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University of Massachusetts Amherst

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ROAD MAP OR MAZE?
ONE SCHOOL'S EXPERIENCE OF RESTRUCTURING
WITHIN THE
MASSACHUSETTS CARNEGIE SCHOOLS GRANT PROGRAM

A Dissertation Presented

by

MALCOLM L. PATTERSON

Submitted to the Graduate School of the
University of Massachusetts in partial fulfillment
of the requirements for the degree of

DOCTOR OF EDUCATION

February 1992

School of Education

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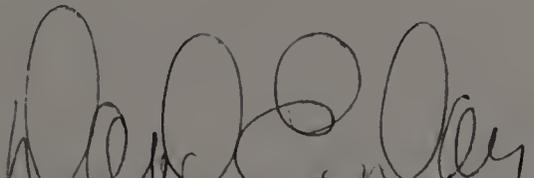
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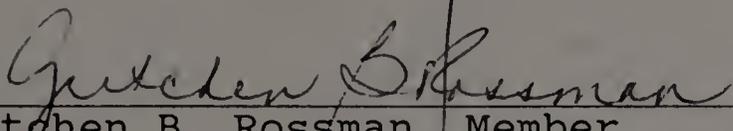
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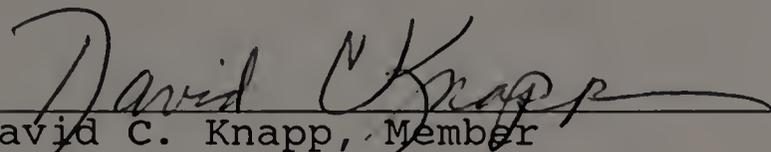
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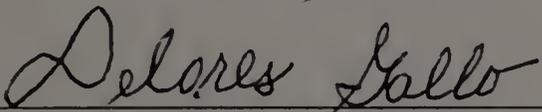
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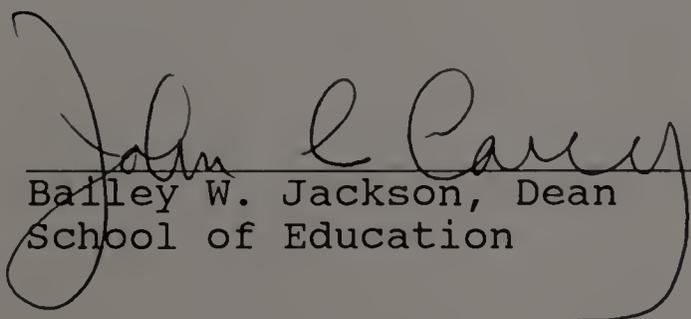
Gretchen B. Rossman, Member



David C. Knapp, Member



Delores Gallo, Member



Bailey W. Jackson, Dean
School of Education

DEDICATION

Dedicated to wife Joyce,
the love of my life;
and to daughter Amy and son David,
the lights of my life.

ACKNOWLEDGEMENTS

For their intellectual stimulation, wise counsel, and emotional support throughout this research, I wish to express sincere appreciation to the members of my

Dissertation Committee:

Dr. David E. Day

Dr. Gretchen B. Rossman

Dr. David C. Knapp

Dr. Delores Gallo

Malcolm L. Patterson

ABSTRACT

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FEBRUARY 1992

MALCOLM L. PATTERSON, B.A., BOSTON UNIVERSITY, M.Ed.,

BOSTON UNIVERSITY, M.A., UNIVERSITY OF MASSACHUSETTS,

Ed.D., UNIVERSITY OF MASSACHUSETTS

Directed by: Professor David E. Day

Although by reputation and performance an effective school, the staff and principal of Adams School in Northtown, Massachusetts sought and won a state-funded grant for school restructuring. Seeking increased autonomy and "more say," the Massachusetts Carnegie Schools Grant Program was seen as a vehicle to facilitate and legitimize the reform-type activities already in progress at the school.

The complexity of the restructuring process soon became apparent. Certain staff referred to as "the doubters" questioned the feasibility of restructuring. Lacking a real transfer of power to the school site confirmed the doubters' skepticism. Encountering numerous obstacles, the complex process of restructuring is seen as more analogous to moving through a maze than following a road map.

Major elements of restructuring emerge within this school's model. Grade-level teams coordinated through a central school governance team facilitate shared decision-making and planning by principal, teachers, and parents. Students are also empowered through classroom forums and a student council.

Despite the auspices of a state-sponsored grant awarded to a good school with strong leadership, motivated staff, strong parental support, and a proven record of instructional effectiveness, successful restructuring is not assured. Lacking the power to effect radical change, people in this setting were limited to small scale "tinkering" rather than restructuring.

