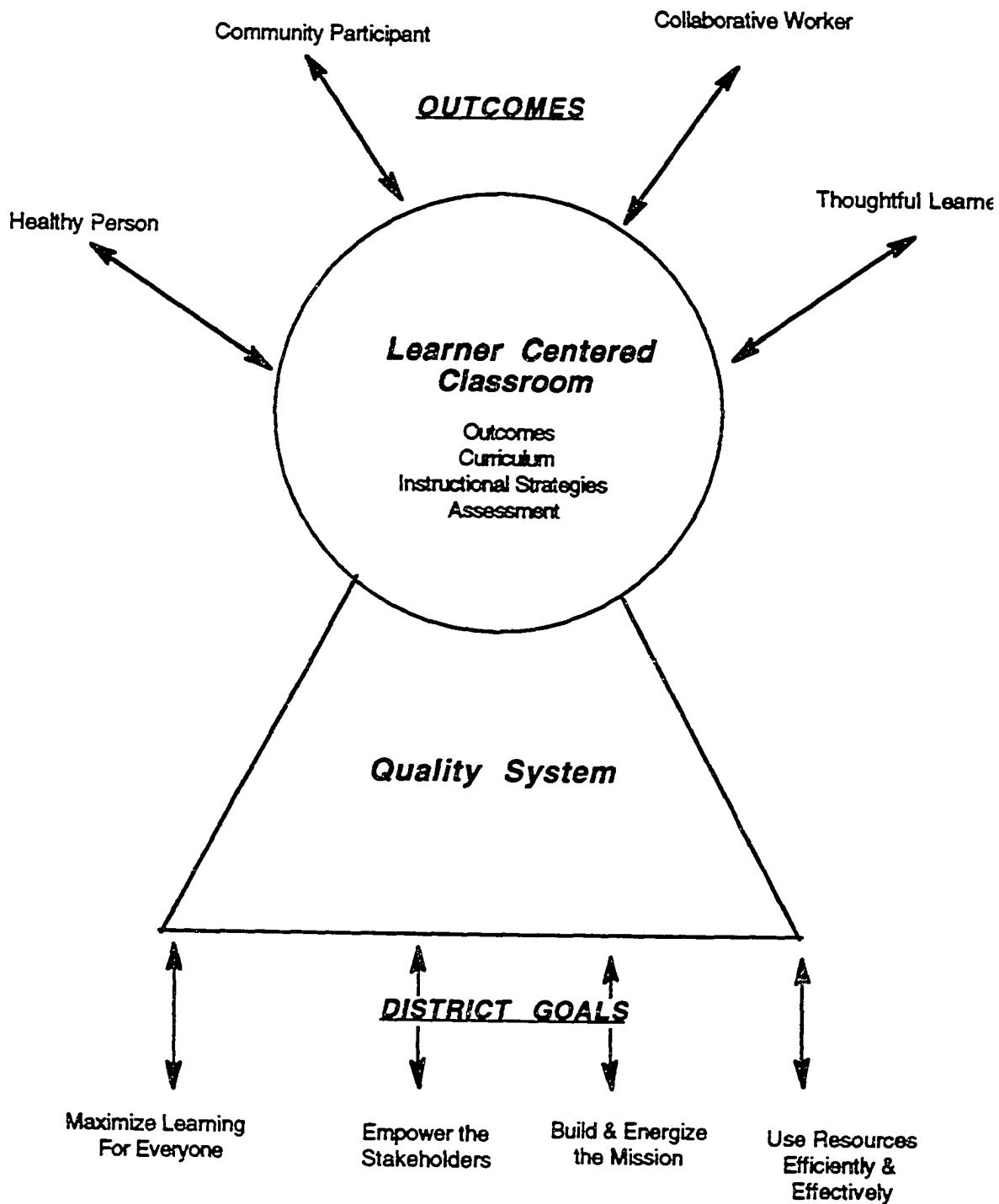


Figure 5. The District's Vision.

What exactly does the district mean by a learner-centered system in a quality system? During the 1993-94 school year, a faculty member from a near-by university who has been involved with the district since the inception of its restructuring and was a member of the core team, taught a course on learner-centered classrooms to district administrators. Analysis of course documents yields several themes related to what constitutes a learner-centered classroom.

One theme that runs through the documents is the idea that strategic teaching occurs in a learner-centered classroom. A learning strategy was described as: (a) a plan that is used to accomplish a learning goal; (b) a behavior or thought that facilitates learning; and (c) an individual's approach to a task. A strategy consists of critical guidelines and rules related to selecting the best procedure. Learner centered classrooms are described by administrators who took the course as classrooms where students are taught learning strategies, where learning is maximized for all children, and where barriers are broken down by integrating subject matter.

A learner-centered classroom remains flexible in its attempts to meet all learners' needs. Flexible classrooms are characterized by teachers who (a) gain personal understanding of students' learning styles, (b) team with others, (c) build on students' strengths, (d) ask students to think about their own thinking, (e) offer choices, and (f) examine the curriculum and offers programs that address students' different learning styles. In addition to reviewing documents related to the district's vision, several participants were asked to describe a learner-centered classroom. A central office administrator offered the following which is representative of the

responses given:

Well, we struggled with the definition of that quite a bit and one of our goals by the end of the school year is to have indicators of a learner-centered classroom. Some of the things we agreed upon are that learner-centered classrooms are classrooms where the student is the focal point. The teacher is the facilitator to learning. There is a rich environment of learning material. Cooperative learning groups are valued, they are able to have time to reflect on their learning, they are given opportunity to be reflective about their learning. Research materials should be relevant and learning should be integrated rather than fragmented. The subject areas shouldn't be chunked up, strong themes should prevail throughout the instructional program. The multiple intelligences are utilized and intrinsic motivators are recognized.

Because the district's vision not only includes the idea of a learner-centered classroom, but also the notion of a quality system, data related to what exactly the district means by "quality system" were collected and analyzed. Deming's work, most notably his 14 points, guides the district in their development of a quality system which supports learner-centered classrooms. As the superintendent states in a paper he wrote for the learner-centered classroom course, the district's quality initiatives include:

1. Creating a constancy of purpose through the learner-centered classroom nestled within a quality system.
2. Adopting a new philosophy where the purpose becomes one of educating everybody's children: the major thrust of the district's restructuring work is in the area of maximizing learning for all students, i.e., algebra for all, college English for all, gifted teaching strategies for all, and physical and chemical science for all.
3. Instituting leadership at all levels of the organization by replacing the top-down decision making with a systems design where knowledge is the basis for the

leadership. Leadership is different from management and typically moves among those that have developed the vision and the knowledge to assume the leadership. This leadership can be assumed by teachers, students, or parents.

4. Driving out fear by instituting the belief that our "most vocal critics are our best friends." The goal is simply to develop the ability to listen and understand the needs of the individual learner.

5. Empowering stakeholders: we provide a system where motivation comes from the inner self of the teachers, secretaries, custodians, cooks, bus drivers, administrators, etc, because of the responsibility that they have taken, the recognition that they have received, the achievement that they have realized, the accomplishment that they have reached and the plain old hard work that they found necessary.

6. Letting go or removing barriers to development and the creation of empowerment. One of the most difficult behaviors we must develop is the ability to trust. To trust that once a vision has been articulated for the organization and the majority of the members of the organization to have a commitment to that vision, they will actively work for the completion of that vision.

7. Instituting training through Monday afternoon reallocated time. This time is set aside for discovering, developing, and designing new teaching and learning strategies.

8. Improving constantly through the concept of "kaisan." The most difficult paradigm shift is one of moving from a management by objective form of operation where the board of education establishes the measurable objectives to the development



of a vision that permits the staff in building, levels, units, etc, to constantly improve without the limits of numerical quotas. Trust with a capital T is the basis for this shift. Trust that includes the belief that staff want to change and will change given the training, opportunity, and time necessary for that change.

In addition to the superintendent's interpretation of a quality system, several administrators who participated in the university course were asked during interviews, "If I came into your district, how would I know a quality system? What are some of those characteristics?" The following response characterizes what most administrators said:

...a quality system is one where everyone within the system shares the vision...where there's opportunity to communicate with other sectors...it's an open system in the sense that you don't have building silos and grade level silos, and department level silos...but everybody sees the interdependency within the system...and it's not just the certified staff but in the true quality system, it will include the support staff and the customer. In a quality school system, there is agreement that the customer is the student and that there are some secondary customers, parents, the community, and so on. But that the learning that takes place is on behalf of students and therefore they are the customer.

Looking beyond written documentation, this study sought to describe what stakeholders understand the vision of the district to be. When interviewees were asked to describe the district's vision, responses such as the following were given:

Overall my vision of [the district's] vision is centered around learners, from pre-school to elderly programs. Probably a big concern has been how to teach them using the best practice and one of the best practices that we can determine has been the learner-centered classroom.

What we have said is that we would like our students to be thoughtful learners, to be cooperative workers, to be community participants, and habitually healthy individuals and of course each of those are broad

characteristics but each of these are heading for other ideas and talks that we have.

We want to develop collaborative workers. We want to develop children who think and reason effectively. We want to work toward a learner-centered classroom where the learner is in charge rather than the teacher. It's very different from how I taught in my classroom just five years ago.

Related to the district's vision is the purpose of the district's restructuring.

The next section includes a description of the purposes of restructuring, as reported in documents, by participants, and recorded by observational notes. An analysis of responses related to both the district's vision and purpose of restructuring also is presented in the next section.

#### Purpose of Restructuring

Before change can occur, stakeholders, particularly teachers, must not only share the organization's vision but they must also have a clear understanding of the purpose of restructuring. Such an understanding can help them function during the change process and also facilitate change.

As a means of gauging participants' understanding of the district's restructuring, each participant was asked, "what do you understand the purpose of the district's restructuring to be?" Analysis of interview transcripts indicates that several categories of responses emerged. Each category is presented in order of frequency cited along with illustrative quotes.

Respondents mentioned the following purposes to the district's restructuring: to become learner-centered (17), to provide a quality education (9), to improve

teaching/teachers (8), to use research based teaching (6), to prepare students for the 21st century (5), to keep current (3), to produce life long learners (2), to produce thoughtful learners, collaborative workers, community contributors and holistically healthy persons, to improve parental/community involvement (2), to provide an holistic approach to education (1), to look good (1), and to assess what we're doing (1). The following excerpts illustrate the more frequently mentioned purposes:

To become a learner-centered classroom, to become a learner-centered district.

I understand the purpose to be to begin to implement, in all classrooms, a learner-centered focus. I think the second purpose and I'm using the terms, it's nested in a quality system. There are principles in quality that say how the organization should run. The purpose is to implement those. I think it would be to restructure, to reformulate the way the old system operates in line with the quality principles which are really philosophical in nature. People have to change their world view, which is very difficult. [The superintendent] uses those terms all the time...driving out fear, our enemies are our best friends. I think, on paper, it's focused on the learner-centered classroom concept and I think the administrator's class has had an impact because I hear administrators talking about those terms.

I think the major purpose is to prepare our students for the 21st century. The restructuring [here] should re-design the whole system, bottom up--top down.

I guess two fold: (1) to get the best information that's available on teaching and learning and (2) to utilize that information in the second phase to produce the best students who will go out in the 21st century and be successful.

We have four goals district-wide which we're supposed to be focusing on: that students will be thoughtful learners, holistically healthy, community collaborators.

The purpose of the district's restructuring is to create a school system that makes us all learners--not just the children--but the staff, the parents, and the community. And that goes with life-long learners or energizing the mission--the mission is to educate.

One of the strategic goals within the district's vision is "maximizing learning

for everybody." A support staff person talked about that purpose, relating it to providing educational opportunities to all students, not only those students who plan to go on to higher education:

I'm a little confused as to the purpose. I don't know if we're changing our thinking that everybody goes to college. I know that we've done surveys and we know that not everybody goes on to college but I don't know if we're really addressing the issue of having students prepared when they graduate and go out to get a job. I feel that maybe that is a down fall of the district. When we first came here, I felt that if you weren't going on to college and you graduated, you really weren't prepared to do anything. I still feel that we haven't addressed that issue. There's been some movement. We've had task forces that have studied it but I haven't seen any measures that have been taken to correct this.

Observational notes confirm the district's, particularly the superintendent's, efforts to confront the issue of maximizing learning for everybody through conversations about what the district offers non-college preparatory students. The superintendent often used an overhead to illustrate one of the purposes of restructuring which he stated was to move the "no-prep" students and students who drop-out of school into either technical prep or college prep courses.

While the superintendent and one participant articulated their understanding of "maximizing learning for all children," the vast majority of interviewees did not mention this as a purpose. However, other measures of this purpose exist. For example, the elementary school's talented and gifted (TAG) program was offered to all elementary students for the first time during 1993-94. Secondly, the high school eliminated the tracking of students in subjects such as English and Science. Thirdly, learning disabled and emotionally impaired students are now included in regular

education classes at both the elementary and secondary levels. Fourthly, the district offers an extended school year program for elementary students.

In some cases, an organization's stated or espoused values are not congruent with its values in action, meaning that what an organizations says it values is not what its actions indicate. The district may present the opposite situation because it has taken action to demonstrate its desire to maximize learning for all children but stakeholders have not begun to verbalize this purpose. The issue of maximizing learning for all students is discussed in the values section of this chapter.

Interview transcripts were analyzed with respect to each interviewee's position. Results indicate that one pattern seems to exist between position held and the participant's understanding of the purpose behind the district's restructuring. Central office administrators more consistently mentioned the districts four strategic outcomes and the learner-centered classroom in a quality system than did other groups. Principals did not mention one purpose more frequently than teachers, support staff, or parents and vice versa. This finding suggests that central office administrators, most of whom were involved in the initial development of the vision, specifically refer to the written purpose more frequently than do other stakeholders.

While this finding may provide insight into how personal visions are developed, it is not intended to say that participants do not share a common vision. On the contrary, analysis of responses indicates that, in general, participants seem to understand the purpose of the district's restructuring given that most responses focused on the learner-centered classroom, providing a quality education, and

improving learning and teaching. As a facilitator who works with the District as a part of the Pioneer Schools project stated, "the purpose of the district's restructuring is quite clearly understood" by district stakeholders.

This however, was not the case during the first several years of restructuring when the district seemed to lack a clear vision even though it had developed the learner-centered classroom in a quality system focus. "Just what are learner-centered classrooms and quality systems?", were common questions during the first years of restructuring.

Several participants offered information related to problems the district experienced while developing a shared vision or purpose. A central office administrator commented, "for a while we were getting blasted with so much information we didn't know what to do. It's a case where we're getting some direction now. We're trying to focus." A teacher commented, "I didn't see a focus in the beginning of restructuring. Just a small amount of people knew what was going on."

Other participants reflected on the district's initial lack of a clear vision and purpose:

We have four goals district-wide which we're supposed to be focusing on: that students will be thoughtful learners, holistically healthy, collaborative workers, and community participant. Frankly that was one of the problems--that I couldn't tick those off. However, this was not communicated intensely and I asked [a central office administrator] where the main thought lay. It was an example of a big problem--lack of focus. Too much was going on.

How did the district overcome the perceived lack of focus and foster the

development of a shared vision? During the interview stage of the study, participants were asked that question. Their responses centered around (a) providing time for staff to talk about the vision in formal and informal settings, (b) asking staff to make suggestions for revising the graphic in Figure 5, (c) providing time for stakeholders to read and research on their own, (d) providing staff time to visit other restructuring schools, (e) providing buildings with the opportunity to personalize the vision through the use of building improvement plans, and (f) asking stakeholders on what they wanted to focus and to assess restructuring efforts. A central office administrator offered the following:

We take the opportunity to teach folks about the vision. We present that graphic and ask them how they feel about it. The only changes people have made is just changing it so that it looks like a system picture. That tells us that we're on track with our vision. It makes sense to everyone. We fight against having a strategic plan. They want a plan and goals and timelines. We manage our system through Oversight...of course this is the democratic ideal. We do have the four strategic goals.

Observational notes confirm the use of several strategies reported by central office staff. The district's planning team, which consists of teachers, support staff, parents, community members, board members, central office staff, and principals, work to refine and communicate the vision to all stakeholders. This group was trained during the summer of 1994 in group facilitation skills and it uses those skills to plan district-wide meetings that occur several times a year on Monday afternoons, during reallocated time.

Another group of stakeholders, the quality coaches, also is used to refine the vision and purpose of the district's restructuring. This group uses systems pictures to

depict the overall system and the roles of groups like building councils and the Oversight Committee. Through the work of the 24 member group, the vision has been communicated to a wide range of stakeholders.

As was described in the historical overview section of this chapter, school visits play a critical role in stakeholders developing an understanding of what restructuring is all about and what vision the district could and should develop. These visits started several years ago and are still used as a means of communicating the vision and purpose of restructuring.

Another vision building strategy cited by central office administrators is the development of building plans, as required by a state regulation. Each year, schools develop an improvement plan that includes goal(s). Figure 6 represents the district's journey toward quality and illustrates how the building plans play an integral part in the district's achieving its vision. The plans allow buildings to personalize the district's vision and experiment with different instructional and assessment strategies and techniques, which if found successful, can be disseminated district-wide.

While central office administrators remain clear about the role of building plans in developing a shared vision, several principals voiced concern about the lack of a clear vision to drive the development of the plans. Elementary principals questioned how they could develop building plans that helped students demonstrate the broad outcomes when the outcomes have not been fully delineated. The time involved in developing student outcomes also has arisen as a factor related to systemic change at the building level. As two principals stated:



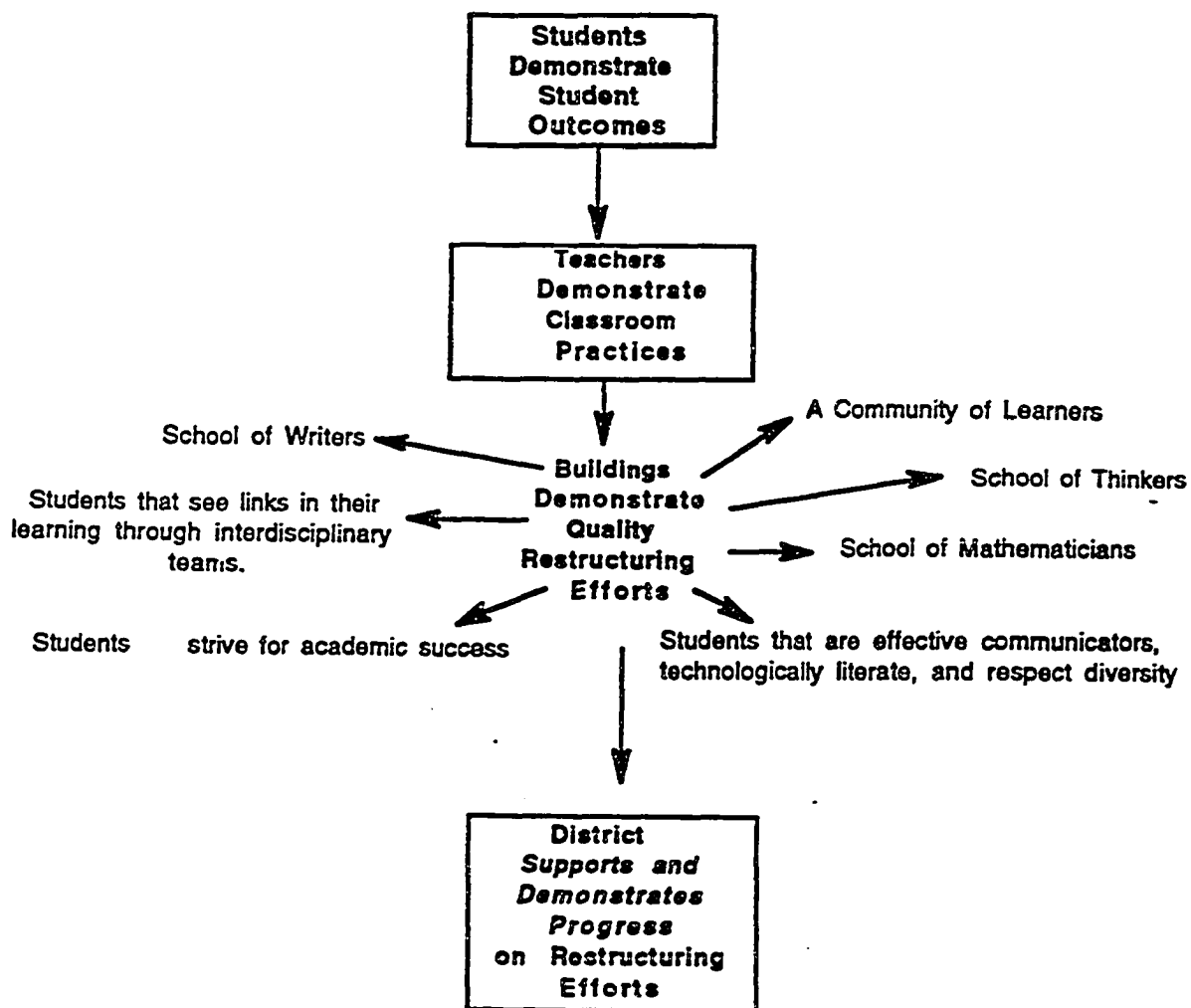


Figure 6. The Role Building Plans Play in Developing a Shared Vision.

How can [we] determine what [we] want to do unless we know what kind of product they want us to send on up to the 12th grade. We don't have a [student] profile. We don't have our district K-12 outcomes delineated. Now we have in Math and Science and they're starting to work on some of the other areas. That process is terribly slow.

I still have the uneasy feeling that we are not coordinated, but we have a vision. We have not pinned down what we want our graduate to look like. We try not to act as random actors. We don't know what the goals are yet, not completely anyway. Maybe we're being careful but that process seems to be taking a long time.

However, central office staff envision the building plans as a means for impacting the classroom. As one explained, "remember those building work plans...they are *the* thing because they affect the classroom [emphasis added]." When asked, "is it fair to say that the building plans are pilot programs in whatever they chose to specialize in," the central office staff person responded:

Yes. And as [school name] finds success with process writing, it will go system wide. We know research says that change happens at the building level not at the district level. So we need to provide the support to let the buildings do it. The long term effects of all these building work plans will be to spread them throughout the system. But if [schools] don't own their plans, it doesn't work.

While creating a shared vision through the use of building plans may appear to be misunderstood by several principals at the time interviews were conducted, it should be noted that review of building plans for the 1994-95 school year indicates that each building has incorporated the four strategic goals and four broad student outcomes into their improvement plans. This development illustrates one factor related to the district's restructuring efforts—patience. Central office administrators exhibited patience when dealing with all stakeholders, taking care not to rush people

into actions they were not prepared to take. This relates to one of Deming's points that the district uses to create its quality system—letting go and removing barriers. What Deming means by this is that organizations must trust that once a vision has been articulated, stakeholders will have a commitment to that vision. Central office administrators seem to be willing to take the time necessary to continually refine and redefine the vision so that system stakeholders build commitment to the vision, or "buy-in" into the district's restructuring efforts. While some persons become frustrated because the system waits for the majority, this approach appears to allow a variety of persons to develop a personal vision and understanding of restructuring.

Obtaining feedback from stakeholders regarding the change process also enables the district to develop a shared vision and common purposes. During the end of the 1992-93 school year, staff participated in a district-wide assessment of restructuring and parents were surveyed by telephone regarding restructuring and the district in general. Teachers were surveyed toward the end of the 1993-94 school year as well. Comparing results from the two staff surveys indicates that more staff report understanding the purposes of restructuring in 1994 than in 1993. Specifically, in 1993, 61 percent of teachers reported that they strongly agreed or agreed with the statement, "I understand the school restructuring process" while in 1994, 81 percent responded strongly agree or agree to the same statement. In 1993, 81 percent of teachers reported that they strongly agreed or agreed with the statement, "I am aware of the district's four strategic goals." The corresponding percent was 84 in 1994.

In addition to asking for direct input, the district communicates its vision with

parents and community members through its actions. When asked how the district communicated the vision to parents in general, one parent commented:

Their determination to keep the Monday afternoons open and to defend the fact that they do have Monday afternoon. So many parents say, "Oh teachers have a half day off." I think the community is realizing that it isn't just a half day off. They see the results that are going on...like the extended school year. The newsletters that parents get from the majority of buildings help, too. We have our [district] newspaper. The last issue was great because it listed what each building has been doing with Monday. The public really needs to be made aware about what's going on.

Inherent in any discussion of vision is a discussion about values because values underpin an organization's vision. The vision articulates the organization's values. What then does the district value? The next section provides insight into that aspect of systemic change.

### Values

What values drive the district as it restructures? Each interview participant was asked, "what does [the district] value?" Analysis of interview transcripts indicates that several categories of responses emerged. Each category is presented in order of frequency cited along with illustrative quotes. Participants could give more than one response, thus response total does not equal the number of respondents.

Participants mentioned: high academic achievement/80 percent of graduates go on to college (14), parental and community involvement (12), students (8), teachers (5), athletics (5), looking good (4), being on the cutting edge (3), input from all stakeholders (3), life long learning (3), learning (3), holistic education (2), openness

(2), communication (2), trust (1), diversity (1), finding creative ways to change (1), and stability (1).

The following quotes illustrate the more frequently cited responses:

Achievement is valued by the community, our 88% who go to college, our low drop-out rate, our good athletic teams. So achievement to me seems to be a very high one.

The district itself...they take pride in excellence. They honor students who achieve high. They take pride in excellence in athletics and honor those achievements.

I think [the district] values the idea that we learn all our lives, that we're life long learners.

Excellent education; community involvement, training everyone for the 21st century, preparing everyone to take care of themselves.

They value all the prime players...like the community, the parents, the teachers, students in some ways. I'd almost say that we're not getting enough information from students per se. But they value listening. They value input and they're considerate to the different people that are involved in the process.

I believe that openness, that staff is more involved in the whole educational process. I think that's one of the driving forces and that everything evolves from it.

As was highlighted in the purpose section, the strategic goal of maximizing learning for all children does not seem to be a stated value. One interviewee discussed parents' values and the idea that parents are beginning to see the potential conflict between equity and excellence.

I would say that our core values are still in the process; that we haven't changed completely and I'm talking district-wide from the community level up to the administrative level. What I see happening is some of the parent core values have changed, but some are really rock-hard in that they want to have competition. They want to have the elitism. In Key Communicators we have parents who are very concerned about watering down the curriculum. They

have difficulty that if we bring up the bottom then they think that their kids will become part of the average instead of being part of the elite and challenged and being able to say "my kids are great because look at all these other kids are getting Bs, Cs, and Ds and not everyone gets As and Bs." That's a core value that we still have to work on—that we're going for excellence and equity—not just excellence or equity.

Measures of the district's efforts to maximize learning for all children are presented in the preceding section. Those measures include inclusion of special education students in regular education classrooms, offering the elementary level talented and gifted program to all students, and eliminating tracking at the secondary level within the English Department.

Values such as maximizing learning for all children evolve over time. During several of the interviews, participants discussed that from their perspectives, little time was spent discussing the district's values in the past. In contrast, discussions that focus on values are beginning to be encouraged. Prior to the 1993-94 school year a teacher stated that staff did not feel comfortable saying, "I believe in this." Now however, a climate seems to be developing where staff can talk about their beliefs. In confirmation of the historical lack of values clarification, another participant offered the following when asked, "Have there been many discussions, at the building level or district-wide, about what [the district] values?"

The only thing I can think of is that I was part of the group that did the framework to write our curriculum. What we did was to pull together the different buildings' beliefs. We did "what do you believe?" exercises. We cross-checked and there were some commonalities, not necessarily [that were congruent with ] the new research, but they reflected the mission. We tried to form beliefs based on the research information we had.

Similar to the purpose section, participants discussed values that are congruent

with the beliefs that underlie the written vision. These beliefs are manifested in the form of the district's four strategic goals represented in Figure 5. The one value that participants did not consistently describe relates to maximizing learning for all children. However, changes that have occurred that reflect this value are described in the purpose section of this chapter which, again, provides evidence that the district does value learning for all but as yet does not articulate this value.

The following analysis further describes the district's restructuring efforts as it places the district on the continuum developed by Anderson (1993). The continuum developed by Anderson (1993) deals only with vision but because the vision articulates an organization's values, both values and vision are included in the following continuum. Based upon the data collected for this study, the district is placed in stage five as defined in Table 1. Stage five was selected because:

(a) the district's vision does include four broad student outcomes, a desired system structure, and its underlying beliefs; (b) consensus is emerging related to the district's vision and values; (c) components of the old system are being shed; (d) linkages are understood as evidenced by the systemic approach to change; and (e) multiple stakeholders participated in the initial and continual development of the vision.

Restructuring literature suggests that an educational system's vision, purpose, and values provide the foundation for change to occur. The next sections describe the interim changes that have occurred and the processes and factors related to identified changes.

Table 5  
Continuum of Systemic Change: Vision and Values

Stage 1 Maintenance of the Old System	Stage 2 Awareness	Stage 3 Exploration	Stage 4 Transition	Stage 5 Emergence of New System	Stage 6 Predominance of a New System
Learning is based on seat time	Stakeholders realize need to change	Stakeholders promote new ideas for parts of system	Consensus emerges	Vision of student outcomes, system structure, underlying beliefs	Believe that all students can learn at higher levels
Lecture predominates teaching	Strategic plans call for fundamental change	New examples debated	Old components shed		Learning is achieving and applying knowledge
Mandates and inputs		More and different types of stakeholders drawn together	Need for linkages understood	Continual refinement of vision, expanded involvement	
Educational system separate from social service systems					Education systems connected to social systems



## Interim Changes and Related Processes

This section describes interim changes that have occurred and the processes that were used in relationship to each identified change. Interim changes are categorized as roles, relationships, decision making, policies, resources, and core technology (instruction, curriculum, and assessment). After each category is described, the processes used to achieve identified changes are presented. Because core technology changes (instruction, curriculum, and assessment) lie at the heart of restructuring and have been referred to as the central variables of restructuring, core technology interim changes are discussed last. The interim changes that support core technology changes are presented first.

### Roles

Restructuring literature and research describes new roles for students, teachers, principals, central office administrators, and parents. Data were analyzed to determine what changes occurred in each of these areas.

#### Student Roles

Restructuring experts prescribe several roles for students, one of which is that of thoughtful learner. Findings presented in the vision section of this chapter confirm the district's attempts to restructure their system so that students develop as thoughtful learners, collaborative workers, community participants, and holistically healthy

persons. On paper, the district refers to the four as "outcomes." This study views the four areas as not only outcomes but also as roles the district would like students to adopt throughout their lives. The district provides the following definitions of the four student roles:

1. **Thoughtful learners** are self directed, persistent, and continuous in their pursuit of knowledge. They exhibit flexibility in thought and can apply the thinking strategies and communication skills necessary to solve problems or make decisions.

2. **Collaborative workers** use group skills to achieve a common goal. The products of these goals should reflect originality, high standards, and the use of appropriate technologies.

3. **Community participants** think and act with informed grace across ethnic, cultural, linguistic, economic, and gender lines. They are citizens who contribute responsibly to society through participation in the family, local, state, national, and global communities.

4. **Holistically healthy persons** possess positive values and self-esteem, appreciate aesthetics, and assume responsibility for themselves and the environment. They recognize their unique potential and set achievable goals to meet the challenges of the 21st century.

These roles have begun to drive the system as evidenced by the inclusion of these four in each school's 1994-95 improvement plan, required by state legislation. In addition, these student roles provide the foundation for the district's extended school year program, a project funded by a three year grant from the State

Department of Education. Data collected from an evaluation of the extended school year program suggest that students who participate in that program are beginning to assume these roles.

While some evidence does exist to confirm that students have begun to assume these roles, measuring the extent to which students have developed in each of the four student roles has proven difficult for district stakeholders. To address the problem, the district works with external total quality trainers and as a result have a cadre of twenty-four quality coaches who work to further define the attributes of each student role. The intention of the group is to then use quality tools to measure the degree to which students assume each role.

One of the ways in which the system can encourage students to assume their four roles relates to teachers developing as professionals. As teachers assume new roles, they stimulate students as thoughtful learners.

### Teacher Roles

Several teacher roles emerge from the data that reflect what research on educational systemic change reports as new roles for teachers. Specifically, teachers have become peer trainers who respond to the professional development needs of other staff members, team leaders who manage interdisciplinary teams, coaches who observe and provide feedback to fellow teachers, and developers who have responsibility to design and implement curriculum.

Because the district sees training as a key tool in the change process, many

teachers attend conferences, workshops, and in-services on topics such as integrated thematic instruction, multiple intelligences, process writing, Japanese math, cooperative learning, among others. Teachers are able to assume the peer trainer role after they attend conferences, return to their buildings, and are asked by their peers to train those who did not attend the conference. The training teachers provide to their peers does not necessarily resemble the type of training teachers received in conferences, i.e., lecture. Rather, teachers train their colleagues by involving all staff in the development of school-wide integrated thematic units, for example. The twenty-four quality coaches provide another example of the peer trainer role as this group consists of representatives from each school. Participants are responsible for training other staff in their respective schools in the use of quality tools and the quality philosophy.

The junior high in particular affords staff the opportunity to act as team leaders because the junior high implemented an interdisciplinary team approach during the 1993-94 school year. Five teams, each consisting of four core teachers, serve approximately 80 students. The core teachers plan cooperatively and provide a more holistic approach to learning for the students. The creation of teams allows teachers to assume leadership roles within their teams throughout the school year. The junior high's teaming is discussed in more detail in the core technology section of this chapter.

In addition to junior high teams, the district's many task forces and committees are often led by teachers. Examples of such groups include the district's planning

team, the Pioneer School's team, individual school improvement teams, quality coaches, department chairs, grade group chairs, the Oversight Committee, and the technology committee. While some of these groups have appointed teacher leaders, most share leadership responsibilities, thus allowing more teachers to gain experience in the leadership process.

Observational notes confirm the use of committees and task forces as a way of providing leadership experience for teachers. Further analysis of observational data suggests that many of the same teachers are involved in these groups. During discussions related to this situation, central office administrators frequently remind themselves and others that teachers must voluntarily participate in these committees and in restructuring activities in general. In fact, the district's philosophy of change rests on the idea that participation in the change process is and must remain voluntary.

An elementary principal shared the story of her building that reflects how teachers combine the trainer and leader roles. According to the principal, almost all teachers had participated in some type of training except for two who were reluctant to try new teaching strategies. Given the district's philosophy of not mandating participation in the change process, the principal knew she could not force the teachers to participate in training or try new techniques. Without any involvement on the part of the principal, a group of teachers asked the two non-participants to help the entire building develop a building-wide theme and appropriate cross-grade and cooperative learning group activities. The two teachers agreed and now actively

participate in restructuring activities.

The 1993-94 school year also brought with it another change, that of allowing teachers the option of peer evaluation in place of the traditional principal check-list evaluation. Peer evaluation provides an opportunity for teachers to serve as peer coaches to colleagues. Several teachers who participated in the alternative evaluation process discussed their experiences at an Oversight Committee meeting in the spring of 1994. Those teachers reported they learned from not only having a peer evaluate them but also from serving as a peer coach.

Central office administrators and many principals provide teachers with opportunities to reinvent a curriculum that reflects the district's vision of a learner-centered classroom in a quality system. The central office staff person directly responsible for curriculum frequently talks about the need to involve teachers in the curriculum development process. She also offers that she has learned that you cannot involve teachers until they are ready. Several teacher-led groups met during the 1993-94 year to redesign existing curriculum; K-3 language arts, 9-12 language arts, and 9-12 science. The Director of Restructuring provided whatever assistance these groups needed, illustrating her self-defined role of "support staff."

Finally, a key issue related to teachers' roles is that of empowerment. Fullan (1993) contends that teachers play a crucial role in educational systemic change and empowerment is often cited as a variable related to teachers' ability to play a critical role in restructuring. As described in this section, teachers' roles have been expanded in ways consistent with teacher empowerment. In addition, data suggest that the

district has attempted to empower teachers to become change agents.

However, as the superintendent often says, "you cannot empower people, they must empower themselves." Empowering oneself means that you take advantage of opportunities presented by the system. A teacher who discussed empowerment during a district planning team meeting also participated in this study and was asked several questions about teacher empowerment. The teacher explained that individuals must assess their needs and then tell others what the system can do to support them on an individual and school level. The system then must act to provide the resources and climate necessary for teachers to act as change agents. She explained that staff meetings at her building provide teachers the time to discuss and assess their needs, both on the individual and building level. She stated:

Just having staff members sit and talk to each other about what's going on is so powerful. That's a new thing in education. Staff meetings have traditionally been, go to find out, from the principal, what's going on in our building. Now, most staff meetings that I've heard of, there's a lot of reporting out from staff members and what they've been doing.

Many other teachers confirmed that the district's structure allows for individuals to have their voice heard, as the following quote illustrates:

This is one of the pluses of [the district], there are so many openings, if you want your voice to be heard, as a professional, as a teacher, as an educator, there is really no reason, now, that someone won't listen to you. Someone will listen to you if you make yourself known. I think it's easier to get into a pattern of complaining and not doing anything. Doing things the same way is always easier than coming up with a change of plans.

However, sometimes a tension exists between "being empowered" and taking advantage of opportunities to empower oneself. This conflict was touched upon by a

central office administrator who stated:

For some reason, teachers feel someone has to tell them it's OK not to do this page or it's OK not to do this unit. I try to tell them that this is the time of restructuring and that this is the time to try new things as long as it's not controversial and as long as it's not outside the barriers of the existing curriculum. That to try and to test, to read, to read.