A summary of data suggests that:

1. Cultural readiness of the community, school district and school site are critical to successful restructuring. A real transfer of power may not be possible without such readiness.
2. Restructuring involves a redefinition of roles and relationships among people -- particularly that between teacher and parent; teacher and principal.
3. The opportunity for developing inter-personal relationships among roles can be a valuable by-product of the training process.
4. Inclusion of all "stakeholders" especially central office personnel, school board members, and

less-involved parents is essential for successful restructuring.

5. Models of school restructuring developed within The Massachusetts Carnegie Schools Grant Program may be of limited value. Restructuring as a strategy for improving the effectiveness of less successful schools is not demonstrated within this model.

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CHAPTER I

THE PROBLEM

Introduction

The effectiveness of American public education has been the focus of much attention and debate in the last decade. Perhaps most alarming to some is the world-wide economic revolution now in progress that is knowledge-based rather than labor-intensive. Already, other countries like Japan and Germany are recognized as major competitors due to the dramatic and rapid rise in their relative economic power and wealth. With education seen as key to economic security in the emerging information age (Carnegie, 1986), America is a nation economically at risk given current inadequacies and ineffectiveness of its public educational system (Nation at Risk, 1983).

Traditional top-down governance structures of American organizations -- both educational and business -- are now being reexamined in light of a rapidly changing world order. Researchers like John Naisbitt (1982) and Rosabeth Moss Kanter (1983), for example, note that in the face of enormous world-wide change American corporations are experiencing an organizational renaissance. The traditional hierarchal corporate models that promoted segmentalism, isolated departments and levels within organizations, and functioned for the operant environmental conditions of the

1890s to the 1920s, are now obsolete. Central to the survival of organizations of the future is innovation. Organizations of the future will need to transcend the past; to become more integrative in nature and capitalize on the skills and creativity of their human resources (Naisbitt, 1982; Kanter, 1983).

In a similar manner, the organizational structure of American public schools has, also, come under scrutiny. The influence of the "factory model" in the organization of public schools is undeniable. The Carnegie Forum (1986) concludes that within the new "knowledge-based" economy, the demand for highly skilled workers is growing while our pool of skilled people grows smaller. Therefore, American mass-education of the past cannot succeed in the education-driven society of the future.

Statement of Problem

Within this context of concern, the notion of restructuring schools as a means of promoting enhanced organizational effectiveness has gained national attention. Restructuring of public schools is a concept that is clearly supported in the literature of organizational research. While "restructuring" is a word frequently invoked, its definition remains unclear. The term is generally misunderstood and lacks concrete substance (Armstrong, 1988).

Each of us has a different notion of what restructuring means; there is no official definition (Brandt, 1990:3).

A dearth of documentation continues to exist in the practical application of the theoretical frameworks of restructuring. Most efforts at restructuring from which one might gain insight to the practical issues of planning, implementation, and prospects for success remain isolated and scattered.

This case study is an attempt to bring additional clarity and insight to the on-going school restructuring phenomenon in America. It is a documentation of the experiences of people in one public school setting engaged in a school restructuring effort.

The selected school site is part of an incentive grant initiative by the Commonwealth of Massachusetts Department of Education known as the Carnegie Schools Program. Authorized by the Massachusetts Legislature in January of 1988, Section 8 of Massachusetts General Laws Chapter 727 (An Act Enhancing the Teaching Profession and Recognizing Educational Achievement) the Carnegie Schools Program was established for the explicit purpose of "encouraging the public schools of the Commonwealth to plan and develop innovative organization and management systems at the school building level, aimed at empowering public school professionals and improving student learning" (M.G.L. Ch. 727 Sec. 8). The incentive for school participation in

this program is a three year financial grant to support the implementation and administration of the recipient's restructuring plan. Subsequent to the initiation of the Carnegie School Program, seven Massachusetts schools were identified by the Massachusetts Department of Education as "Carnegie Schools" with two additional schools added in 1989.

This study will take the reader inside one of these original seven schools for a closer look at its school restructuring process in action. The experiences of restructuring are recounted through the inhabitants' own words. Emergent within this school's restructuring story is an expressed awareness -- and some surprise -- with the complexity of organizational change. Goals and time lines within the restructuring plan prove overly optimistic. People experience varying degrees of success and frustration. Thus, the road to successful restructuring proved more a maze of obstacles with corrective actions and shifts of direction necessary for continued progress.

The Setting

Northtown is a suburban middle class town of 22,590 people located twenty miles north of Boston, Massachusetts. With America's Technology Highway -- Route 128 -- passing through its borders, residents find employment in

well-paying professional, managerial and technical jobs within easy commuting distance.