Shared decision making illustrates the tension between being empowered and taking advantage of empowerment opportunities. Principals and teachers alike commented on the difficulty teachers have with shared decision making (a topic that will be discussed in more detail later in this chapter). Teachers claim to want to participate in decision making and thus expand their role and exercise control over their destiny but they also balk at the opportunity because of the time and difficulty involved in making certain decisions. Thus, principals are left in a catch 22 situation at times, asking, "when do I include staff and when don't I?" Teacher comments include the following:

It's funny. You can't have it both ways. There are times when I wish principals would take a stronger position of leadership for curriculum and learning. I guess I still wish for some top-down shortcuts for the deliberations we're going through. I realize there's a dichotomy here. I want it fast...you can't have it all. And that's not to say principals aren't involved, they're involved in everything. But the better principals are letting teachers do the deliberations and it takes longer.

It's been real difficult because some staff still want to have [the principal] tell them what to do. Others want to be informed. We're still working through some of those barriers. But if it weren't for a principal such as...who is willing to give up her role and not needing to be the "boss" I don't think it would work. We don't seem to have the territorial rights problems here. They say, "come on in and let's talk about it" instead.

I think the key part of it is that individual teachers need to start speaking out about what they need. I don't mean to use silly terms, the middle



administrator role is sort of a go-between. [interviewer question: Is that the principal?] Yes, the individual building principalships. They're at different places as far as empowering their staff to have input into what's going on. I think that if the principals are the only people that are deciding what a building needs, then we've got a long way to go. I think in some cases that is what's happening.

Empowerment also means that teachers must feel they have control over their environment and power over their future. One teacher related her frustration of having little control over her future and the events and activities that occur in her building:

As much as people are feeling empowered, they are also feeling powerless because along with having all of this power so to speak, there's no time to get all the details taken care of. We feel very empowered because we have study groups and we have money coming in. We can make wonderful changes for kids but it's a question of making time to write the work plan, making sure it's edited, making sure that it's turned in correctly, doing the end of year evaluation. It takes a great amount of time and sometimes we're not given enough time and we don't take time.

As is the case with all aspects of systemic change, as one part of the system changes, other changes are needed to support the previous change. In this case, as teachers' roles change, other actors in the system are impacted. The following section describes how principal roles have changed during restructuring.

### Principal Roles

Successful restructuring calls for principals to assume several new roles, as described in chapter two. This section describes the roles the researcher observed and participants discussed.

First, each of the seven principals was asked how they viewed their role. In

total agreement, each stated, "as a facilitator." One principal's comments reflect the comments made by each of the seven, "I see my role as a facilitator and a team player. I'm learning from what teachers are doing and from their input." In addition to talking about their roles, several principals talked about their journey to the facilitator role. A principal described the odyssey in the following way:

When I first got the job of principal the concept was that he was the king of the building. Everyone works for him, answers to him, waits on him. The first day I came in I said, "I don't consider myself the boss. I am the facilitator." I think now that they're beginning to realize that the administrator is on the same level as any one else around here; be it custodian or the 2nd grade teacher. The principal should be a facilitator but not without input. He or she should be able to make emergency decisions. A principal has to do a stutter step and say now "is there someone else I should be consulting? Is there something else I should be doing?" That's a little hellish on the principal. "Did I cover all the bases? Did I include everyone I should?" And so you fumble once in a while. And the teachers see you fumble and they wonder if you're the kind of shared decision maker that you're supposed to be. I've caught myself on a number of occasions and just hope the people will give you a break and say "okay, I'm still new at this type of job. So I'm a facilitator, certainly not a dictator, not a king.

As principals described their odysseys, they talked about the relationship between principals' role development and teachers' role development. The idea seems to be that role development is a reciprocal process, that is, as teachers assume new roles, so too can principals and vice versa. Several buildings that represent the two extremes in terms of teachers' and principals' role development provide evidence that this relationship exists. Participants from a majority of the schools report that the teachers and principals have developed into the roles described in this study. In contrast, participants from several schools report that neither teachers nor principals have begun to develop into the roles described herein. Observational notes confirm

the reports made by participants regarding teacher and principal role development. In addition, this study did not find a school where one group (teachers or principals) assumed new roles to a much greater extent than did the other group.

Other factors may be related to principals' role development as well. An elementary principal, who talked about factors related to principals' role development, believes that the principals who have been hired into principalships within the last five years seem to adapt to the facilitator role more easily than those who have been principals for longer periods of time. Interviews with persons whose principals fall into both categories confirm this analysis. Contextual factors play a role in one case however as one principal was hired many years ago to "straighten out" a building. According to persons who work in this building, shedding the enforcer or controller role has been difficult for this principal.

The question then becomes, what does the system do to facilitate change while not forcing change upon staff persons in this building? The next two sections may provide some insight into how central office administrators view their role and what they can do in this situation.

#### Central Office Administrator Roles

Service provider is one restructured role often mentioned for central office staff. Mirroring what research suggests, district central office staff now exist to support schools and individual stakeholders as each pursues the overall vision and purpose of the system. Other roles also are being assumed by central office

administrators.

First, the visionary role of the district's superintendent is discussed. Many respondents referred to the superintendent as a "visionary" and the person most responsible for initiating the district's restructuring. Participants credit him with opening the system and valuing input from all stakeholders. In this regard, he serves as a role model for other educators, Board of Education members, parents, and community members. In addition to his visionary role, the superintendent embraces quality initiatives, giving care to drive out fear by modelling the belief that the district's best friends are its critics. Several participants, especially parents, note the superintendent's ability to seek out those community members who question what the district is doing. The superintendent commented about a strategy he uses when thinking of persons to ask to serve on district committees and task forces. He said, "you stack the committees with people who are critical of you, with people who ask a lot of questions." By assuming the role of listener, the superintendent drives out fear and empowers stakeholders.

Other central office administrators describe their roles as challenger and cheerleader as the following quote illustrates:

[I see myself] as a reader building a strong knowledge base, challenger, and cheerleader. I'm a facilitator and an organizer. You have staff members that look to you for guidance and support. The role I'm in now is that of facilitator. There are 500-600 people that may need my assistance. My role is to facilitate that assistance. So it's a very different role. I can't be an expert in anything. I have to have more questions than answers. [I see myself as] providing the gel and the mission. In Peter Blocks book he says, "say no when you gotta say no, give as much information as you can, don't change your position or vision based on exception, and clarify your views." When

I'm in a meeting of any kind, my role is to give as much information as I can and say no if they're off the track.

Observational notes confirm the central office role of facilitator and "support staff." During meetings central office staff do not impose their opinions or demands on committee members. Rather, central office staff provide information the group needs to make decisions such as budget constraints, personnel options, scheduling options, among others. This role of providing the boundaries in which a school or task force must operate was cited by several participants as critical to the success of restructuring. As the history of the district's restructuring stresses, schools and committees must be provided this type of information prior to any deliberations so that proposals have a chance of being adopted. During the 1991-92 school year, high school staff apparently were not given budgetary information or feedback regarding personnel constraints which would have impacted their proposal. As a result, the high school's plan for a block schedule was denied because it required additional resources the system was incapable of providing. Many participants interviewed for this study believe that high school staff have not recovered from this situation and participate in restructuring activities at a reduced rate because of this situation. Central office staff now seem more sensitive to providing support and resources to buildings as restructuring continues.

As was mentioned earlier, the system has been opened to many stakeholder groups. This openness impacts the role parents play in the district, as described in the following section.

### Parent Roles/Involvement

Restructuring calls for parents to become partners with educators, thus providing parents with more influence on the daily operation of schools. Many participants discussed the ambivalence educators have in regard to including parents in decisions that impact the operation of schools. As one participant stated:

We still have a lot of distrust. It is mainly among the teachers. The teachers were the ones who knew it all and controlled the classrooms. But now we're opening it up to the parents' involvement. It's hard to get teachers all to change. Some staff have opened up to the parents and invited them to the building. We've always had parent involvement but now I see more parents wanting to be involved in what's going on. But it's a case where sometimes they're not happy with the answers. And probably we haven't done enough to educate the parents. Part of that is their mind-set, too, of a traditional school.

While educators may be ambivalent about the role parents play, the district does offer parents the opportunity to serve on many decision making groups including the Oversight Committee, the district's planning team, and various other task forces. In addition, two elementaries are in the process of including parents on their building councils. Two elementary principals, when asked, "what changes have you experienced or observed," responded with the following:

We've had involvement with parents. We've had committees that involved parents in some touchy decisions that normally I guess educators think parents don't know enough about what's going on to have input. But now they're being brought in at an early stage so it's something they do know about. It's our goal now that we have our council going, to bring our parents into it next year. Teachers say "can we set up the systems and then bring the parents in?" I said, "Well, when the parents come in, they might want to change the systems."

There's more parental involvement. Before you had your PTA groups and they were doing their thing and they had their ideas. Now with the Key

Communicators and Oversight, and all of the other groups there's more of them involved and they're more involved in the decision making process, which I think is helping the district.

As a means of educating parents about restructuring, central office staff, principals, and board members meet with parents formally and informally to talk about topics such as cooperative learning, maximizing learning for all children, and shared decision making. The superintendent in particular receives credit from others for his work in opening the system to include more meaningful parental involvement. As a participant stated when asked, "what do you think brought about the fact that there are places to go to if people want to be involved?"

I think a very important element has been the influence of [the superintendent]. He knew very early on that we had to involve the customer in the whole cycle of things and because of that we brought in Total Quality which again pointed out that we need to include the customers. Maybe customer isn't the right word in education, but it's the easiest word to grab on to; the customer is going to be included early on so that we don't make mistakes and waste our time. And there's a whole series of customers, it's not just parents, etc. We've started using some of that in our systems' charts and I think that tells us that we have to open up the meetings. I give a lot of credit to [our superintendent] with TQM and how to involve people and not just where and when.

The district has used a group called Key Communicators for a number of years to communicate with parents. As a central office administrator noted, historically these meetings generally involved "minutiae" that parents wanted to discuss. Through restructuring, the agenda of this group has changed somewhat to include more substantive issues such as the need to eliminate tracking of the high school's English department, the junior high's interdisciplinary teaming, among others. A central office administrator commented on the revised format, stating, "this concept of

informing the parents, through groups like Key communicators, is critical. We also inform through PTA, our area council and our Oversight."

As the system is opened to include parents and community members, the role of the Board of Education changes. What roles does a board of a restructuring school district assume?

#### Board of Education Roles

Prior to restructuring, the district's Board of Education assumed a more traditional role, as described by three Board members who were individually interviewed for this study. The interviewees described a Board that exercised much more oversight than it currently does. Historically, the Board created policies recommended to them by the superintendent. Curriculum issues were also decided by the Board with minimum input from teachers and other staff.

As one Board member stated, historically the Board did not trust teachers and believed teachers acted only in their own self interest. From this belief, the Board felt it had to impose its will on the teachers and others in the system. Now however, the Board recognizes that the expertise in educational issues rests with teachers, principals, and other staff and not solely with the Board. As one member states, "they are the educators. Some of us don't have any background in education and we were making curriculum decisions."

Role reciprocity impacts the Board of Education as well because as more and more stakeholders feel empowered, the more they question the operation of the school



district and the Board. As an interviewee stated:

I think there are more people empowered to question what's going on. People are not afraid to speak up at Board of Education meetings. Before it might be complaints, but now issues can come up at the Board of Education meetings and parents feel free to speak up, and talk about it. That was threatening at first to administration and Board members, but now it's becoming institutionalized to the point that they can accept it. They're sensitive to it. There seems to be places a person can go if they want to be involved; whether it's the governance committee or the oversight committee, attending Board meetings, or PTA groups.

The Board's new role does not come without struggle however, as noted by one participant:

Our Board of Education has been struggling. I think when they're elected to the Board, they think they're going to run the whole show. Then they find out they're working within a system that values input and the customer; that not only parents are customers but also the teachers are customers, the principals are customers. And I think they've had some tough times. I think they're fumbling to find their way in this new system.

In an attempt to function in the new system, the Board tries to gain input from stakeholders prior to making decisions. In addition, the Board sees its role as one of providing information to individuals representing committees and schools who present proposals to the Board. As a Board member explained, "the Board asks, is it legal, logical, and affordable?" It no longer views itself as the decision making body. The Board recognizes that it too must provide support to the system as it restructures.

A great influence on the Board's assumption of different roles is the creation of the Oversight Committee, a group formed in 1991 to provide boundary spanning functions; that is to understand the "big picture" of restructuring the entire system, to provide linkages among the various parts and players within the system, and to

monitor the district's restructuring process. During the last year, this group has re-examined its role and relationship to other groups such as the Board of Education.

### Oversight Committee

Why was the oversight committee formed? What role and purpose did the committee serve? One participant painted a clear picture of the early days of restructuring and the need for an oversight group.

The Oversight Committee came about as a number of people involved in the systemic restructuring started to realize that there were lots of arms to this octopus called restructuring and they were going in a lot of different directions. They were increasing in number and the process was getting more and more complex. There needed to be some sort of control mechanism. We started to have people doing their own thing and there was some concern about that. So we thought we needed an umbrella group to keep track of what was going on here so that it works better.

During 1993-94, the purpose and role of the Oversight Committee were re-examined because of the backlash the group received related to a decision that was not made using the consensus model. Specifically, a grant was awarded to an elementary school using the lottery system, that is the "winner" was picked at random. After this decision, stakeholders asked that the composition and purpose of the Oversight Committee be examined. The district's Pioneer School facilitator, who works with the Committee, reported that the composition was not a problem but that the Committee's decision making process regarding the grant proposal needed to be addressed. As a result of the examination process, the purposes of the Oversight Committee now are described as: "to provide vision, leadership, and guidance for

restructuring." The role of Oversight is to: (a) identify areas needing improvement; (b) gather input from stakeholders to facilitate improvement; (c) make recommendations for significant improvements based on best practice; (d) provide recommendations to the Board of Education including variances in policy and contracts; and (e) assess restructuring. Membership of Oversight includes: (a) seven building representatives; (b) two teacher union representatives; (c) two support staff; (d) seven parent/community representatives; and (e) one LACPTA representative. Resource people include central office staff, Board members, MEA representative, Pioneer School representative, and the university collaborator.

The goal of the Oversight Committee is to make decisions using the consensus decision making model. The consensus model depends upon, in the words of the district, "input from stakeholders, adequate time to study and discuss issues, and continued training and improvement in the consensus decision-making process." The district also realizes "communication is essential to the effective operation" of the Committee. Because of this, the district has recommended that the committee:

1. Develop a working network of interested people who will review issues and provide input;
2. Provide the network with a concise summary of matters discussed at the first meeting;
3. Provide the network an outline of items to be covered at the next meeting;
4. Tell network participants who to contact to provide input; and
5. Participate in a communications network. This involves: listening;

summarizing information received; participating in consensus decision-making; and serving on working subcommittees as needed.

Before the Committee was redesigned, it assumed a function that participants suggest impacted the district as well as Oversight. The Committee, in its early years of operation, replaced an integral committee within the district, the Curriculum Coordinating Committee (CCC). The CCC reviewed curriculum policy changes and made recommendations to the Board of Education. As one member explained, the CCC became too bureaucratic and when the Oversight Committee was formed, the redundancy in functions was eliminated by disbanding the CCC. As one participant explained:

The Oversight Committee's original function was to oversee what was going on with restructuring. As time went on, we took on functions of the curriculum coordination committee (CCC) that existed in the district since the early 70's. We started reviewing proposals that the CCC used to handle. So that was another function we started handling. Oversight is a good and necessary committee. We couldn't function very well without it.

However, several participants who are members of Oversight believe that the curriculum review role of Oversight may be examined in the future as well. During the period this study was conducted however, the Oversight Committee performed the function of the CCC.

Given that Oversight now provides the functions of several other bodies, including the Board of Education, what is the relationship between the Oversight Committee and the Board of Education? The Oversight Committee has been described as a "recommending body while the Board has the legal responsibility to

make independent decisions." As a central office administrator explained:

We've established this group of people [the oversight committee] that extends beyond educators to include parents and community members and that group is now acting as kind of a filter to the Board. Ideas about restructuring and so forth go to them first where before ideas didn't go out to a public group that included parents and community members and because that group has gained some status, the groups that have some representation there feel more involved. So before you go to Oversight, you make sure your PTA knows about it and your employee groups know about it. It just creates an environment where you're more sensitive to the needs of others to know what's going on.

Board members described their relationship with Oversight in terms of trust and dependence. Board members view Oversight participants as "being in the trenches" and in a good position to understand what is educational best practice and what will maximize learning for all children. The Board depends on the new system to ensure that a proposal or policy change has gone through the necessary channels so that all impacted stakeholder groups have input in the early stages, before the Board takes action. As one Board member said, "trust is the key to the system."

#### Processes Related to Role Development

The district experimented with several processes to enable stakeholders to assume new roles including providing professional development, time to read and research roles and relationships necessary for a restructuring school system, outside assistance through the Pioneer Schools Project, and quality initiatives such as driving out fear.

Professional development (workshops, conferences, in-services) exposed

system stakeholders to the new roles that restructuring brings with it. During and after exposure through training, the district also provides time and opportunities for stakeholders to assume their new roles.

Providing staff time to visit other schools and research restructuring and what it means to them as professionals, allows staff to become more familiar with what changes they can expect in their role and the roles of others. Principals reported that they talk to other principals when they visit restructuring schools. Through these conversations district principals discovered that they are experiencing many of the same role changes that other principals are; a discovery they report reassures them that they are "not alone."

The Pioneer School facilitator has worked with several principals over the past two years in the areas of role development and fostering shared decision making. The facilitator observes staff meetings and provides feedback to principals. Principals report that this assistance has enabled them to more fully understand their role and how changes in their role impact other parts of the system.

The use of quality initiatives such as driving out fear enable stakeholders to feel more comfortable while they learn their new roles. While some may argue with this analysis, it appears that this change process must be initiated with central office staff, primarily with the superintendent. This "top-down" approach may not seem congruent with systemic change but findings suggest that during restructuring, the superintendent's modeling of certain behaviors is crucial to other stakeholders adopting new roles because stakeholders must know that the system will not penalize

them for trying new roles. As the superintendent says, "the system must drive out fear and provide a constancy of purpose" so that students, teachers, principals, and parents can assume roles that will positively impact student learning.

Because the old system was hierarchial in nature, principals, teachers, and other staff looked to the "top" for feedback regarding their actions and for guidance. Should the "top" fail to provide an open system that embraces stakeholders for assuming new roles and taking more responsibility for their actions, new roles will not be assumed. Thus, restructuring may seem to be "top-down" but it is not entirely that way. The point of this analysis is that central office staff and superintendents must realize that, especially in the initial stages of change, principals, teachers, support staff, and parents will be looking to the "top" for feedback because the old system functioned in that manner. The district seems to have used quality initiatives as a means of working through the initial stages of change so that new roles can be adopted. The impact of quality can be seen more clearly in the next section which discusses relationships among system stakeholders. Along with new roles come new relationships between and among the system's stakeholders.