Although light industry in the form of small industrial parks and shopping malls has developed within the town, the community largely consists of tree-lined residential streets of cape and ranch-style single family homes. With family incomes that are somewhat above the average of other area towns -- \$29,835 according to the 1987 U.S. Census -- homes in Northtown appear well-kept and families appear to enjoy a relatively comfortable life style associated with economic advantage.

The Northtown Public School System enrolls 3600 students in grades K-12. It consists of four elementary schools K-5, two middle schools 6-8, and one high school 9-12. Each elementary school serves a geographically defined attendance area within the town. Governance of the school district is effected through a traditional top-down organization: an elected school committee, a superintendent appointed by the school committee, an assistant superintendent for curriculum, and building principals within each school who report to the superintendent.

Education is valued by residents of Northtown. Parents are involved in their children's educational experience. This focus of community attention generates high levels of expectation for student performance and a demand for quality instructional programming within the schools.

As representatives of this community mandate, the school committee sets policy and directs the superintendent. The superintendent and his assistant are responsible and accountable for ensuring uniform quality throughout the system. In turn, principals are agents of the administration for the effective operation of the local school sites.

The focus of this study is one of the four elementary schools of the Northtown Public Schools district, Adams, which is situated within the residential neighborhood it serves. Built in the early 1970s, the modern-looking one-story brick and glass structure was designed to accommodate the then popular open-education instructional concept.

The entrance foyer is light and cheerful with large expanses of glass across the front of the building. To the left is an all-purpose room that serves as the auditorium, gymnasium, and cafeteria. The office suite housing the principal, school secretary, and nurse is situated in the center flanked by two access corridors leading toward the classroom areas located at the rear of the facility.

Interior walls are of finished cinder block construction, their light colors are accented with brick and oak trim. Student art work is prominently displayed on bulletin board areas in the foyer along with a large sign welcoming guests and proclaiming the school to be "A Community of Learners."

On any given day, the front foyer is a buzz with activity. Adults routinely stop to chat while passing

through. Children move freely through the area entering or leaving the office suite. Periodically, the distant sound of a telephone from within one of the offices mixes with the many sounds of people. The impression one gets is that this is a busy place with lots of activity; albeit purposeful and subdued in tone.

The school office suite is located opposite the large glassed areas of the school facade. Its outer walls also contain large expanses of glass which bathe the office area in natural light giving one a sense of open space. The school secretary sits at a desk in the center of the outer office receiving visitors, answering the telephone, transferring messages to classrooms and a myriad of other tasks necessary for the efficient operation of the school. She is among the first to greet visitors and does so with a pleasant smile.

Toward the rear of the facility, classrooms are clustered in three separated wings of the building referred to as pods. Two of the pods have a central activities area around which classrooms are located. Connecting all three pods is an expansive central activities area which also serves as the library/media center for the school. Since classroom wings are only accessible from the library/media center, this area is central to all movement and activity in the school. Most of the interviews for this study were

conducted in this center which also proved a convenient and unobtrusive location for observational data-gathering.

At the time of the study, the school was populated by 546 students representing 374 families, served by thirty-eight professional staff including: twenty-three classroom teachers, eight subject area specialists, four special education teachers, school psychologist, librarian, and principal. Support staff consisted of one school secretary, eight teacher aides, one nurse, five cafeteria workers and three custodians. Of the average 522 students who attend classes daily, approximately fifty students receive special education services thirty minutes daily outside the regular classroom in a resource room setting.

The school enjoys a strong reputation in the community as a "good" school. Teachers are acknowledged for their energy, hard work, and innovative instructional programming for children. Teachers revel in this reputation and express pride as members of the Adams staff.

The principal holds high expectations for teacher performance. Some teachers not comfortable with these demands are reported to have sought positions in other schools in the district. Replacement teachers have been carefully selected for their "fit" to the school culture. Motivation for restructuring is in keeping with the shared visions of teachers and principal. Within a traditionally organized system -- conservative and wary of change -- the

people in the setting share a desire to exercise greater control over the key elements of their work to improve the quality of instruction for students as well as their professional experience. Inhabitants of this setting perceive themselves as part of a good school that seeks to be better.

Purpose of Study

The purpose of this study is to examine one school setting engaged in a process of organizational restructuring to ascertain what, if any, lessons might be learned. Given the current level of reform activity which appears to be intensifying, such lessons will certainly prove useful to educational practitioners -- change agents of whatever position or role.