### Relationships

This section describes relationships among system stakeholders including the relationships among teachers, teachers and administrators, schools and parents, and the union and administrators.

### Teacher Relationships

The one word that describes teachers' relationships seems to be "collaboration" which was mentioned by many teachers and administrators interviewed for this study. An atmosphere of sharing has been created through the reallocated time plan which allows teachers from all grade levels to meet and share what they are doing in the classroom and what they are learning about restructuring. Collaboration can be thought of as an interim change as well as a change process as participants mentioned it as a change and also as a reason why many classroom related changes were able to occur. The finding that a topic can be both an interim change and change process is consistent with other research (Breidenbach, 1989). The following excerpts from interview transcripts illustrate this finding:

I think the staff works together very well and I have to say that probably the last four years there's been more planning together, sharing. It used to be whenever you couldn't find a classroom with a teacher in it they had their kids in gym or art or music and now they could be in any other of the classrooms because of the cross grade level collaboration they're doing. There's been a lot more sharing across grade levels as well as within grade levels in planning and doing things. It's been wonderful because I think it's helped them with insight as to what the other level does. I think it just helps them be closer because they work together more.

I see more collaboration among teachers; more cross level team teaching, more unit planning. We are setting our goals.

I think there is more collaboration—more discussion of what's going on which is a need. The elementary teacher communicating with the junior high teacher and the junior high teacher with the high school teacher. I think that the high school teacher needs to appreciate what's going on in the elementary school. I think a side benefit of this extended school year program is that it definitely provided this. I think that was a hidden bonus. Some of our teachers really



gained an appreciation of what the second and third grade teacher does. And at the same time, the reverse was true.

I see a lot more collaboration this year where teachers are sharing what's going on in their classrooms. I hate to be trite, but teachers are opening their doors. The old paradigm was go in and close your door and do your own things. People are interested in what others are doing. There's a lot of cross-grade activities, more asking for advice. It's OK to say, "I don't really know how to do this." It's OK to ask for advice. I see it as a professional growth in the building. You can say, "Hey I have a problem" rather than keeping it quiet.

When asked what facilitated teachers' collaboration, several common responses emerged. First, Monday afternoon reallocated time provides teachers with an opportunity to meet on a K-12 basis and share ideas and experiences. Training has also played a role in collaborative work among teachers as explained by this teacher:

I think the fact that when we got into some of the cooperative learning workshops they suggested cross-grade planning and we had some teachers that were gung-ho. They picked it up and went from there. It has picked up with the number of times people are doing it cross-grade. So I would say the amount of planning teachers do across grades is a plus.

While the teacher-teacher relationship plays a vital part in school restructuring, so too does the teacher-administrator relationship.

#### Teacher and Administrator Relationships

As Chapter II discussed, a relationship that restructuring alters significantly is the teacher-principal relationship. The new roles teachers and principals assume throughout restructuring greatly impacts their relationship. Teachers are now trainers, coaches, peer-evaluators, and team leaders. Principals facilitate activities and provide support to teachers. How do teachers and principals describe their relationship?

Many, when talking about changes that have occurred, mentioned the teacher-principal relationship. Descriptors such as "open" and "equal" were used to describe their new relationship.

Teachers in one elementary school in particular seem to enjoy an "equal" relationship with their principal and refer to their principal as a "teacher's principal" meaning that she supports them and provides them with the resources and information they need to assume their new roles. As a result, teachers report that they support the principal in the decisions that they make as a school. Teachers also trust the principal to make decisions without their input, although this principal always asks what input teachers want in the decision making process. Last, this building decided not to create a building council because they felt they didn't need one; that they have enough input into decisions and the operation of the school. Parents also agreed with that decision.

Other buildings vary in the degree to which the teacher-principal relationship has changed. As a teacher stated:

We see more participation in this building. We are beginning to trust each other more and tell each other how we feel. It takes a lot of trust, to feel very safe where you are. To be able to disagree and come up with an agreement. We're teetering on being able to make changes and beginning to change significantly.

The factor most related to teacher-principal relationship changes appears to be the degree to which teachers and principals assume new roles. Recall in the roles section, teachers in one building in particular reported little teacher and principal role change. This building also reported little change in the teacher-principal relationship.

The elementary principal who teachers call a "teacher's principal" communicated two factors she believes are related to the relationship she has with teachers: (1) number of years in the principalship; and (2) leadership style. This principal believes that the less time a principal has been in the job, the easier it is to develop open and equal relationships with teachers. She also reported that her personal leadership style is such that she naturally seeks input from all stakeholders, not just teachers.

### Administrator Relationships

A relationship that many participants discussed involves the central office administration's relationship with teachers, principals, and parents. The most prevalent theme relates to "openness." The process of creating these new relationships among the system's stakeholders results in what participants characterized as an "open system" where input from all stakeholders is sought, valued, and used.

I believe the system is more open; staff are more involved in the whole educational process. I think that's one of the driving forces and that everything evolves around it. It's slow but it's starting to happen.

In our district, I would say the administration is much more conscious of the old pyramid where everything was top down.

Things are open, they are very open with the administration. I think part of it is that the median age of the staff matches the median age of the administration and so it's a more collegial situation.

I see a change in my relationship with the central office. It seems to be more open. We seem to be not only talking and getting some things done.

Central office works more together as a team than ever before. We have our

cabinet meetings every week and everyone knows what the other one is doing and thinking and that's really been helpful.

Several factors are related to the open atmosphere created at the central office level. First, the superintendent's use of quality initiatives was reported by participants as a factor related to the open relationship with central office.

Participants stated that the superintendent uses such quality principles as eliminating barriers to intrinsic motivation, driving out fear, and instituting leadership at all levels of the district. Several participants described the superintendent as a "learner," that he has learned to assume new roles and has learned to use quality tools to change relationships within the district. Respondents also talked about how the superintendent serves as a role model by assuming the "learner" role.

A second factor relates to personnel changes that have occurred at the central office level. These changes resulted in a central office staff that works with other staff in a support capacity. Teachers and principals said that central office staff now "work beside us, helping us."

In addition to changes in internal relationships, parent-school relationships are impacted by restructuring as well.

#### Parent and School Relationships

Previously in this chapter, parents' roles were discussed as well as the finding that the district has opened the system so that all stakeholder groups' input is solicited. These two factors combine to produce a parent-school relationship that

most parents and educators described as "open" and "valued."

The open parent-school relationship is illustrated by parents' involvement on the Oversight Committee, Key Communicators, the district's planning committee, and other decision making bodies. Observational notes confirm participants' statements that parents' input is valued and used. One change that occurred during the 1993-94 school year that reflects the parent-school relationship involves the Key Communicators group. As was previously mentioned, the format of this group's meetings was changed so that parents could be kept informed of more substantive issues and activities. Parents' input is also sought on educational matters at these meetings where previously the meetings focused more on parents' complaints about procedural items. As a teacher stated:

We're giving ownership to the parents as stakeholders and we talk about it more. They have input and a vehicle to voice concerns through PTA, Board meetings, if they're willing to go and say what they feel. I think the atmosphere isn't as threatening. I think back a few years ago it was and now at the elementary, I know the parents are free to come in and give feedback. I tell my parents to give me a call and let me know when they want to come in, so it's not so negative when they come in; it's a much more positive atmosphere.

A principal also related the following story about seeking parent involvement on a school construction project:

Last spring before conference I put up architectural schematic drawings of the parking lot. I put it up to get parents' comments to see what they say. Most said "great." But, a group of parents and a group of staff said, "wait a minute. If we're talking quality, if you're empowering and involving all the stake holders then when do we get to have our input?" So when this started coming up I said, "We're not practicing what we're preaching. We have to take time and review it." We ended up having a team of 3 parents and 3 teachers who sat down with the architect about what we wanted.

Parents confirmed that the atmosphere is more open and that more opportunities exist for their input to be heard. Several parents talked about the breakfast meetings several Board of Education members have with parents and community members and stated that these meetings inform parents and community members about critical issues within the district. A Board member who was interviewed for this study commented that parents have more power than Board members because of the various committees and task forces on which parents can participate and the fact that parents are not constrained by politics, as are Board members.

Why is the parent-school relationship more open? The historical overview section of this chapter describes parents' involvement in the district's 1991 visioning retreat. By including parents and community members in the early stages of restructuring, the district began to create a system where parents felt their input was valued and used. Most parents and educators stated they believe the district's use of quality principles has opened the system. The superintendent's desire to seek out the district's critics has resulted in the involvement of a wide range of parents and community members. By seeking out critics, restructuring is legitimized because all stakeholder groups feel a part of the process and believe that their concerns are being addressed.

Another relationship that is described as open and valued is the relationship between the union and administration.

### Administration and Union Relationships

A critical factor in any systemic change effort is the administration-teachers' union relationship. As was described in Chapter II, without union involvement in restructuring, a school district's efforts to change runs the risk of failing. Keeping with its strategic goal of empowering stakeholders, the district has established and maintained union involvement throughout restructuring. Administrators, union officials, and teachers describe the administration-union relationship as "very good and very open."

Several factors were cited as critical to establishing and maintaining the open relationship for restructuring: (a) community support for the district as evidenced by high millage rate; (b) former union officials assuming positions within the administration; (c) the superintendent's philosophy; (d) trust among the union, administration, and Board; and (e) willingness of all the parties to work to enable restructuring to move forward.

A participant closely involved with the union describes the interaction of the variables this way:

1. The superintendent has been here for a long time, since 1980. Some of our leadership have been involved in leadership positions with him for a lot of years. We had laid some ground work together.

2. The voters have been very supportive of the schools. This district has a lot of long-time residents who went to school here; same with staff. All those things

lend to I guess a trust and credibility between the administration, the Board, and the union.

3. I think the Board is another factor...we've had pretty stable Board membership. We've had very little in terms of Boards who are out to get us or grind an axe.

4. Good stable relationships between the community, Board, administration, and teachers. It all set the stage for restructuring. [The superintendent] was a very key player. [The superintendent], philosophically, was always there in terms of the idea that you get more mileage and you get more people involved when you allow people to be involved from the beginning in meaningful ways...the old bottom up idea. Turn the triangle upside down. He was always in that corner. We came to a couple of places where it could have been crunch time because of some contractual things we wanted and he was willing to give on those things to keep this type of philosophy going rather than saying no, we're not going to have it that way, the administration has to have this kind of control. He gave it up. He trusted us that much.

Table 6 illustrates how roles and relationships change throughout the restructuring process. Anderson's (1993) continuum refers only to administrative roles and relationships. To address the roles of students, teachers, and parents, the work of Newmann (1993) and Murphy (1991) was used. Based upon the data collected for this study, the district is placed in stage four. The district provides opportunities for stakeholders to assume new roles and as described, stakeholders are



Table 6  
Continuum of Systemic Change: Roles and Relationships

Stage 1 Maintenance of Old System	Stage 2 Awareness	Stage 3 Exploration	Stage 4 Transition	Stage 5 Emergence of New System	Stage 6 Predominance of New System
<p>Administrator:  emphasizes standardization</p> <p>Teacher: provider of knowledge; sage on stage</p> <p>Student: Empty vessel</p>	<p>Recognition  that roles must change</p> <p>New roles and responsibilities for all actors discussed</p>	<p>Professional  development stresses new roles for all</p>	<p>Opportunities  provided for stakeholders to practice new roles</p> <p>Climate for risk taking developing</p>	<p>Administrators  facilitate</p> <p>Teachers make core technology decisions</p> <p>Students begin to demonstrate new roles</p>	<p>Administrator:  encourage rethinking, improvement, innovation</p> <p>Teacher: facilitate learning</p> <p>Student: consistently assume new roles</p>

beginning to assume new roles. A climate for risk taking is also developing. Evidence related to students' assumption of new roles does not exist and the findings suggest that some teachers exhibit ambivalence about making core technology decisions.

### Decision Making

When asked what changes participants have experienced or observed, an emergent category centered around shared decision making. Teachers, principals, central office administrators, support staff, and parents, talked about how decisions are now made in the district and how that process differs from how decisions were made prior to restructuring. Within the category of shared decision making, several topics emerged:

1. The district values input and sees it as vital to shared decision making.
2. Building councils established in several schools facilitate shared decision making.
3. Teachers do not always wish to be involved in decision making.
4. Parents and support staff have been involved in decision making to a limited degree.
5. The district emphasizes the "bigger picture" and the learner in the decision making process.

One of the district's strategic goals is to empower stakeholders, which it does by providing stakeholders opportunities to participate in the decision making process.

This was not always the case, as the following quote illustrates:

Before you couldn't do this or that, but as people [in central office] gained a focus, things changed. It used to be the power trickled down and you did as you were told. We feel we are able to do a lot more for our kids and not be hassled about it.

In contrast, now decisions are made with the input of many stakeholders' input. A mechanism used to solicit the stakeholders' input is the Oversight Committee whose membership includes parents, community members and school personnel. In addition to the Oversight Committee, each school attempts to involve teachers, support staff, and to some degree, parents, in the decision making process. The following quotes from principals and central office administrators illustrate the district's attempt to share decision making:

We have tried at least in this building to develop some sort of site decision making system. So we have a couple of buildings that have established building councils what has meant that more and more teachers and staff are involved in the decision making process. We are developing trust with the administrators and administrators are trusting staff members. We're not there yet. There's still a lot of fear in this work place, but people are beginning to let down their guard and talk as if we're all on the same level.

I always feel like I have the responsibility of working beside them and helping them like I said as a facilitator; what can I do to make this successful; what information do you need; what can I find out for you. And I think my position gives me some things that I can do for them. But the final decision is theirs because I truly believe that if it's their decision and their desire it'll work because they're committed to it. If it's my decision, they work with me, but they have not necessarily bought into it.

Our teachers are no longer accepting the status quo in terms of bureaucratic management. And if we as administrators begin to fall back into it, they will not accept it anymore. They will question it and they will push us. They will no longer allow other people to tell them what they can and cannot do.

As a means of ensuring that decisions are not made bureaucratically, without

the input of stakeholders, two elementary buildings have created building councils that are made up of representatives from each grade level, support staff, and the principal. In one elementary, building staff report being freed up at regular staff meetings to discuss educational issues because the building council decides issues like what time the bells ring and when students have to wear mittens on the playground. The principal of one of the buildings that uses councils commented:

At our last staff meeting we had almost no nitty-gritty issues to talk about—just a couple of announcements. Then we spent the rest of the hour working on our research and our [student test] results.

The remaining five buildings, even though they have not established building councils, also share decisions. As was discussed earlier, one elementary school elected against forming a building council because they felt their present structure afforded them input into decisions and also allowed them time to discuss educational issues such as research and students' scores on state achievement tests. While the district attempts to empower stakeholders by sharing decisions, not all persons care to be involved in all decisions which seems to support the superintendent's contention that, "you can't empower people, they can only empower themselves." To collect data related to this topic, principals were asked, "could you give examples of what kinds of decision the teachers felt comfortable with and what types they're not completely comfortable with?" The following quotes illustrate common responses:

I have offered teachers more and more as far as participation in decision making. And that's been interesting because there are parts that they want and enjoy and then there are other parts when they say "why are we doing this and having a committee. You go ahead." It's always easier when someone else decides. I see a contradiction there but for the most part, they take it on and

feel comfortable with it.

My observation is that on the tough decisions teachers don't want to make them. We need a counselor; they would rather have the administration make the decision.

We had a little over \$11,000 for capital outlay and the needs exceeded \$100,000. I asked everyone to submit their list, printed them up and laid them out before everybody and said, "let's discuss it." I didn't want to tell anyone that they can't have what they need. We did this a year ago and they made some decisions that were easy and then there were tougher ones and they passed a motion that said they'll go along with whatever I [the principal] wants. But I said no to that.

The idea of empowering stakeholders to share in the decision making process applies not only to teachers but to parents and support staff as well. Speaking to the apparent lack of support staff involvement in decision making, a central office administrator commented that most support staff do not see the need to share in the decision making process. As this central office administrator commented:

Bringing the support staff into the big picture has been slow. In some places, it's better than others. The key is how willing the support staff person is to be involved in the process. It's a hard thing for them. The educational difference causes a gap. As much as the person may want to be involved, when the teacher talks to them, they talk down to the support staff person. I don't think they know they talk down but they do.

A number of support staff have become involved however, as one custodian is on the Oversight Committee and several others attend their school's staff and council meetings. Another support staff person is a member of the high school's North Central Accreditation committee. Support staff are beginning to see the link between their role and the educational process. An example was given that illustrates this point:

At [building name] there was a teacher who really believed in cooperative learning. So every hour, the kids took their desks and moved them around. Now, the custodians complains to me that when you look at the floor, it looks terrible. And so they're upset with what's happening because the dialogue is not there. I had to explain what cooperative learning was about and that the teacher wasn't upset about the way the room looks. They don't understand the needs of the teacher and it's demoralizing to them. I have to play a liaison role. Teachers make these changes and they don't realize the impact cooperative learning, for example, has on everyone else.

While support staff involvement in the decision making process is evolving, so too is the role parents have in decision making. Parents participate on the Oversight Committee and have input through the Key Communicators, a group of parents that meets with district staff once a month to discuss restructuring related topics and other items parents place on the agenda. However, parent's involvement in shared decision making at the building level remains in the early stages. Several schools have plans to invite parents to serve as official members of their councils. Related to parents, one administrator stated:

In my opinion it hasn't gone far enough. I think we ought to be listening and soliciting input a great deal more from our parents. Teachers are very uncomfortable when you say "let's get some parents in on this." You'll get some lip service but in terms of people going out and really trying to sell some parents on the importance of being on this committee; you don't get that.

In addition, the district's use of quality initiatives helps stakeholders understand learner-centeredness and how the district's vision must be a driving force in the decision making process. Several participants explained that they used systems pictures to depict exactly what decision alternatives they had and how each would impact the learner. The focus on the learner also has impacted the decision making process. Observational data confirm the efforts of central office administrators in

trying to help committee and task forces understand that they must focus on the learner, that every decision must be made to benefit students.

Last, the district uses its understanding of systems thinking to focus on the big picture and help stakeholders understand that they are a part of a larger system. An administrator gave an example where the district used its understanding of the system to make a budget decision:

We've made the first step toward a systemic view of the district. For example, [a building] needed money for library books and the elementaries were willing to give money, the junior high agreed, and the central offices, the high school finally broke down. It was the first time everyone said we're willing to cut-back a little to accommodate the needs of another building. That's a big change. We have a long way to go on that one. But it was the first step where everyone said I understand your needs and I'm willing to sacrifice to meet your needs.