The reader is provided a rich description of the restructuring events and the interpretation of those events from the varied perspectives of major stakeholders within the setting -- teachers, parents, students, principal, and superintendent. An attempt has been made to include enough detailed data to allow for reader insights and conclusions beyond those I may extract and subsequently lift up for examination. Overall, the reader will, hopefully, share my enhanced awareness and appreciation for the multi-dimensional and complex weave of elements that define restructuring in process.

Research Questions

Questions addressed within this study focus on issues of definition and process:

1. Why are the people in this school setting engaged in a restructuring of their school?
 - a. What motivated this decision and how was it pursued?
 - b. What sequence of events and activities define the change process for this school setting?
2. How were people in the setting prepared for the introduction of this innovation?
 - a. How important is cultural readiness within the school?
 - b. How do cultural norms of the school district and community either support or impede restructuring?
3. How do people in this school define restructuring as evidenced in the elements included in its restructuring plan?
 - a. What restructuring elements are included in their plan?
 - b. Why were these elements selected and how might they add to our understanding of the change phenomenon labeled restructuring?

4. How have traditional roles been redefined?
 - a. How are people functioning in these new roles and what, if any, new relationships have evolved?
 - b. How is decision-making power distributed within the school?
 - c. How have the lives of students and the quality of their instructional experiences been affected?
5. What are the lessons about restructuring to be learned from the experiences of people in this school setting?
 - a. How do they evaluate the successes and failures of their venture into restructuring?
 - b. How do they envision the future for their school?

Significance of Study

Educational leaders within public schools have reason to be weary of programmatic fads, especially those that would call for major reforms like organizational restructuring. While competent leaders are open to change and risk-taking, few are willing to venture into deep uncharted water without some reason to believe that a worthy goal is achievable (Latham and Yukl, 1975). Thus, this study of an existing model serves a valuable function for practitioners

who may wish to promote a restructuring model within their local school district.

It is also clear that the restructuring concept is in need of additional examination and documentation if it is to remain viable and receive serious consideration by educational policy makers and administrators at the state and local district levels. The major educational reform reports including that of the National Commission on Excellence in Education (NCEE) titled A Nation-at-Risk: The Imperative for Educational Reform (1983), The Holmes Group Report, Tomorrow's Teachers (1986), and The Carnegie Forum Report, Teachers for the 21st Century (1986); along with the work of prominent researchers including TheodoreSizer (1984) and John Goodlad (1984), establish a compelling case for the restructuring of schools. Thus, this research of one restructuring effort contributes to the knowledge base and brings additional definition and clarity to the school restructuring concept.

Nature of Study

This descriptive case study examined one of seven original public schools in a state-sponsored restructuring effort in Massachusetts. As a single case within a multi-case design (Yin, 1984), guided interviews and survey questionnaires of people in the setting were used to construct an insider's perspective of the restructuring

phenomenon. These primary data-gathering strategies were supplemented by direct observations and review of program documents. From these activities, the school's story -- the chronology of critical events -- was reconstructed.

The data gathered within this process were systematically reviewed and cross-referenced, comparing the responses gathered from four major constituencies: administrative staff, teaching staff, students, and parents. Common themes or patterns of responses have been identified and examined utilizing the Constant Comparative Method as described by Glaser and Strauss (1967). Guided interview sessions were audio-taped by permission of subjects and transcribed verbatim to ensure accuracy of the quotes. With direct access to the constituent voices, it is anticipated that the reader may well identify additional patterns or themes not highlighted by this investigator.

Definitions

Climate -- Organizational or school climate is the term used by social scientists to describe the organizational and psychological characteristics that distinguish one school from another. Organizationally it is those enduring school characteristics that distinguish one school from other schools and that influence the behavior of people in the setting. Psychologically, it is the perceptual feel that people have for a particular school (Sergiovanni, 1987:259).

"Climate results from the behavior patterns of members of the organization; it is perceived by members of the organization; it serves as a basis for interpreting the situation; and it acts as a source of pressure for directing activity." (Pritchard and Karasick, 1973:126).

Empowerment -- The sharing of decision-making authority (power) with people in the organization. The notion is grounded in the assumption that the motivation and, thereby, the productivity of workers will be enhanced when they are allowed to participate in decision-making and exercise some measure of control over their work. It is theorized that an enhanced sense of ownership, control, and responsibility for the ultimate success of joint decisions will develop with such power sharing (Deal, 1985; Sergiovanni, 1987).

Environment -- The environment is the greater social and cultural context within which an organization must function. Every organization responds to the requirements of critical constituencies in its environment. These constituencies are different for each organization. The environment is, thus, a significant force in shaping the organization's culture (Robbins, 1983).

Organization -- In its simplest form, an organization may be defined as "a group of persons united for some purpose" (World Book Dictionary, 1983:1464). This generic definition, then, applies to all such purposeful groups whether a "for profit" business or a "not for profit" public school. Central to the notion of "organization" is the assumption of group existence and identity.