Several change processes facilitated the district's shared decision making.

First, training in quality initiatives and systems thinking allows district staff to focus on the learner and the "big picture" so that decisions can be shared and understood by many stakeholders and not only administrators. Second, the Pioneer Schools Project facilitator provides assistance to building principals and staff who voiced an interest in this project and the assistance the facilitator provides. The facilitator attends staff and council meetings and provides feedback regarding the decision making processes used at the meetings.

Anderson's (1993) continuum related to decision making is used to further analyze the district's shared decision making. Table 7 illustrates that Anderson (1993) places decision making under the category "Administrative Roles and

Table 7

Continuum of Systemic Change: Decision Making

Stage 1 Maintenance of Old System	Stage 2 Awareness	Stage 3 Exploration	Stage 4 Transition	Stage 5 Emergence of New System	Stage 6 Predominance of New System
Top down decision making	Site-based decision making researched	Site-based decision making piloted	Methods developed to share decision making	Site-based decision making	Site-based management



Responsibilities" which was discussed earlier. For this study, the descriptors Anderson (1993) uses are placed into a decision making category, illustrated by Table 7. Based upon the data collected, the district is placed in stage five, Emergence of a New System.

Because decisions are being made differently, policies are sometimes impacted. Policy changes related to restructuring are discussed in the next section.

### Policies

Three topics emerged in this category: (1) changes to the teacher's union contract; (2) ways in which policies are adopted by the Board; and (3) aligning district policies with the vision of a learner-centered classroom in a quality system.

### Policy Changes

At the beginning of restructuring, the administration worked with the teachers' union to ensure that restructuring and reallocated time in particular, did not adversely impact teachers. According to union officials, three important issues were identified at the beginning of restructuring and the reallocated time plan: (1) maintaining teacher contact time with students; (2) maintaining teacher planning time; and (3) voluntary participation in restructuring activities. The union and administration worked to ensure that restructuring did not cause any "unintended or intended abuse" from occurring.

In order to accomplish these goals, the union and administration drafted

numerous letters of agreement, which are amendments to the negotiated teachers' contract. The letters of agreement dealt with each issue separately and revised the teachers' contract to ensure that student contact time and teacher planning time did not change. As a union official stated, "the letters of agreement kept the integrity of our working conditions."

Another concern related to teachers' participation in restructuring activities, particularly those that occurred on Monday afternoon during reallocated time. A letter of agreement allowed for voluntary participation which means that teachers must only participate in the once a month mandatory building staff meeting and meetings related to Public Act 25, a state regulation related to school improvement. Thus, on Monday afternoons when activities other than mandatory staff meetings occur, teachers do not have to participate. Teachers must remain in their building, performing teaching related tasks but they are not required to participate on task forces, committees, or training that may be scheduled. As a union official stated:

Participation was a consideration. Our opinion was that participation had to be voluntary...participation in restructuring or PDS meetings. Those had to be voluntary and we had to allow for people who didn't want to participate as long as they were on-site like they used to be and were doing legitimate work. So the idea of voluntary participation rather than forced commitment became an undergirding theme of the whole restructuring and [the superintendent] agreed with that philosophy because we thought we'd get better results with that kind of an arrangement than forced commitment. We were looking for a more open system that involved people from the bottom up rather than a dictatorial system that forced people from the top down. Those were the big issues; time and involvement/commitment issues.

Numerous other policy changes in the form of letters of agreement have been produced throughout restructuring. As participants said, "we've signed more letters

of agreement during restructuring than we did in all the previous years of the union." Both union officials and administrators view the letter of agreement as a vital tool to be used during restructuring because it allows the union contract to be modified without going through any major negotiations. This process of adopting union related policies relates to the next section which describes how policies are adopted and revised in the district as it restructures.

### How Policies Are Adopted

One theme which cuts across several of the categories and topics presented in this chapter is the idea of the district's open system and the input it actively solicits from all stakeholder groups. This section will describe how the district's policy adoption and revision processes have been impacted by its open system which values diverse stakeholders. Previously, the relationship between the Oversight Committee and the Board of Education was described as one where the Board relies on the Oversight Committee to receive input from all impacted groups before a proposal or policy is forwarded to the Board for action. In this process, the Oversight Committee serves as a recommending group to the Board.

Historically, policies were adopted without ensuring input from impacted stakeholder groups had been solicited. Board members stated that the predominant belief was that the Board "knew what was best" for the district. Previously, the focus may not always have been on the learner. Through restructuring, the Board attempts to involve "grass roots" groups, assuming that those persons have a better idea of

what is best for kids. In addition, policies are reviewed with the learner in mind.

One central office administrator in particular reviews all proposals and policies and asks, how will the learner benefit? How does this impact kids for the better?

The district's current policy adoption process results directly from the district's restructuring because the Oversight Committee was initiated as a means of monitoring the change process as well as ensuring all impacted groups have a say in how the district operates and the decisions the Board makes. Another function of the Oversight Committee was to ensure policies are aligned with the vision.

#### Policy Alignment With Restructuring Vision

Through restructuring, the Board and Oversight have begun to realize that not only the policy adoption process needs modification but the content of policies may need to be changed. Observational data suggest that the district is beginning to recognize that policies must be aligned with their vision of a learner-centered classroom in a quality system. The district seems to realize that individual schools must be given the latitude to decide how best to redesign teaching and learning to accomplish the overall vision as Figure 4 on page 20 illustrates. However, the district has not yet begun to align policy as evidenced by graduation requirements based on outcomes, using alternative assessments to measure student achievement, and connecting social and educational policies.

Anderson's (1993) continuum, displayed in Table 8, further describes the district in terms of policy alignment. Based upon the findings of this study, the

Table 8

Continuum of Systemic Change: Policy Alignment

Stage 1 Maintenance of Old System	Stage 2 Awareness	Stage 3 Exploration	Stage 4 Transition	Stage 5 Emergence of New System	Stage 6 Predominance of New System
Policy emphasizes: textbook selection standardized testing/ teaching comparisons among schools on student achievement tests hierarchical structure	Experimentation promoted Recognition that standardized tests don't measure all learning outcomes	Recognition that policies need review	Policies defining graduation based on demonstrated learning piloted	Major review of policies Education and social policies connected	Policy supports: improvement high student standards learning outcomes flexible instruction alternative assessment

district is placed in stage three because the district does recognize that policies should be aligned with the vision but action has not yet been taken to modify existing policies. It should be noted that this author modified Anderson's (1993) continuum by switching stages two and three because this author believes a district must first recognize that policies are in need of review before it pilots any new policies.

### Resource Allocation

One of the district's goals is "finding and using resources efficiently." Resources include time, space, money, and personnel. Findings indicate that the district is beginning to realize changes in each of these areas during restructuring. Perhaps the most significant change within this category is the district's reallocated time plan which provides educators time on Monday afternoons to meet, plan, and research individually and collaboratively so that the district becomes more learner-centered. The goal of reallocating time is not to provide educators time for "business as usual," rather the intention is to provide time for educators to explore and practice new roles such as coach, trainer, facilitator, and leader, to learn about and use more learner-centered instruction, curriculum, and assessments, and to develop policies that are aligned with the district's vision of a learner-centered classroom in a quality system.

A central office administrator's comments reflect the district's intentions related to resources:

I think we are also looking much differently at resources. Through restructuring, we have been reallocating our time. We set the stage for reallocating other resources, too. We're much more apt to talk about "how can we use our space differently, how can we use our people differently, how can we use our dollars differently?" When you think about using time differently, it just kind of opens you up to thinking about these other things differently. It's one of the things that we're trying to stress when people want more. We basically say, there is no more, what can you change to support your new goals?

In addition to the reallocated time plan, for the last two years, the district has provided an extended school year program to approximately half of first through sixth graders. The program provides students and teachers a non-threatening environment in which to further develop in the roles previously described. Teachers gain experience with teaming, integrated thematic instruction, cooperative learning, multiple intelligences, and alternative assessments. The program provides students with opportunities to develop as thoughtful learners, collaborative workers, community contributors, and holistically healthy persons.

The district also has begun to look at how to use space differently through its technology committee which met extensively during the summer of 1994 to discuss how the learner-centered classrooms impacts the district's use of space and technology. An administrator explained that, "we're also thinking about using space differently when we're looking at organizing our grade levels. We need more flexible, multi-purpose space to do more multi-grade activities, more hands-on instruction, more labs."

Related to human resources, the district views its various committees and task forces as mechanisms to find and use resources more efficiently. The district uses

committees made up of representatives from diverse groups to creatively secure funding for restructuring activities. Task forces and committees also allow decisions to be made more efficiently because "buy-in" is achieved at early stages and as a result administrators do not spend their time trying to persuade stakeholders to go along with changes related to restructuring. Task forces also use human resources more efficiently because they pull together the district's in-house experts on a given topic.

Financial resources have been allocated to promote professional development of the district's stakeholders, particularly teachers. The core technology section explains the district's Experts in Residence training program provided to teachers and principals during the 1992-93 and 1993-94 school years. This series of workshops is designed to promote the learner-centered classroom and develop a quality system. A private foundation grant supports the Experts in Residence program while another private foundation funds the district's quality coaches training. The district's extended school year program is funded through a grant from the state department of education. Last, the district received a federal government grant to explore the use of quality principles in an educational setting.

Table 9 displays the Resource Allocation continuum and the characteristics of each stage. Using Anderson's (1993) criteria, the district falls into stage four, Transition because: (a) the district recognizes the need to alter how it allocates resources; (b) does allocate some resources to learning outcomes; and (c) provides resources for continuous professional development that supports the learner-centered



Table 9  
Continuum of Systemic Change: Resource Allocation

Stage 1 Maintenance of Old System	Stage 2 Awareness	Stage 3 Exploration	Stage 4 Transition	Stage 5 Emergence of New System	Stage 6 Predominance of New System
Resources allocated to diminish conflict	Mechanisms are created to review how how resources are allocated	Some resources allocated to learning outcomes	Resources provided for ongoing professional development that promotes new vision of learner- centeredness	Resources allocated to meet diverse student needs	Allocation of all resources based on new vision and purpose
Resources allocated to promote standardization					Resources allocated for networks with stakeholder groups

classroom in a quality system. To date, evidence does not exist to support the contention that the district allocates its resources to meet the needs of all students, which is a characteristic of stage five.

### Core Technology

At the beginning of this chapter it was argued that core technology changes are the critical elements within restructuring. Three topics emerged from the data related to core technology: instruction, curriculum, and assessment. Conley (1993) argues that instruction, curriculum, and assessment are restructuring's central variables and that changes within these areas are required if systemic change is to have any impact on students. Within this section, each topic will be presented separately along with the change processes participants used.

Before each topic is described, the district's depiction of its movement toward a learner-centered classroom is presented so that the reader can envision what the district sees as the process for achieving its overall vision. Figure 7 illustrates the district's understanding that the three variables of instruction, curriculum, and assessment must be aligned and must be impacted if students are to benefit from restructuring.

The district-driven components include performance objectives, curriculum and instructional strategies, and standardized testing. The district and teacher-driven elements include learner outcomes, curriculum and instructional strategies, and assessment. Last, the student and teacher-driven components are outcomes,

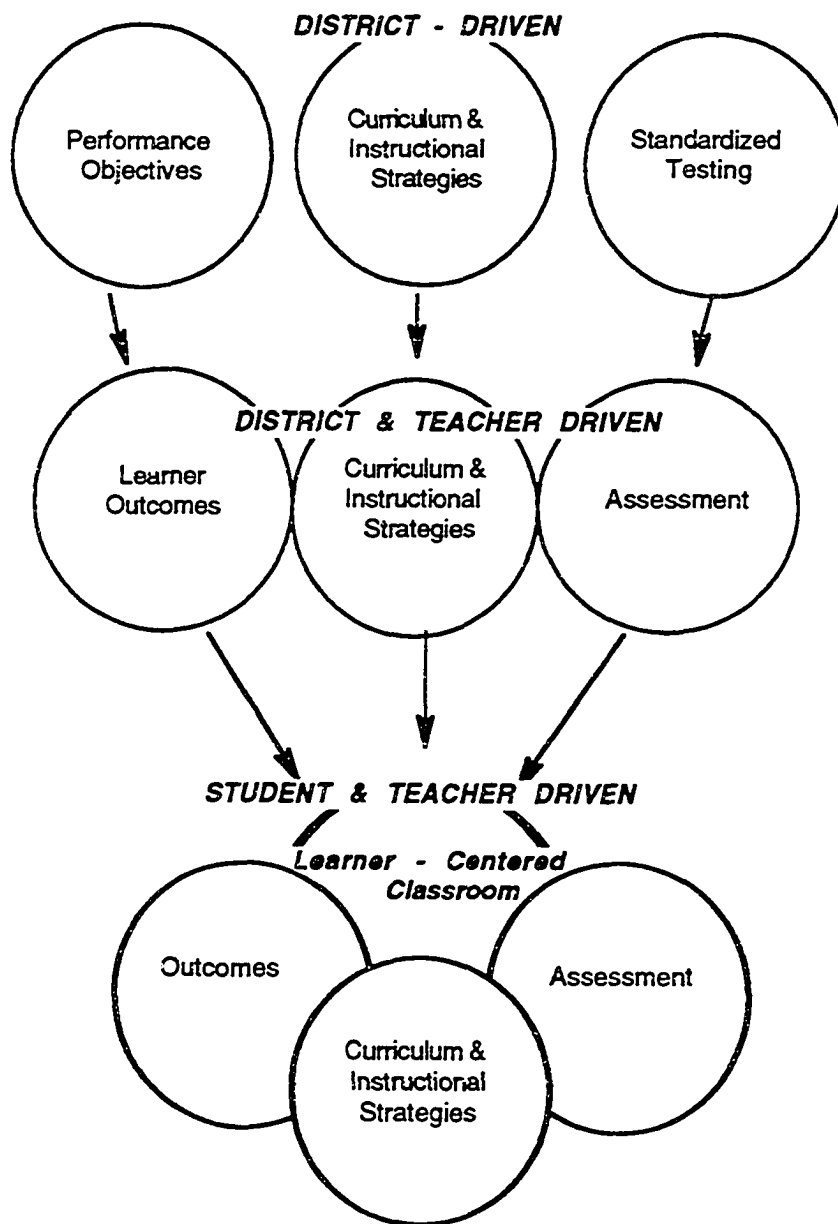


Figure 7. The District's Movement Toward a Learner-Centered Classroom.

curriculum and instructional strategies, and assessment.

### Instruction

Interview transcripts, written documents, and observational notes confirm the use of several instructional techniques participants described as new and related to the district's vision of a learner-centered classroom in a quality system. Examples of new instructional techniques that teachers are using include cooperative learning, integrated thematic instruction, multiple intelligences, cross grade grouping, multi-age classrooms, inclusion of emotionally impaired students, inclusion of the elementary talented and gifted program, increased use of hands-on, experiential learning activities, using the entire building and not only the classroom to provide learning experiences to students, teaming at the junior high level, and teaming between the English and Social Studies departments at the high school.

The most frequently cited instructional change was the use of cooperative learning, an interim change David (1989) contends provides the foundation of many school's restructuring efforts. Further analysis of the data indicate that elementary teachers used cooperative learning more frequently than secondary teachers due to the time constraints secondary teachers have imposed upon them by the six hour day with 50 minute blocks.

The use of integrated thematic instruction, multiple intelligences, and authentic assessment was cited somewhat less frequently by participants. Comments from two elementary principals illustrate the range of use and comfort teachers have with the

strategies:

On any given day, I can walk through this building and see teachers doing cooperative learning--some more than others. Its becoming second nature and particularly in the lower elementary grades, but I see it in the upper elementary, too. The dissection project here a few days ago--it was a cooperative activity with different members of the group responsible for different parts of the dissection. That was in a 5th grade class. It's just become more common. I've seen many projects going on. Integrated thematic instruction, we've done a few things on a building level.

Well, there have been some changes in how we facilitate learning--cooperative learning. We've done a lot with that, we're not there yet, we're not totally comfortable with it. Integrated thematic instruction--all teachers have tried--some have dabbled with it, some are into it heavily. Most have discovered it's not a big bugaboo once they've learned about it and how to do it.

A high school teacher provided the following description:

When I walk up and down the halls I see things going on I didn't see going on before. When I go in other teachers' classrooms before or after school, I see kids working in groups more than I used to, more cooperative learning. I see less lecture, overall in the building.

Review of documents produced by several schools also yields insight into the types of instructional changes occurring throughout the district. An elementary school produced a document which describes teachers' use of integrated thematic instruction, multiple intelligences, learner-centered classroom, quality, cross-grade instruction, cooperative learning, authentic assessment, problem solving/critical thinking, and technology. Excerpts from the document include the following:

...through thematic instruction students became voters and election poll officials...multiple intelligences are used through music, writing, and dancing...themes have included the election, the underground railroad, black history...themes are used to increase motivation and make learning come alive by applying knowledge to real life situations...[an elementary teacher] uses cooperative learning often in her classroom. The class is divided into two groups and each group member has a task such as reporter, recorder, etc. The

group has a task to perform and then reports back to the others. Each group must evaluate themselves on their group work too...

Another building summary provides an example of elementary teachers using multiple intelligences:

In a scale model playhouse/treehouse project, students used multiple intelligences: (a) logical mathematical: students used deductive reasoning to stay within a budget; (b) visual/spatial: students drew 2-d floor plans, visualized, then created 3-D models for their house; (c) body kinesthetic: there was the freedom for much movement around the classroom; (d) intrapersonal: students reflected on personal need for their own house; and (e) interpersonal: students worked cooperatively as they shared ideas and successes.

In addition to using different teaching strategies, schools are beginning to use their space differently. Teachers and principals also talked about using the entire building as a learning center. As one teacher stated:

Even from this year to last year, there's a heck of a lot more kids in the hall which makes me think teachers don't so much feel that they need to be controlling those kids all the time and they can go out there and work independently. In working with other schools, a kid in the hall was in trouble. But that's not the case here. They're in the hallway to do work. Everyone is seeing the greater building as a place for kids to work, to explore. They're entrusting kids a little more. I think it's a little bit of teachers' changing their thought patterns and trusting kids.

Staff from the professional development school (PDS) discussed multi-age classrooms and inclusion of emotionally impaired students, a topic the school studied through one of its study groups. The PDS uses study groups to facilitate the use of different instructional strategies. For example, the school has study groups on multi-age classrooms, inclusion of special education students, integrated thematic instruction, and research/inquiry, among others. PDS staff also work in conjunction

with university staff and have two teaching fellows who can, in effect, substitute for a district teacher, providing time for that teacher to visit other schools or work with colleagues. These processes have resulted in teams of regular and special education teachers working together on special education inclusion. These teams teach together for several hours each day so that all students learn together; not separately as had been the case.