Organizational Behavior -- The actions and attitudes that people exhibit within organizations (Robbins, 1983). Through the contributions of psychology, sociology, social psychology and anthropology, what is known about human behavior at the individual (micro) level is applied at the organizational (macro) level.

Organizational Culture -- The shared perceptions of people in the organization about "the way things are done around here" (Deal, 1985). It is a perception that exists in the organization, not the individual (Robbins, 1983). It describes the way things are; interpreting events, behaviors, words and acts and prescribes the way people should act (Rossman, et al., 1988). There are seven characteristics that researchers (Owens, 1970; Hersey and Blanchard, 1972; Deal and Kennedy, 1985; Robbins, 1983) have identified as tapping the essence of an organization's culture:

Individual autonomy -- The degree of responsibility, independence, and opportunities for exercising initiative that individuals in the organization have.

Structure -- The degree of rules and regulations, and the amount of direct supervision that is used to oversee and control employee behavior.

Support -- The degree of assistance and warmth provided by managers to their subordinates.

Identity -- The degree to which members identify with the organization as a whole rather than with their particular work group or field of professional expertise.

Performance-reward -- The degree to which reward allocations in the organization (i.e., salary increases, promotions) are based on performance criteria.

Conflict tolerance -- The degree of conflict present in relationships between peers and work groups as well as the willingness to be open and honest about differences.

Risk-tolerance -- The degree to which employees are encouraged to be aggressive, innovative, and risk-seeking.

Rituals -- The systematic and programmed routines that bring meaning to what may otherwise seem chaotic. They are often the unwritten job procedures that are followed as part of the understood "standard operating procedure."

Myths -- The narrative of events about the origin and development of the organization that anchor and legitimate current organizational practices. These often have an almost sacred quality.

Reform (first-wave) -- The series of national reports issued between 1983 and 1986 calling for the reestablishment of excellence and effectiveness within America's public schools. Rooted in effective schools research of the 1970s, the first wave was sparked by the National Commission on Excellence in Education (NCEE) report titled A Nation At Risk issued in April of 1983.

Reform (second-wave) -- The body of research and reform reports issued since 1986 that refocuses the reform movement on action strategies for implementation of school reform. It is the action orientation of these reports that distinguishes them from their first-wave counterparts. Pivotal in this shift of emphasis was the May, 1986 report of the Carnegie Forum on Education and the Economy titled A Nation Prepared: Teachers for the 21st Century. This report argued for restructuring as a major school reform strategy.

Restructuring -- The major reordering of roles, relationships, responsibilities, and procedures that change the organizational culture, i.e., "the way things are done around here." As an action strategy, restructuring is associated with the "second wave" of school reform. There exist three major assumptions relative to school restructuring: (1) the current structure of American schools is not sufficiently powerful to meet the needs of students who will live in the 21st century (Carnegie, 1986); (2) there is no one right way to restructure a school (Brandt, 1990); and (3) each restructured school will grow out of a vision created to reflect the realities of the community it serves (Harvey and Crandall, 1988).

CHAPTER II

REVIEW OF RELATED LITERATURE

Educational Reform in America

The contemporary educational reform movement in America is rooted in concerns for the future economic and political well-being of the nation. Significant economic competition from Japan and western European countries threatens to topple America's traditional position of superiority. This challenge has stimulated a reassessment and reexamination of many of this country's long-held assumptions about organizational productivity and effectiveness.

The nature of this emergent new world reality is characterized by Naisbitt (1982) as observable "megatrends" evolving since the 1960s. Chief among the ten identified megatrends are: movement from an industrial society to an information society, forced technology to high technology, a national economy to a world economy, short term thinking and planning to long term, from centralized to decentralized decision-making, institutional help to self-help, and hierarchies to networking.

Consequent of these megatrends is the need for existing socio-cultural conventions and institutions to change. Just as the social/environmental factors of the early 1900s produced the industrial revolution, the operant

factors of the 1980s is producing a technological revolution. The technological societies of the future will not be well served by the traditional industrial model -- the industrial era is over (Naisbitt, 1982:11).

Both Kanter (1983) and Naisbitt (1982) underscore the importance of "innovation" as central to the survival of organizations in the future. Thus, as companies face increasing numbers of uncertainties, the more they will need to depend on the talents and decision-making abilities of all their people at every level of the organization. The traditional segmentalist structure will not survive in the future. The organization of the future will need to transcend the past; to become more integrative in nature and capitalize on the abilities and skills of its human resources. Real decision-making power will need to be dispersed throughout organizations of the future: "The degree to which the opportunity to use power effectively is granted or withheld from individuals is one operant difference between companies which stagnate and those which innovate" (Kanter, 1983:18).

Implied in these new visions of the future, is the need for a literate, well-educated, skilled work force with people capable of problem solving and decision-making. Lacking human resources, properly educated and prepared to assume new roles, America's economic base, its standard of living, and world leadership position will surely stagnate.

The First Wave

Reflecting a sense of urgency about the critical importance of educational reform to the country's very survival, the National Commission on Excellence in Education (NCEE) titled its April, 1983 report: A Nation at Risk: the Imperative of Educational Reform. The report asserts that America's preeminent position as an economic and political power is now challenged and being overtaken throughout the world. Central to this challenge is education which if not revitalized in America will certainly lead to its downfall:

Our nation is at risk. Our once unchallenged preeminence in commerce, industry, and technological innovation is being overtaken by competitors throughout the world Knowledge, learning, information and skilled intelligence are the new raw materials of international commerce learning is the indispensable investment required for success in the "information age" we are entering. [p. 1]

Citing a "rising tide of mediocrity," the NCEE identified thirteen educational dimensions of risk as indicators of a serious crisis in education. Included in this list is poor student performance on achievement tests, especially the College Board's Scholastic Aptitude Tests (SAT), a declining number of students enrolling and performing well in science and math, complaints of business and military leaders about the high cost of remedial education and training programs, and an unacceptable level of functional illiteracy among American children and adults (pp. 8-9).

To address these indicators, five major recommendations are proposed. Recommendations call for the pursuit of excellence in American education through: (1) increase student diploma requirements for all students to include four years of english, three years of mathematics, three years of science, three years of social studies, one half year of computer science, and two years of foreign language for college-bound students; (2) adoption of more rigorous and measurable standards for academic performance by schools, colleges, and universities; (3) the school day be lengthened and the school year be extended; (4) the preparation of teachers be improved to ensure academic competence and enhanced professionalism; and (5) that citizens hold educators and elected officials accountable for reform leadership and that they provide necessary fiscal support and stability to bring about reforms (pp. 24-34).

Gauging the response to the NCEE call for action, the U.S. Department of Education issued a subsequent report in May, 1984 titled A Nation Responds: Recent Efforts to Improve Education. The DOE report describes a "tidal wave" of educational reform activity in which the "ethic of excellence was asserted" (p. 1). Summarizing this activity, the report suggests several major studies on American secondary schools appeared, professional educators seized the opportunity to make improvements in school practice, governors exercised leadership within their respective

states in enacting comprehensive school reform programs, corporate leaders became involved in the reform efforts, and among the American public was established a heightened awareness, concern, and support for educational reform (P. 11).

A further indication of the level and intensity of educational reform activity between 1983 and 1986 is revealed in the report of the Education Commission of the States (1986). Authors of the report estimated that well over 300 state-level task forces were working on some aspect of school reform with governors, state legislators, and state education departments all vying for leadership.

Two unifying themes emerged from these disparate and varied activities: a search for excellence and accountability through more rigorous standards for students and higher standards and more recognition for teachers (Pipho, 1986). Typical of the more rigorous standards proposed for students were additional requirements for earning a standard high school diploma, increased course requirements (especially in math and science), added years to the period of mandatory schooling, and increased time in school through a lengthened school year and day. For teachers, first wave reforms brought enhanced certification requirements, competency testing, and some efforts to enhance recognition and compensation for good teachers including the concept of career ladders (Pipho, 1986:K6).

Much of the educational discourse associated with the first wave focused on a body of on-going research on effective schools begun in the 1970s. Typified by the work of Weber (1971), Brookover and Lezotte (1977), Edmonds (1979), and Blumberg and Greenfield (1980), these studies attempted to distinguish characteristics associated with schools identified as being effective -- hence the label Effective Schools Research which I explore in greater detail later in this review.

Calls for increased standards and lists of characteristics associated with effective schools characterized the first wave of the educational reform movement. However, it was soon apparent to many that while reform reports and studies had successfully identified desired standards, the momentum of actual school improvements was minimal. Indeed, given the top-down nature of these reform mandates, the first wave was perceived by many as "seriously flawed" (Sedlak et. al., 1986).

The Second Wave

Predictably, "second wave" reform reports begin to shift attention away from quantitative top-down reform mandates in favor of more qualitative changes in the role of teachers, their professional preparation, and the conditions of teaching. Notable among this group of reports -- all issued in 1986 -- is the Holmes Group report:

Tomorrow's Teachers: A Report to the Holmes Group, the Carnegie Forum on Education and the Economy report titled: A Nation Prepared: Teachers for the 21st Century, and the Governors' report: Time for results: the Governors' 1991 Report on Education.