Two teams of teachers from the high school's English and Social Studies Departments also experimented with teaming during the 1993-94 school year. The purpose was to integrate the American History and American Literature and World History and World Literature by creating two interdisciplinary teams. Each team was represented by an English teacher and Social Studies teacher. The American History/Literature team shared the same group of students, with one teacher having them the first hour and the other the second hour. The two teachers also shared a common planning period. As one of the teachers explained, "we have one interdisciplinary assignment every marking period and one outside reading that has an American Literature theme to it. One goal is to reduce redundancy for the kids." The teachers also try to tie the two subjects together through more hands-on, real world applications.

The World History/World Literature team's structure differs somewhat. The team does not share a common planning period because one teacher has the students one hour while the other teacher plans. The teachers have decided that they need a common planning time and have opted to change their structure next year.

As one teacher commented, several barriers to teaming exist at the secondary level. First, scheduling presents a logistical problem for many high school teachers. Arranging for students to be together for two straight hours and a common planning time for the two teachers is a problem to be overcome. Second, because the English department previously tracked students and the Social Studies department did not, combining students in the two subject areas was difficult. With the changes being made in the English Department, teachers believe interdisciplinary teams will be easier to implement.

The junior high elected to pilot interdisciplinary teaming throughout the entire school during 1993-94. Staff, with input from parents, have elected to continue this approach into the next school year. The junior high's interdisciplinary team design resembles the middle school concept where students are placed into groups of approximately 80 students who are together throughout the majority of the school day. Teachers, working in teams of four, teach the "core" subjects: English, Social Studies, Science, and Mathematics. Art, music, and technology teachers are assigned to several teams. Advisory time is also provided to students so that students' education is approached in a more holistic manner. Advisory time allows teachers to talk to students about academic problems and other issues that may arise.

Holistic education is also achieved through the school's interdisciplinary teaming because the four core teachers meet collectively to discuss students and how they are doing in each of the four subject areas. Teachers then attempt to solve problems based upon a broader scope of information and also try to meet the needs of



individual students. Junior high teachers provided the following summaries of their approach to teaming and of the advisory component:

In regard to the interdisciplinary system, we have five teams. We have two 8th grade teams, two 7th grade teams and one combination 7/8 grade team. Each team consists of four teachers; we have one Math, one Science, one English, and one Social Studies teacher. The students are with those teachers in a 4 hour block. Teachers have the flexibility to move those students within those blocks; to integrate the curriculum. This is something we felt was very important to staff because life is not 55 minutes of English and 55 of math. Life is an integration of all those and I think the students needed to see what the relationships between the four subjects are.

The purpose of the advisor/advisee program—a person comes in the morning and meets with an adult that they get to know very well—a teacher. The sizes of those advisories comes to 14-17 students. The teacher becomes an advocate for that child—a significant adult they can rely on—that they can talk to in addition to the advisor becomes the connect between the parent and the school. So if the parent has a question they have a person they feel very comfortable with and can communicate with. In the process, we're trying to teach the kids a lot of skills through the advisory; everything from peer relationships to study skills to just solving everyday school problems.

One of the critical elements of the junior high's approach seems to be the collaborative planning time Monday afternoons provide teachers. The teachers who designed the team approach reported that through their research they found that collaborative planning is one element commonly absent from many other schools' plans. Teachers interviewed for this study confirmed the importance of team planning. Originally, the teams were afforded one hour of individual planning time and one hour of team planning time, four days a week (Tuesday through Friday). Each team reported however, that they use much of the individual planning time for team planning time because they have found the holistic, interdisciplinary approach to be valuable to students.

How did the junior high adopt the teaming approach? For two years prior to 1993-94, a group of junior high teachers researched interdisciplinary teaming and the middle schools approach to education. Members of this group visited schools that had implemented interdisciplinary teams and completed university courses on the subject. As this group learned more, however, they involved the entire building staff. This involvement is what the initial designers claim made the change possible, as the following quote highlights:

I think it goes back to the fact that the whole concept is staff driven. I think that's what made it successful. It's something we all wanted to do. Because it is staff driven, we've overcome some things other people didn't think we could.

Participants from other schools talked about the changes at the junior high. When asked why the junior high was able to change in such a drastic way, many commented on the school's culture. Other teachers perceive that the junior high values sharing and does not engage in "turf wars" between departments or grade levels. High school teachers in particular mentioned that the junior high differs from the high school in relationship to turf wars, which high school teachers claim is a barrier to change in their building.

These examples illustrate the district's attempt to make learning and instruction more learner-centered. As the district attempts to make teaching and learning more learner-centered, it also investigates what curriculum changes are necessary to support the vision.

## Curriculum

Interim changes within this category are less widespread than in instruction. A central office staff person offered this explanation, "It's hard because there is no package, no anointed curriculum, to guide us. So what we do is read, read, read. We bring in our outside experts. We're taking this unknown journey together." In combination with this situation, the district's philosophy of not forcing change on stakeholders has impacted progress in the area of curriculum. The same central office staff person stated, "I've learned not to bother starting curriculum unless the teachers see the need to change it. We're starting in the areas where teachers are ready."

Those curriculum areas that teachers have voiced an interest in redesigning include the High School English and Science curricula and the K-3 language arts curriculum. The district takes the "backward mapping" approach to curriculum development, meaning that outcomes are developed first for graduates (12th graders), then eleventh graders, followed on down the grade levels. Because of the approach, many of the curriculum changes are occurring at the secondary level.

In addition to these curricular changes, science and math outcomes were developed prior to and during the 1993-94 school year. Task forces comprised of representatives from each grade level met during reallocated time to develop the outcomes in each area. Their work was based upon the core curriculum and outcomes the state mandates. The outcomes these committees developed are currently being used by other groups working on curriculum related topics.

The high school English curriculum redesign was described by several participants. The following two quotes illustrate responses:

The [high school] English department is totally redoing their curriculum. We do it in the sense of outcomes and student needs. We're looking at doing a testing of all the students who come out of the junior high. They were hoping to be ready this fall but it looks like another year for that. In the meantime, we did untrack 9th grade last year and 10th grade this year. History had already untracked before any of this started.

At the ninth through twelfth grades, we have major curriculum changes in Language Arts, with the focus on heterogenous vs homogeneous groupings, dropping the low-end and keeping the high end, offering some courses all kids take. It's opening up of pandora's box. [A high school teacher] said it's like remodeling the kitchen and the bathroom at the same time. There's no place to get water.

The high school also is redesigning its science and technology curriculum. The Science Department is re-examining their first year basic science classes for students who don't take Biology in junior high. Previously, the Science Department offered an entry course and a more advanced course. The department is using the Science outcomes the district developed to redesign its curriculum so that all take the same first year science course.

The findings of this study reveal that the district's curriculum has changed only slightly during restructuring. The mathematics and science curriculum outcomes are based on a state mandated core curriculum. However, the curricula in those areas has not been revised to reflect the district's new student outcomes. Observational notes and written documents provide evidence that the district realizes that higher order thinking skills must be incorporated into its curriculum.

Three factors were offered as explanations for the slower rate of change within

curriculum. First, the curriculum frameworks committee, which consisted of teachers and administrators, was disbanded during the 1992-93 school year due to conflict within the central office. Second, the issue of selective abandonment, which means that teachers deviate somewhat from the written/old curriculum and integrate new items into their teaching, surfaced as a topic related to curriculum changes. The third issue relates to the district's philosophy of not forcing change to occur.

The curriculum frameworks committee consisted of teachers and administrators from throughout the system. Their initial charge was to develop the four broad student outcomes which the district now uses in its vision. While the task force fulfilled this task, it did not extend its work and articulate attributes of each of the four student outcomes. A teacher, commenting on this situation, stated that the intention was to develop the student outcomes so that they impacted the curriculum and classroom activities. The committee reviewed the work of other districts which developed assessment matrices using their broad student outcomes. Teachers and principals discussed the uncompleted work of the committee and how it relates to the lack of progress the district has made to date revising its curriculum. As a teacher member of the committee stated, "we just sort of muddled through and never finished. To my knowledge [the four student outcomes] were never officially adopted by the School Board."

Second, because student outcomes were not specifically defined and a new "anointed" curriculum does not exist, teachers experience what they referred to as "selective abandonment" where they individually deviate from the written curriculum

and begin to integrate the curriculum they believe the district wants them to use. One teacher who mentioned this topic, described selective abandonment in terms of teacher empowerment because she saw a relationship between the two variables:

People tend not to act like they're empowered; they still keep waiting to be told what to do. We really are given lots and lots of freedom to try and do new things but since we haven't officially been told to drop anything out of the curriculum yet, there is that conflict, and I talk to classroom teachers everyday, there's that conflict of we still have to do a,b,c and we still don't have time. We didn't have time before and we have less time now. I think it's a difference between what is implied and hoped for [in terms of curriculum] but not codified; not written down in black and white.

The issue of teacher empowerment relates to the central office staff's belief that teachers and principals must take the initiative on curriculum issues and until they do, the district will continue to research alternatives while using its current curriculum. The district views instruction, curriculum, and assessment as three very related elements of the district's core technology. The next section describes interim changes that have occurred in assessment.

### Assessment

Similar to curriculum, changes were not as prevalent in assessment as in instruction. Several interim changes were identified however and they include the development of a rubric to assess all sixth graders' writing skill and the use of student-lead conferences.

During 1993-94, an elementary building designed a rubric to assess the writing skill of all sixth graders. A group of sixth through twelfth grade language arts

teachers began meeting to talk about student outcomes and how to assess whether or not students have met the outcomes. As a result of their early discussions, sixth grade teachers offered to design a pilot alternative assessment tool that could be used in place of standardized achievement test scores. The teachers worked with central office staff in designing the rubric and researched alternative assessments. The central office staff person summarized the experience in this way:

The 6th grade took the challenge and invited me to come down and share research on rubrics, assessments and what we should be doing with writing assessments. These people have devoted well over 50 hours during the last month, asking themselves, what is it that we value in 6th graders in terms of their writing. They'll be changing it but again, it's an example of restructuring in the classroom. Their conversations are very reflective.

Second, the professional development school piloted student-lead conferences during 1993. One participant summarized the pilot in the following way:

We are doing some neat things in assessment. We have children do student-lead conferences. Students used five or six assessment sheets when they talked to their parents at the conference. The student lead conference is quite thrilling to watch because it truly is effective because the child pulls a paper out of the portfolio and says "here's what I did on this paper and here's what I need to work on." The parents can ask them questions. It's exciting for the parents to see and for the children to say here's what I'm doing, here's what I need to change. They're understanding their own learning in front of Mom and Dad. But teachers still have to have the report card--because the district has to have a report card. So we're still having to do some of the district's stuff, then you can add what you think is better. We aren't at the point yet where we can say the report card is gone, we can do this instead. So hopefully that's coming. I see that as one of the goals in restructuring.

A teacher explained her understanding of changes that have occurred in the area of assessment, "we have a lot of loose ends, like assessment, which is a major loose end because that gets into student responsibility and authentic assessment, the

role of the teacher, the role of the student."

Why did instructional, curriculum, and assessment changes occur or fail to occur? Several changes processes were discussed by participants. First, teachers received extensive training in cooperative learning and multiple intelligences during the 1992-93 school year through a "Experts in Residence" grant the district received from a private foundation. The grant provided funding for nationally recognized experts to train staff in the district, thus the term experts in *residence*. The trainers provided extensive, week long training in the specific areas. Less extensive training also was provided in authentic assessment. A majority of the teachers interviewed for this study attended the week-long cooperative learning training which occurred during 1992-93. Those teachers cited the training as a factor in their ability to use cooperative learning during 1993-94. As one teacher stated, "I've been given the opportunity to learn. I think it's been two-fold on my part. I think we've had the opportunity but then there are resources."

Related to training, the district has learned from teachers that teachers prefer and learn more when the district does not adopt the "flavor of the month" approach to staff development as the district did during 1992-93. During that year, mini-workshops were offered. Many teachers report that they feel the district expects them to go to four hours of training and then implement the training in the classroom; a task many felt unreasonable. Teachers voiced a preference for targeted professional development; professional development that is in-depth and tied directly to the vision and purpose of restructuring. As a result, many buildings provide funding for



training that fits their building focus. For example, one elementary school uses their own money and Monday reallocated time to be trained in process writing.

In addition to training, teachers and others are gaining knowledge through reading and research. As one participant stated, "there's been a better knowledge base developed. Teachers who are changing are readers. The university has played a part. They are readers, inquirers. They are inquiring professionals to a large extent."

Second, participants cited the ability to take risks as a factor related to core technology changes. As one teacher described, "if you have an idea of a strategy you want to use, you can go for it." An elementary teacher was asked, "what do you think is related to teachers feeling comfortable talking about their problems?" The response given reflects the climate for risk provides teachers with the comfort level necessary to experiment with new strategies:

I guess that if you try it once and you're made to feel you're an idiot, then you won't do it again. So I think that just by taking the initial risk, people are finding out that they can survive it and that it helps them. What has created that atmosphere has a lot to do with [our principal]. [She] is a person who will say, "I don't know." I don't know if all the administrators say that. I think that a lot of the K-12 collaborative efforts have helped people be able to know that they're not the experts on everything. If I go to a Social Studies meeting, I don't expect to know more about what's going on K-12 in Social Studies, but I'm able to say, "hey, I don't know, could you tell me?"

Related to being able to take risks, teachers reported that they believe changes occurred because of "the recognition on the part of administration that teachers want to do a good job and are willing to change" and because "people are examining what they're doing and making some significant changes to try to improve on what they're

doing. There's less satisfaction with the status quo. There's a realization that if you don't do something you may end up not surviving." These ideas tie in directly with the district's use of quality principles. In written documents, the district refers to the concept of "kaisan." Trust is the basis of the shift to kaisan; "trust that includes the belief that staff want to change and will change given the training, opportunity, and time necessary for that change."

The concept of kaisan also stresses the importance of time in systemic change. The district's reallocated time enables core technology change to occur because in-services are provided during that time and teachers collaborate and share their experiences on Monday afternoons. Reallocated time is also used for researching new instructional and assessment techniques as well as curriculum alternatives. Several schools use Monday afternoons for training in specific areas related to their goals such as process writing and Japanese math. A participant, commenting on Monday reallocated time, reported that interim outcomes are:

...the result of Monday afternoons because those days were K-12 planning days where K-12 collaboration was emphasized. That's when meetings were able to take place. Reallocated time definitely allowed changes to be implemented. A lot of in-services were held on Monday afternoons. A large number of people were exposed to assessment, cooperative learning, those kinds of things. So reallocated time definitely impacted those changes by exposing teachers to different techniques.

Time also relates to a quality principle, that of constancy of purpose. Data indicate that as time passes and the district's commitment to restructuring does not wane, more stakeholders begin to participate. Many veteran staff members have seen reform movements come and go and felt that "this too shall pass." By maintaining its

vision and a constancy of purpose, the district enables stakeholders to develop their own vision and understanding of restructuring. A comparison of teacher survey results from 1993 and 1994 confirms this finding. Teachers were asked three questions that reflect the relationship between constancy of purpose and teacher commitment. Table 10 presents the results of the two surveys. While other factors are related to the difference in responses, the role time plays in relationship to teacher commitment was mentioned by participants and confirmed by observational data.

Table 10  
Teacher Survey Results: 1993 and 1994

Question	Percent Strongly Agree/Agree	
	1993	1994
School restructuring is a passing fad	26	17.5
I have been an active participant in restructuring activities this year	68	88
I intend to be/remain involved in school restructuring	66	85

Using Anderson's continuum as a guide, the district is placed somewhere

between stages three and four (Table 11). This placement was chosen primarily because the district has not defined its broad student outcomes, a stage three interim change. However, the teachers, schools, and the district have begun to try new approaches, teachers have been given time to plan, and the district recognizes that resources must be allocated to meet the new vision, which are all stage five interim changes. Thus, the district falls somewhere between the two stages.

It should be noted that a theme that emerges across the categories and topics presented in Chapter IV relates to the district's lack of clear, defined student outcomes. The lack of clear student outcomes seems to impact all other changes from roles, relationships, decision making, resource allocation, and most notably, core technology. In summary, a facilitator who works with the District as a part of the Pioneer Schools project seems to have succinctly described the district's core technology interim changes with the statement, "the purpose of the district's restructuring is quite clearly understood but the implementation in the classroom is not quite as great as many think it is."

Table 12 presents the six categories of interim outcomes. The district was placed in stage five, emergence of a new system, in terms of vision/values and decision making. Roles/relationships and policies interim outcomes place the district in stage four, while resource interim outcomes are placed in stage three. Core technology interim outcomes place the district somewhere between stage three, exploration, and stage four, transition. Overall, the district appears to have laid the groundwork for changes in the central areas of restructuring: core technology. All

Table 11

Continuum of Systemic Change: Core Technology

Stage 1 Maintenance of Old System	Stage 2 Awareness	Stage 3 Exploration	Stage 4 Transition	Stage 5 Emergence of New System	Stage 6 Predominance of New System
Emphasis on:  Standard curriculum  Delivery of information  Raising test scores	Recognition that current research is not used in teaching and that education problems are due to broad social, economic, and technological changes	Resources committed to learning new teaching methods; multi-year commitments  New models of assessment explored  Outcomes are defined  Curriculum emphasizes higher learning for all	Teachers, schools, district try new approaches  Teachers given time to plan  Recognition of change needed and resources acquired  Task forces define learning outcomes  Changes assessed	Assessments encourage uneven progress  Graduation based on outcomes  Teaching engages students  On-going teacher development	In most schools:  student learning is active  assessments are focused on outcomes  Teacher and administrator preparation uses outcomes

six categories exceed the first two stages, maintenance of the old system and awareness of the need to change.

Given that an objective of this study was to study the "what" and "how" of restructuring, the change processes related to each interim outcome are presented in Table 13. Several patterns are shown within the table. First, a single change process can relate to more than one category of change. Second, an interim outcome can also serve as a change process. For example, a shared vision is both a "what" and "how" of change because it is an interim outcome and it also serves to facilitate changes in the areas of core technology and decision making.

How do the findings from this study compare to restructuring literature? Chapter V compares and contrasts these findings to confirm and expand what is known about educational restructuring.