All of these reports argue the important role of teachers in affecting meaningful change and, thereby, the teacher as the necessary focus of school reform efforts. The Holmes Group Report (1986) identifies five basic goals for its members: (1) to strengthen the liberal arts foundation of teachers; (2) to change the structure of the teaching profession to acknowledge differences in the knowledge, special skills and commitment of individual teachers; (3) to raise standards of entry into the profession; (4) to establish a closer connection between schools of education and the nation's elementary and secondary schools; and (5) to make schools a better place for professionals to work and learn. Thus, enhanced preparation and support of teachers together with changes in the work place are seen as key to successful educational reform.

Arguing the failure of the traditional American educational system, the Carnegie Forum report (1986) echoes the NCEE (1983) themes; expressing concern for America's ability to compete in a new global economy:

The American mass-education system designed in the early part of the century for a mass-production economy will not succeed unless it not only raises but redefines the essential standards of excellence and strives to make quality and equality of opportunity compatible with each other . . . it [the American education system] emphasized development of the routinized skills necessary for routinized work [Carnegie, 1986:3]

The report also suggests that in the new "knowledge-based" economy, the demand for highly skilled workers is growing while our pool of skilled people grows smaller. Therefore, the report's authors conclude, American mass-education of the past cannot succeed in the education-driven society of the present and future (p. 15).

Against the backdrop of urgency, the Carnegie Forum on Education and the Economy (1986) envisions the development of teaching as a major profession. Arguing that the social esteem for teachers and the teaching profession must be uplifted in America, the Carnegie Forum calls for the reconstruction of teacher preparation programs to ensure that only highly qualified individuals will be admitted into the profession. Further, the organizational structure of America's schools must be reexamined for necessary reforms that deemphasize hierarchal controls in favor of more professional autonomy and the exercise of decision-making authority by teachers. Since the reform of education is a national concern, the development of partnerships should continue between schools and other major institutions -- businesses and higher education -- in our society. Given

the current propensity of political leaders to discount the role of financial resources as part of school reform initiatives, it is interesting to note some of the less publicized aspects of the Carnegie Forum report (1986) that highlight this need. Both time that allows for reflective teaching and money for teachers salaries are characterized in the report as vital to improving the conditions of teaching and, in turn, the schools as a whole:

The cost of implementing these proposals over time is substantial. For the nation as a whole, however, there is ample precedent for new investment in education on the scale called for in this report. The country has a history of meeting educational crises head on. New institutions have been created, old methods replaced, and fresh dollars committed. Similar determination is necessary to address the teacher quality crisis. [p. 107]

The Governors' 1991 Report (issued in August 1986) outlines the substantial changes envisioned for American education over a five year period. In the year preceding the release of this report, the Governors conducted hearings around the country to receive written suggestions and testimony about educational reform needs. These hearings ranged over major topics including teaching, leadership, parent involvement and choice, readiness, technology, school facilities and college quality (p. 2).

All three reports suggest that better schools mean better jobs and the mandate that each state address the educational needs of the future to ensure that Americans retain their current standard of living. To ensure

progress and accountability, the nation, the states, and school districts need to be able to measure results: what students know and can do. While each report calls for major reforms, the Governors' report concludes that without their concerted political push, small changes will be labeled reforms and nothing much of importance will happen:

American public education has fallen into some deep ruts. Some of the changes that need to be made are so deep and will take so long that unless the Governors push, small changes will be labeled reforms and nothing will happen except spending more money. [p. 7]

Many of the proposals of the first wave of reform seem to reflect little more than a recommendation for more of the same e.g., more time in school, more homework, more required courses for graduation. In contrast, second wave reform reports take up the more difficult task of reexamining assumptions and structures of the past, openly advocating the existence of a better way. A reexamination of the entire system is required, with the ultimate result being at least a partial -- if not total -- restructuring of the system: "If the system is truly broken then fixing it will require more than a new coat of paint" (McCune, 1987:12).

Restructuring America's Public Schools

The plan of the Carnegie Forum's Task Force Report on Teaching as a Profession is undoubtedly the "boldest and most comprehensive proposal to appear in the second wave of

reform" (Passow, 1989:34). The task force called for restructuring the schools as a major strategy in establishing a professional environment, revitalizing the teaching force, revising recruitment, training and induction, establishing equitable teacher salaries, establishing teacher performance incentives, and providing technology, services, and staff necessary for teacher productivity.