Table 12  
Stages of Systemic Change

Category	<u>Stages</u>					
	Stage 1 Maintenance of Old System	Stage 2 Awareness	Stage 3 Exploration	Stage 4 Transition	Stage 5 Emergence of New System	Stage 6 Predominance of New System
Vision/Values					X	
Roles/ Relationships				X		
Decision- Making					X	
Resource Allocation				X		
Policy Alignment			X			
Core Technology				X		

Table 13  
Change Processes and Interim Outcomes

Change Process	Interim Outcomes
Professional Development	Core Technology Roles/Relationships Shared Decision-making
Reading/Research	Values Shared Vision Roles/Relationships Core Technology
Quality Principles	Shared Vision Shared Decision-making Roles/Relationships Shared Decision-making Policy Alignment Resource Allocation
Time	Roles/relationships Core Technology Resource Allocation
Climate for Risk Taking	Values/Vision Roles/Relationships Core Technology
New Roles/Relationships	Core Technology Resource Allocation Shared Decision-making
Shared Vision	Shared Decision-making Core Technology Policy Alignment



## CHAPTER V

### CONCLUSIONS

The purpose of this study was two-fold: (1) to describe interim outcomes that occurred within a restructuring school district as well as the change processes related to each interim outcome; and (2) to confirm or expand what is known about educational restructuring. This chapter compares and contrasts findings within each of six interim change categories with restructuring literature. Secondly, change processes are discussed, with particular attention given to how quality principles can be used to foster systemic change. Finally, Fullan and Miles' (1992) seven propositions for successful systemic change are discussed in relation to this study's findings.

Restructuring has been defined in many ways but the common element seems to be that it calls for a complete transformation in the norms, assumptions, and beliefs Americans hold about education (Ackoff, 1974; Banathy, 1991; Murphy & Schiller, 1992). Past educational reform movements are differentiated from restructuring because the latter challenges the basic assumptions held about education. The purpose of this study was to provide a description of the content and process of systemic change or the "what" and "how" of systemic change. The following sections compare

and contrast what was found within each category of change to restructuring literature.

### Values/Vision

Vision, purpose, and values lie at the heart of restructuring. The literature suggests that school districts personalize their vision to meet their needs. Fullan (1993) recommends that individuals, particularly teachers, develop a personal vision or purpose. Whitaker and Moses (1994) define vision as "an inspiring declaration of a compelling dream" (p. 14). The vision generally articulates the new purposes and values of the redesigned system. Although districts must personalize their vision, core values that undergird an organization's vision remain somewhat constant, according to restructuring literature. Specifically, experts such as Banathy (1991) and Murphy (1991) argue that restructuring calls for creating a system that centers around the learner and maximizes learning for all children.

The district's vision of a learner-centered classroom in a quality system describes its dream and the purposes of the new system. The description participants gave of the district's vision and the purpose of restructuring indicates that they have a consistent understanding of restructuring and why the district wants to change. One of the core values mentioned in restructuring literature focuses on maximizing learning for all children, a strategic goal of the district under study. Findings from this study indicate that the district has begun to take actions that reflect this value but that stakeholders have not yet begun to articulate this value. Findings also suggest

that the district's past successes may inhibit stakeholders' valuing "maximizing learning for all children." Data indicate that some stakeholders still believe that competition must continue to drive the system and that not all children should maximize their learning. Thus, a factor related to adopting the value of maximizing learning for all children seems to be the degree to which a school district has succeeded in the past. The school district's past successes underscore the value it places on excellence but also contribute to the slower adoption of another value, that of maximizing learning for all children. Given the district's context and history, the actions the district has taken to maximize learning for all children serve as a mechanism to change stakeholders' values. Thus, values do not necessarily have to completely change before actions can be taken. In contrast, actions may facilitate the adoption of new values.

A finding related to vision focuses on the dual role shared vision plays. As was noted at the conclusion of Chapter IV, developing a shared vision allows stakeholders to realize other changes, thus making shared vision an interim outcome as well as a change process. The idea that a phenomena can serve as both an interim outcome and a change process is confirmed by Fullan (1993) and Breidenbach (1989).

As an organization's values change and a new vision for the future is created, stakeholders' roles and relationships begin to change.

### Roles and Relationships

Nearly universal agreement exists that restructuring involves developing new

roles and relationships among the system's stakeholders (David, 1989; Elmore, 1990; Murphy, 1991; Newmann, 1993a). Because an interdependence exists between the two variables, they are discussed together. When restructuring is viewed as system redesign, it entails the creation of new roles as well as the development of different responsibilities for each new role (Corbett, 1990). Restructuring also seeks to disrupt existing relationships that are related to unwanted results and replace them with new relationships that are consistent with the system's core values and purposes (Corbett, 1990).

What new roles does the literature prescribe for each stakeholder group?

Students are viewed as workers and thoughtful learners, parents as partners, teachers as leaders, peer coaches, and decision makers, while principals' roles are described as facilitators and curriculum leaders. Central office administrators are to assume the role of service provider (Elmore, 1990; Glickman, 1990; Kirst et al, 1989; Murphy, 1991; Murphy & Hallinger, 1993). Board of Education roles parallel those of Board of Directors—setting strategic visions and reviewing progress toward the vision. Restructuring flattens the organization, making relationships more open and collegial.

The findings of this study confirm what other researchers have found in terms of roles and relationships. The district has described students' roles as: thoughtful learners, collaborative workers, community contributors, and holistically healthy individuals. Teachers' roles have changed and now include peer coach, instructional and curriculum leader, and decision maker. Each principal described her/his role as one of "facilitator." Observational and interview data confirmed that some, but not

all principals, assumed new roles. Central office administrators see themselves as "support staff," providing assistance and encouragement to stakeholders. Teachers and principals also report that central office staff serve schools and individuals by providing technical assistance and direction. The Board of Education views its role as one of enabler; asking committees and schools that present proposals to the Board such questions as "is the change logical, legal, and feasible?" The Board does not want to be a barrier to change, rather it wants to gain an understanding of each change.

As roles change, stakeholders' relationships are altered. One relationship that has been found to be crucial to successful restructuring exists between the teachers' union and the administration. Kerchner and Koppich (1993) have found a new spirit of "professional unionism" in several restructuring school districts. These professional unions shun adversarial relationships with administrators, seek collective solutions to educational problems, and attempt to balance their commitment to teachers' due process and bargaining rights with equal commitments to educational quality (Kerchner & Koppich, 1993). The district under study is characterized by an professional union-administration relationship where the best interest of children serves as the focus for bargaining efforts. The union played an integral role in restructuring from the inception of the change process and continues to remain involved in almost every aspect of restructuring.

In addition, previous research confirms the idea of role reciprocity, a concept discovered in this study which suggests that as one stakeholder group assumes new

roles, other groups are impacted and are asked to change (Breidenbach, 1989). A possible relationship between role development and core technology changes surfaced during this study. This relationship cannot be proved or disproved by this study because hypotheses were not tested. However, data suggest that the greater the change in teachers' and principals' roles and relationships, the greater the change in core technology. Breidenbach (1989) found a relationship between role development and shared decision making, a change category discussed in the next section.

### Decision Making

A review of literature related to decision making and governance reveals two themes: (1) structural decentralization; and (2) devolution of authority (Murphy, 1991). The former entails breaking the school system into its smaller parts, most notably schools, which are assumed to be more responsive to stakeholders. Devolution of authority means that schools are given the opportunity to exercise more responsibility for their own fate (Beare, 1989). One mechanism school districts can use to facilitate governance changes is to encourage shared decision making.

Evidence indicates that the district has begun to decentralize the system and decrease central office authority over schools. As greater decision making authority has been given to schools, each school has made attempts to involve teachers, parents, and support staff in the decision making process. Chapter Four describes the variety that exists among the district's seven buildings in terms of shared decision making. This study also revealed a potential relationship between teachers' and principals' role

development and the extent to which decisions are shared among all the stakeholder groups.

Data also suggest that the district has shared decisions related to items such as parking lot construction, training, and the budget. Evidence does not exist to show that the district has initiated shared decision making related to core technology changes such as what assessments to use and what core curriculum to adopt. This finding however does confirm the idea that change occurs in stages and that decisions related to core technology happen in the later stages of change, after the vision has been internalized by a majority of stakeholders and core values have been adopted to support changes in the areas of instruction, curriculum, and assessment. This finding also illustrates the obvious — that decisions about core technology cannot be made until stakeholders, most notably teachers, are ready to change instruction, curriculum, and assessment, which has not occurred on a widespread basis. Changes in core technology also impact other areas, such as policy alignment.

### Policy Alignment

Policies in a traditional school system focus on textbook selection, standardized teaching and testing, and comparing schools on student achievement. Policies in restructuring school systems support ongoing improvement, high student standards, learning outcomes, and alternative assessments (Anderson, 1993).

Data collected for this study indicate that the district is aware of the need for changing its policies to reflect its vision of a learner-centered classroom in a quality

system but that action has not yet been taken to adopt the type of policies suggested by Anderson (1993). As has been mentioned several times throughout this study, the categories of change are interconnected. In the case of policy alignment, the degree to which stakeholders assume new roles impacts policy changes. Similarly, the extent to which instruction, curriculum, and assessments have changed also impacts policy alignment.

Because the district has not experienced widespread change in core technology (instruction, curriculum, and assessment), policy alignment has not yet occurred in those areas. However, policies related to teachers' working conditions have been modified through contract modifications called letters of agreement which amend the contract between the teachers' union and the administration. This mechanism has been used by the district to adopt policies related to its reallocated time plan which impacted teachers' working conditions. During restructuring, numerous letters of agreement have been negotiated as a means of adopting policies related to teachers' work.

### Resource Allocation

Several resources have been found to salient issues in the restructuring process: (a) time; (b) money; (c) space; and (d) assistance (Fullan & Miles, 1992). Time is needed to learn about and practice new strategies and roles; money is needed for training, substitutes, and new materials; different space arrangements are needed to accommodate different groupings of students and the use of technology; and



assistance from external and internal sources provides motivation to sustain restructuring.

Perhaps more than any other category of change, this study confirms the idea that resources and their use are critical to systemic change. Perhaps the most obvious change the district made is to reallocate time so that teachers, principals, and administrators can learn about change, practice new roles, and adopt new teaching and assessment strategies. When participants were asked what factors they believed to be related to changes that had occurred, the district's reallocated time plan was mentioned consistently in relationship to every category of change. Reallocated time allowed teachers and principals to use other change strategies such as reading about and researching restructuring, visiting other schools, and collaboration.

The district also has made a concerted effort to secure outside funding for restructuring through public and private grants. The Director of Restructuring is specifically charged with seeking grants but many buildings sought and received grants on their own. External and internal assistance has also been used as a resource to promote change, especially in the area of core technology.

### Core Technology

As was stated in Chapter IV, core technology consists of instruction, curriculum, and assessment. Conley (1993) refers to these three components as the three central variables of restructuring and argues that changes in the preceding categories facilitate core technology changes. The latter then directly impacts

improvements in student outcomes, the ultimate goal of restructuring.

Instructional changes discovered in this study parallel those described in the literature. The latter calls for instructional changes that are premised on the shift from a teacher-centered pedagogy to a learner-centered pedagogy, de-emphasizing the delivery system and stressing the student (Murphy, 1991). Moore-Johnson (1990) and David (1989) recommend the following changes: alternative student grouping arrangements; greater use of cooperative learning, multiple intelligences, and authentic assessment; interdisciplinary teacher teaming; and hands-on, experiential learning. Data confirm that the district has used cooperative learning, multiple intelligences, interdisciplinary teaming, integrated thematic instruction, and cross-grade grouping. Scheduling constraints inhibit secondary teachers from using some of the techniques to the extent elementary teachers use them. The district's junior high implemented an interdisciplinary team approach, dividing students into four groups, each staffed by a core team of four teachers. Two interdisciplinary teams also were implemented at the high school.

Related to curriculum, Murphy (1991) describes six curriculum related changes that schools can expect through restructuring: (1) expanded use of a core curriculum; (2) creation of content which is more linked among the disciplines; (3) stress on depth of coverage; (4) greater attention to higher order thinking skills; (5) expanded methods of student assessment; and (6) more teacher choice. The findings of this study reveal that the district's curriculum has changed only slightly during restructuring. Mathematics and Science student outcomes were developed but

curricula in those areas, and other subjects, have not been redesigned. The district appears to realize that higher order thinking skills must be incorporated into its curriculum, as evidenced by observational notes and written documents. The district also has experimented with expanded assessment techniques and lastly, has provided teachers with the opportunity to participate in the curriculum redesign process.

Several factors may explain why the district has not experienced extensive change in core technology. First, the district has taken an approach to change that allows for voluntary participation. That is, stakeholders are not forced or required to participate in any restructuring related activities. The district's approach has been to use the overall vision and underlying values to facilitate individual's development of a shared vision and a personal understanding of restructuring means to them. As individuals create their personal vision and begin to take responsibility for ensuring that the desired future state is reached, core technology changes are realized. However, as Fullan (1993) and the district realize, this personal journey can take several years during which time roles and relationships change, decisions are shared, and policies are aligned. These interim changes combine to impact core technology changes which in turn help the district realize its vision.

Because of the time it takes to realize core technology changes, this study did not seek to establish a clear link between each of the categories and student outcomes. The relationship between interim changes and student outcomes can be tested as the district continues its restructuring.

### Change Processes

The district uses many of the change processes suggested in restructuring literature such as developing a shared vision, reading about and researching systemic change, visiting other restructuring school districts, providing time for planning, sharing, and experimentation, and professional development (Fullan, 1993, Murphy, 1991, and Elmore, 1990). Perhaps the one change process that provides new insights into how change can be facilitated is the district's use of quality principles given that quality principles were frequently cited by participants when they were asked why a change occurred.

Specifically, evidence (interview transcripts, observations, and existing documentation) confirms the district's use of several quality principles: providing a constancy of purpose, eliminating fear, breaking down barriers among departments, schools, grade levels, and the community and district, developing a climate where risks can be taken, instituting leadership at all levels of the school system, and instituting training. These change processes directly reflect several of Deming's (1986) 14 points which he contends guide systemic change.

A debate seems to be brewing within the field of educational reform about the appropriateness of quality in education. Opponents focus on the technical, statistical process control aspects of total quality and argue that teachers have neither the time nor the expertise to integrate such techniques into the classroom. This study confirms this contention. However, the findings of this study indicate that the philosophical

underpinnings of total quality and Deming's 14 points can indeed provide the foundation for a "quality system," which is the district's vision. This finding suggests that quality principles can be used as this district uses them—as change processes and as methods to create a system in which learner-centered classrooms can be developed. The district's vision seems to say that educationally-based techniques such as cooperative learning, multiple intelligences, strategic teaching, and authentic assessment are components of a learner-centered classroom. The "quality system" that supports the learner-centered classroom is created and sustained by creating constancy of purpose, adopting a new philosophy, driving out fear, breaking down barriers, adopting leadership, and instituting training—six of Deming's (1986) 14 points. Conversations with several district staff persons indicate that they believe that quality should be implemented in the classroom in a way many opponents decry. However, the data collected for this study contradict such beliefs as teachers have not yet begun to use statistical process control procedures in the classroom while Deming's 14 points serve as a driving force in creating a quality system.

What other factors relate to creating and sustaining a quality system? The next section describes propositions essential to successful educational restructuring.

### Seven Propositions

As was mentioned in Chapter I, Liebermann and Miller (1990) contend that researchers must begin to understand what matters and what works in educational restructuring. As a way of addressing this need, the work of Fullan and Miles (1992)

is compared to this study's findings to begin to provide empirical evidence to support or question restructuring theories. Fullan and Miles (1992) compiled their work on school systemic change and developed seven propositions they contend must be reflected in the thinking and actions of those involved in change efforts. The seven propositions are used as a benchmark, against which this study's findings are compared and contrasted, in an effort to further describe the district's restructuring and to expand and confirm what is known about restructuring.

### Change Is Learning

"Change is learning, filled with uncertainty" according to Fullan and Miles (1992, p. 749) who contend that change means coming to grips with new personal meaning, thus making change a learning process. Allowing stakeholders to grow means that persons must be provided opportunities to develop their own personal meaning of what restructuring means to them and what individual innovations such as total quality and authentic assessment mean to them. Through learning and experimentation come confusion and uncertainty. Huberman and Miles (1984) found that absence of uncertainty early in systemic change was a signal that only tinkering was occurring, not systemic change. Fullan and Miles (1992) discuss the importance of developing a climate that encourages risk-taking. They state, "people will not venture into uncertainty unless there is an appreciation that difficulties encountered are a natural part of the process" (p. 749).

Data collected for this study indicate that the district's early years of

restructuring brought both uncertainty and confusion. Interview and observational data support the contention that the district experienced confusion similar to that described by Fullan and Miles (1992) in the first several years of restructuring. Confirming this confusion, three central office administrators wrote an article which describes the disruption and confusion restructuring causes. The article illustrates that the district does not shy away from confusion. Rather the district acknowledges the discomfort some people may have during change. Creating a climate where risk-taking is encouraged is one way the district has attempted to ease the discomfort and uncertainty of restructuring. Such an environment provides stakeholders with a sense of certainty because they know that their actions will not be viewed positively one day and negatively the next.

#### Change Is a Journey, Not a Blueprint

Research suggests that over-reliance on plans means failure of educational reform. The message Fullan and Miles (1992) offer is that school systems should toggle back and forth between planning and acting and should view strategy as a flexible tool rather than a "semi-permanent expansion of the mission" (p. 749). The idea is not to plan and then do but to do and then plan.

The superintendent of the school district under study seems to have internalized this proposition as he continuously talked about the lack of a model or plan to guide restructuring. School board members interviewed for this study mentioned that in the early days of restructuring they consistently asked the

superintendent for the "blue-print" that was guiding the change process. Board members report they now understand that because solutions are not necessarily known in advance, a blue print cannot exist. Figure 4 in Chapter Four also illustrates how the district's restructuring allows schools and individuals to develop their own path to a learner-centered classroom in a quality system.

### Problems Are Our Friends

Restructuring brings with it problems and uncertainty. To deal with problems that arise, Fullan and Miles (1992) contend that organizations must take the mind-set that "problems are our friends" and develop deep coping skills that enable the system to deal with problems in different ways. For instance, deep coping skills allow schools to cultivate personal capacity through training. One deep coping mechanism Fullan and Miles (1992) suggest is a coordinating or steering committee that actively tracks problems and monitors the results of coping efforts.

The district, through its Oversight Committee, developed deep coping skills which are illustrated by: encouraging schools to design and fund their own training; implementing interdisciplinary teams at the junior high; and redesigning schedules by reallocating time on Monday afternoon and extending the school year. Fullan and Miles (1992) state, "it's important to note that successful schools did not have fewer problems than other schools—they just coped with them better," (p. 750). The enemies of good coping include passivity, denial, avoidance, and fear of being seen as too radical. Good coping is active, assertive, and inventive. Good coping skills allow



organizations to go to the root of the problem, when needed.

While the district has made efforts to use good coping skills, it does not always go to the heart of the problem as evidenced by the district's inaction with respect to several buildings that many stakeholders, including central office staff, consistently characterized as being in need of assistance. Participants mentioned that during the 1994-95 school year, the district will apply deep coping skills to assist those buildings. However, action was not taken during this study to address each school's needs.

#### Change Is Resource Hungry

Change requires additional resources for training, substitutes, new materials, new space, and for time, which has been found to be the most critical resource in restructuring. Fullan and Miles (1992) reviewed the literature and concluded that time is *the* salient issue because time is money and time is energy. Research indicates that change is successful when the extra energy requirements of change are met through release time or through a redesigned schedule that provides time for the extra work of restructuring. Time is also money. Fullan and Miles (1992) report that restructuring big-city high schools requires an annual investment of between \$50,000 and \$100,000.

Assistance in the form of training, facilitating, and coaching can also be thought of as a resource. Research has found that successful schools used at least 30 days a year of external assistance and also used more internal assistance. Content

resources such as teaching for understanding and empowerment are also characterized as resources. Last, psycho-social resources include support, commitment, and power. Fullan and Miles (1992) remind schools that they must engage in "resourcing," the active search for resources that meet the needs of the district, schools, and individuals.

The district under study incorporates this proposition in several ways. First, its reallocated time plan provides time for stakeholders, particularly teachers, to "work on change." Secondly, outside funding in the form of federal, state, and private foundation grants supports the district's restructuring efforts. Third, external assistance is provided by facilitators and trainers in the areas of visioning/futuring, systemic change, total quality, decision making, and various instructional and assessment strategies. Internal assistance is also provided by central office staff. Fourth, the district, from the beginning of its restructuring, has aggressively "resourced" by seeking funding and other resources. As a means of facilitating its "resourcing," the district expanded an Assistant Superintendent's title to include Director of Restructuring and assigned several functions, one of which includes securing resources to meet the needs of the district's restructuring.

#### Change Requires the Power to Manage It

As Fullan and Miles (1992) point out, systemic change initiatives do not run themselves. Several factors seem essential in implementing successful restructuring. First, the management of change runs smoothest when it is carried out by a cross-role

group made up of teachers, administrators, parents, and students. Second, such a cross-role group needs legitimacy--in other words a clear license to oversee or steer the change process. Third, everyone has to learn to take the initiative and not stand back and complain about the status quo, to trust peers, and to live with uncertainty. Fourth, change efforts are most likely to succeed when the process is a collaborative one with parents and the community. In order for teachers to make changes that will benefit students, teachers and other stakeholders must be able to make changes at the school level.

The district under study created and continues to use its Oversight Committee to monitor the restructuring process. The Committee is comprised of parents and community members, teachers from each school, and several teachers' union representatives. The Committee was given a clear mandate and is seen by stakeholders as a legitimate group. Third, data indicate that participants began to take advantage of opportunities to empower themselves and thereby exert influence over their future and the future of students. Fourth, parents and community members are assuming new roles and new relationships with the district so that restructuring is a collaborative process.

### Change Is Systemic

Two elements make change systemic: (1) a focus on the development and maintenance of the interrelationships among the system's components: curriculum; instruction; assessment; roles; relationships; rules; governance; policies; among

others; and (2) a focus on the culture of the system not just on the surface issues of structure, policy, and regulations (Fullan & Miles, 1992). Thus, restructuring can be seen as "reculturing." During systemic change, schools supported by their districts, should avoid ad hoc inventions and instead focus on a variety of short and long term activities and strategies such as visioning, professional development, curriculum redesign, and development of alternative assessments.

The systemic nature of the district's restructuring is evidenced by its efforts to connect the six categories described in Chapter IV and by its attempt to reculture the district and its seven schools. The district uses systems thinking and quality principles to develop stakeholders' holistic view of the educational system and to avoid a piecemeal approach to change. During the initial stages of restructuring, the district asked stakeholders to question the system's underlying beliefs and assumptions. The result was the district's vision of a learner-centered classroom in a quality system. The values that support this vision include maximizing learning for all children, opening the system to all stakeholders, providing a quality education that meets the needs of students in the 21st century, developing life-long learners, using research-based instructional and assessment techniques, and eliminating fear so that a climate of risk taking can be created.

#### All Large-Scale Change Is Implemented Locally

The previous six propositions underscore the idea that "local implementation by everybody — teachers, principals, parents, and students — is the only way that

change happens" (Fullan & Miles, 1992, p. 752). Two cautions arise from this idea: (1) any interest in systemic change must be accompanied with an interest with how it is implemented locally; and (2) do not assume that only the local level is important and hand over all responsibility to individual schools. Fullan and Miles (1992) suggest that extra-local agencies have a different role to play in bringing change about.

While this study did not investigate the role of extra-local agencies, the district does use several non-local agencies to facilitate restructuring. Private foundations provide funding and training programs, state teacher associations provide assistance through programs, and a near-by university expands stakeholders' knowledge base by facilitating inquiry.

### Summary

Overall, the findings of this study confirm much of what is known about educational restructuring. The six interim outcomes that were identified (values/vision, roles/relationships, decision making, policy alignment, resource allocation, and core technology) are common elements of systemic change. The values which are beginning to form the foundation of the new system reflect those Banathy (1991) addresses in his work. The school district's image of a learner-centered classroom nestled in a quality system is supported by stakeholders values such as maximizing learning for all children, emphasizing life-long learning, gaining input from all stakeholders, and high student achievement.

The change processes the school district uses, which include reading about and researching restructuring, providing time for collaboration and practicing new roles, offering varied professional development opportunities, creating a climate that encourages risk taking, and developing a shared vision, are discussed in restructuring literature as effective means to bring about change. One insight gained through this study relates to how quality principles facilitate change in educational settings. The findings indicate that quality principles such as providing a constancy of purpose, eliminating fear, breaking down barriers among departments, schools, grade levels, and the community, instituting leadership at all levels of the district, providing training, and creating an environment which values risk taking play a critical role in this district's restructuring efforts and impacted many of the interim changes described herein.

The study's findings also support Fullan and Miles' (1992) contentions related to the importance of their seven propositions as the school district's restructuring efforts reflect the seven propositions. Now that this benchmark study has been completed, the school district should monitor student performance to determine whether improvements occur in the coming years. Only then can restructuring theories truly be tested.

**Appendix A**  
**Informed Consent Forms**

## INFORMED CONSENT FORM FOR INTERVIEWS

Western Michigan University  
 Department of Educational Leadership  
 Principal Investigator: Dr. Eugene Thompson  
 Research Associate: Meg V. Blinkiewicz

I have been invited to participate in a research project entitled "School Restructuring: A Case Study." I understand that this research is intended to describe the changes that have occurred within a restructuring school district. I further understand that this project is Meg Blinkiewicz's dissertation project.

My consent to participate in this project indicates that I will be asked to attend two interview sessions with Ms. Blinkiewicz. I will be asked to meet with Ms. Blinkiewicz for these sessions at \_\_\_\_\_ (name of appropriate school). The interviews will involve discussing changes that I have observed and also what content areas and change processes are related to those changes.

As in all research, there may be unforeseen risks to the participant. If an accidental injury occurs, appropriate measures will be taken; however, no compensation or treatment will be made available to the participant except as otherwise stated in this consent form.

One potential benefit from my participation is that I, along with the school district as a whole, may better understand our restructuring efforts. I also understand that other school districts may also be able to benefit from this study.

I understand that all the information collected from me is confidential. That means that my name will not appear on any papers on which this information is recorded. The forms will all be coded and Ms. Blinkiewicz will keep a separate master list with the names of participants and the corresponding code numbers. Once the data are collected and analyzed, the master list will be destroyed. All other forms will be retained for three years in a locked file in the research associate's office.

I understand that I may refuse to participate or quit at any time during the study without prejudice or penalty. If I have any questions or concerns about this study, I may contact either Dr. Eugene Thompson at (616) 387-3839 (office) or Meg Blinkiewicz at (616) 387-5907 (office) or (616) 375-0146 (home). I may also contact the Chair of the Human Subjects Institutional Review Board (616-387-8293) or the Vice President of Research (616-387-8298) at Western Michigan University with any concerns I may have. My signature below indicates that I understand the purpose and requirements of the study and that I agree to participate.

\_\_\_\_\_  
 Signature

\_\_\_\_\_  
 Date



## TEACHER INFORMED CONSENT FORM FOR CLASSROOM OBSERVATIONS

Western Michigan University  
Department of Educational Leadership  
Principal Investigator: Dr. Eugene Thompson  
Research Associate: Meg V. Blinkiewicz

I have been invited to participate in a research project entitled "School Restructuring: A Case Study." I understand that this research is intended to describe the changes that have occurred within a restructuring school district. I further understand that this project is Meg Blinkiewicz's dissertation project.

My consent to participate in this project indicates that I will be asked to be observed in my classroom by Ms. Blinkiewicz. The observations will involve Ms. Blinkiewicz documenting new or different teaching strategies I use in my classroom. I understand she will take notes to describe the activity or instructional technique in order to confirm changes that have occurred within our school district.

As in all research, there may be unforeseen risks to the participant. If an accidental injury occurs, appropriate measures will be taken; however, no compensation or treatment will be made available to the participant except as otherwise stated in this consent form.

One potential benefit from my participation is that I, along with the school district as a whole, may better understand our restructuring efforts. I also understand that other school districts may also be able to benefit from this study.

I understand that all the information collected from me is confidential. That means that my name will not appear on any papers on which this information is recorded. The forms will all be coded and Ms. Blinkiewicz will keep a separate master list with the names of participants and the corresponding code numbers. Once the data are collected and analyzed, the master list will be destroyed. All other forms will be retained for three years in a locked file in the research associate's office.

I understand that I may refuse to participate or quit at any time during the study without prejudice or penalty. If I have any questions or concerns about this study, I may contact either Dr. Eugene Thompson at (616) 387-3839 (office) or Meg Blinkiewicz at (616) 375-0146. I may also contact the Chair of the Human Subjects Institutional Review Board (616) 387-8293 or the Vice President of Research (616) 387-8298 at Western Michigan University with any concerns I may have. My signature below indicates that I understand the purpose and requirements of the study and that I agree to participate.

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Signature

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Date

## PRINCIPAL INFORMED CONSENT FORM FOR MEETING OBSERVATIONS

Western Michigan University  
Department of Educational Leadership  
Principal Investigator: Dr. Eugene Thompson  
Research Associate: Meg V. Blinkiewicz

I have been invited to participate in a research project entitled "School Restructuring: A Case Study." I understand that this research is intended to describe the changes that have occurred within a restructuring school district. I further understand that this project is Meg Blinkiewicz's dissertation project.

My consent to participate in this project indicates that Ms. Blinkiewicz will observe a meeting which occurs in my building. The observations will involve Ms. Blinkiewicz documenting change processes that participants use. I understand she will take notes to describe meeting activities in order to confirm changes that have occurred within our school district.

As in all research, there may be unforeseen risks to the participant. If an accidental injury occurs, appropriate measures will be taken; however, no compensation or treatment will be made available to the participant except as otherwise stated in this consent form.

One potential benefit from my participation is that I, along with the school district as a whole, may better understand our restructuring efforts. I also understand that other school districts may also be able to benefit from this study.

I understand that all the information collected from me is confidential. That means that my name will not appear on any papers on which this information is recorded. The forms will all be coded and Ms. Blinkiewicz will keep a separate master list with the names of participants and the corresponding code numbers. Once the data are collected and analyzed, the master list will be destroyed. All other forms will be retained for three years in a locked file in the research associate's office.

I understand that I may refuse to participate or quit at any time during the study without prejudice or penalty. If I have any questions or concerns about this study, I may contact either Dr. Eugene Thompson at (616) 387-3839 (office) or Meg Blinkiewicz at (616) 375-0146. I may also contact the Chair of the Human Subjects Institutional Review Board (616-387-8293) or the Vice President of Research (616-387-8298) at Western Michigan University with any concerns I may have. My signature below indicates that I understand the purpose and requirements of the study and that I agree to participate.

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Signature

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Date

SUPERINTENDENT INFORMED CONSENT FORM FOR EXISTING  
DOCUMENTATION

Western Michigan University  
Department of Educational Leadership  
Principal Investigator: Dr. Eugene Thompson  
Research Associate: Meg V. Blinkiewicz

I have been invited to participate in a research project entitled "School Restructuring: A Case Study." I understand that this research is intended to describe the changes that have occurred within a restructuring school district. I further understand that this project is Meg Blinkiewicz's dissertation project.

My consent to participate in this project indicates that Ms. Blinkiewicz will review existing documents (policies, procedures, curriculum materials) in order to confirm changes that have occurred within our school district.

As in all research, there may be unforeseen risks to the participant. If an accidental injury occurs, appropriate measures will be taken; however, no compensation or treatment will be made available to the participant except as otherwise stated in this consent form.

One potential benefit from my participation is that I, along with the school district as a whole, may better understand our restructuring efforts. I also understand that other school districts may also be able to benefit from this study.

I understand that all the information collected from me is confidential. That means that my name will not appear on any papers on which this information is recorded. The forms will all be coded and Ms. Blinkiewicz will keep a separate master list with the names of participants and the corresponding code numbers. Once the data are collected and analyzed, the master list will be destroyed. All other forms will be retained for three years in a locked file in the research associate's office.

I understand that I may refuse to participate or quit at any time during the study without prejudice or penalty. If I have any questions or concerns about this study, I may contact either Dr. Eugene Thompson at (616) 387-3839 (office) or Meg Blinkiewicz at (616) 375-0146. I may also contact the Chair of the Human Subjects Institutional Review Board (616-387-8293) or the Vice President of Research (616-387-8298) at Western Michigan University with any concerns I may have. My signature below indicates that I understand the purpose and requirements of the study and that I agree to participate.

---

Signature

---

Date

## PRINCIPAL INFORMED CONSENT FORM FOR CLASSROOM OBSERVATIONS

Western Michigan University  
Department of Educational Leadership  
Principal Investigator: Dr. Eugene Thompson  
Research Associate: Meg V. Blinkiewicz

I have been invited to participate in a research project entitled "School Restructuring: A Case Study." I understand that this research is intended to describe the changes that have occurred within a restructuring school district. I further understand that this project is Meg Blinkiewicz's dissertation project.

My consent to participate in this project indicates that a teacher in my school building will be asked to be observed by Ms. Blinkiewicz. The observations will involve Ms. Blinkiewicz documenting new or different teaching strategies used in the identified teacher's classroom. I understand she will take notes to describe the activity or instructional technique in order to confirm changes that have occurred within our school district.

As in all research, there may be unforeseen risks to the participant. If an accidental injury occurs, appropriate measures will be taken; however, no compensation or treatment will be made available to the participant except as otherwise stated in this consent form.

One potential benefit from my participation is that I, along with the school district as a whole, may better understand our restructuring efforts. I also understand that other school districts may also be able to benefit from this study.

I understand that all the information collected from me is confidential. That means that my name will not appear on any papers on which this information is recorded. The forms will all be coded and Ms. Blinkiewicz will keep a separate master list with the names of participants and the corresponding code numbers. Once the data are collected and analyzed, the master list will be destroyed. All other forms will be retained for three years in a locked file in the research associate's office.

I understand that I may refuse to participate or quit at any time during the study without prejudice or penalty. If I have any questions or concerns about this study, I may contact either Dr. Eugene Thompson at (616) 387-3839 (office) or Meg Blinkiewicz at (616) 375-0146. I may also contact the Chair of the Human Subjects Institutional Review Board (616) 387-8293 or the Vice President of Research (616) 387-8298 at Western Michigan University with any concerns I may have. My signature below indicates that I understand the purpose and requirements of the study and that I agree to participate.

---

Signature

---

Date

Appendix B  
Interview Protocol

## INTERVIEW QUESTIONS: CENTRAL OFFICE ADMINISTRATORS

1. What is your position?
2. How long have you been in education? In your position with Lakeview?
3. Please tell me about your involvement with restructuring activities. Go back as far as you think appropriate.
4. What do you understand the purpose of Lakeview's restructuring to be?
5. What do you consider Lakeview's core values?
6. What changes have occurred?
  - Have you or your staff assumed new roles?
  - Have you and your staff developed new relationships?
  - Have you and your staff developed new relationships with other persons/departments?
  - Have any policies/procedures changed?
7. What content areas and change processes are related to each of the changes identified in question # 6?
8. How do you communicate Lakeview's vision?

## INTERVIEW QUESTIONS: PRINCIPALS

1. What is your position?
2. How long have you been in education? In your position with Lakeview?
3. Please tell me about your involvement with restructuring activities. Go back as far as you think appropriate.
4. What do you understand the purpose of Lakeview's restructuring to be?
5. What do you consider Lakeview's core values?
6. What changes have occurred?
  - Have you or your staff assumed new roles?
  - Have you and your staff developed new relationships?
  - Have you and your staff developed new relationships with other persons/departments?
  - Have any policies/procedures changed?
7. What content areas and change processes are related to each of the changes identified in question # 6?
8. How do you communicate Lakeview's vision?

## INTERVIEW QUESTIONS: TEACHERS

1. What is your position?
2. How long have you been in education? In your position with Lakeview?
3. Please tell me about your involvement with restructuring activities. Go back as far as you think appropriate.
4. What do you understand the purpose of Lakeview's restructuring to be?
5. What do you consider Lakeview's core values?
6. What changes have occurred? Please give examples.
  - Have you assumed new roles?
  - Have you developed new relationships (with teachers, principals, administrators, parents, students)
  - Have any policies/procedures changed?
  - Have you been involved with curricular changes?
  - Have you implemented new/different teaching or assessment strategies in your classroom?
7. What content areas and change processes are related to each of the changes identified in question # 6?



## INTERVIEW QUESTIONS: PARENTS

1. How many children do you have in the Lakeview school system? What grades?
2. How long have you lived in the Lakeview school district?
3. Please tell me about your involvement with restructuring activities. Go back as far as you think appropriate.
4. What do you understand the purpose of Lakeview's restructuring to be?
5. What do you consider Lakeview's core values?
6. What changes have occurred? Please give examples.
  - Have you assumed new roles?
  - Have you developed new relationships (with teachers, principals, administrators, parents, students)
  - Have any policies/procedures changed?
  - Have you been involved with curricular changes?
  - Have you witnessed new/different teaching or assessment strategies in the classroom?
7. What content areas and change processes are related to each of the changes identified in question # 6?

## Appendix C

### Protocol Clearance From the Human Subjects Institutional Review Board

Human Subjects Institutional Review Board



Kalamazoo, Michigan 49008-3899  
616 387-8293

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## WESTERN MICHIGAN UNIVERSITY

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Date: January 25, 1994

To: Meg Blinkiewicz

From: M. Michele Burnette, Chair

A handwritten signature in black ink, appearing to read "M. Michele Burnette".

Re: HSIRB Project Number 93-12-15

This letter will serve as confirmation that your research project entitled "School restructuring: A case study" has been approved under the exempt category of review by the Human Subjects Institutional Review Board. The conditions and duration of this approval are specified in the Policies of Western Michigan University. You may now begin to implement the research as described in the application.

You must seek reapproval for any changes in this design. You must also seek reapproval if the project extends beyond the termination date.

The Board wishes you success in the pursuit of your research goals.

Approval Termination: January 25, 1995

xc: Thompson, Ed. Leadership

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