Defining Restructuring

An examination of usage reveals that the term restructuring can have a variety of meanings. For some, it is equated with career ladders or team teaching. Still others may see it as decentralizing the budget process. Confusion arises from the fact that all of the above meanings may be true. Restructuring, then, is a new concept with definitions emerging and taking shape from the experiences of people in school settings engaged in the restructuring process. Given its varied application to a diverse set of reforms, the definition lacks concrete substance and is generally misunderstood (Armstrong, 1988). Thus, there exists no one, concise, agreed upon definition of restructuring nor is there a definitive model that can be applied (Harvey and Crandall, 1988).

There is, however, some agreement about what counts for restructuring and what does not count. David Lynn (1987) suggests that restructuring is not adding more of

the same, tinkering around the edges, or even making significant improvements to the current structure. However important school improvement initiatives may be, or how diligent the effort to apply the school effectiveness research to schools in search for excellence, these do not by themselves constitute restructuring.

In contrast, Lynn (1987) defines restructuring as the reorganization of schools according to the needs of children and the ways they actually learn; shifting focus from inputs to outcomes:

Educators and policy makers must begin to concentrate less on so-called "inputs" -- the size of classes, teachers salaries, and graduation requirements, valid as each might be on its own -- and look more to "outcomes" -- what children, all children, can be expected to know and be able to do at various stages of their education. [Lynn, 1987:2]

While this is but one definition, there is general agreement that restructuring involves comprehensive change and redesign of the current educational system. Achieving real excellence will require major alterations in what we now recognize as the American system of public schools. Necessary changes "will affect virtually every aspect of the structure and operations of the educational system, from schoolhouse to statehouse" (Cohen, 1987:5).

Components of Restructuring

While generally acknowledged that there exists no one best model for restructuring and that specific elements of

any given school restructuring effort are of necessity site-dependent, several core elements of restructuring are emerging (Harvey and Crandall, 1988). A review of various efforts to restructure have produced a core of components which Harvey and Crandall (1988) suggest are overlapping and interactive with one another (see table 1, page 30).

Harvey and Crandall (1988) suggest that all eight components must be examined and addressed as part of any restructuring effort. Further, they argue: "to constitute a "restructured school" ultimately requires the incorporation of each of these components into the overall design" (p. 13).

School-Based Management

The acknowledged failure of traditional top-down decision-making as an effective means for motivating quality performance has directed attention to the local school site as the proper locus of decision-making control. School effectiveness literature provides solid support for the conclusion that decisions should be made as close to the point of delivery as possible. Further, the implementation of change is most successful when those affected by a decision have an influence on the decision (Patterson, Purkey, and Parker, 1986).

TABLE 1

Common Components of Restructuring

Focus at the Building Level -- Successful restructuring is focused and driven at the local level. Support and involvement at district, state, and federal levels is also essential for success.

Educate All Students -- Underlying approaches to restructuring is the belief that all students can and should learn.

Clarify and Raise Expectations -- Student mastery of agreed upon skills and curricular areas is expected. High expectations also apply to adults in the setting as well as other community members. Mission and goals must be clear as well as shared and endorsed by all stakeholders.

Personalize Teaching and Learning -- A child-centered approach to instruction is common. Coaching, tailoring, and individualizing are frequently referenced approaches.

Rethink and Alter Roles and Responsibilities of Educational Personnel -- The roles and responsibilities of teachers are enhanced and professionalized. Notions of shared decision making and shared leadership are common.

Apply Research and Development Knowledge -- Use of available research to avoid costly trial and error experiments and counterproductive duplication of effort.

Humanize the Organizational Climate -- School and classrooms must be pleasant environments; conducive to learning and working. Emphasis is placed on nurturing and supporting collective growth efforts.

Involve Parents and the Community -- Emphasis is placed on increasing the active involvement of parents as well as other community members, including business and college partnerships.

SOURCE: G. Harvey and D. Crandall, A Beginning Look at the What and How of Restructuring (Andover, MA: The Regional Laboratory For Educational Improvement of the Northeast and the Islands, 1988), pp. 10-12.

John Goodlad (1984) maintains that although school improvement ideas can be mandated, those that are sustained

and ultimately institutionalized are school-site based. This realization, he suggests, will require a significantly different stance at the district level than now exists. While school improvement does require district support and encouragement, success depends more on the extent to which principal, teachers, students, and parents linked to individual schools engage in identifying problems and conceive school improvement efforts (Goodlad, 1984: 271-280).

As commonly conceived, school-based management involves the shift of significant decision-making authority to the school level. Typically, the principal provides leadership to the formation and operation of a local management team of staff and parents. These school decision-making teams exercise wide authority and control over instructional and operational matters formerly vested in district level administrative staff such as the development of curriculum, selection of texts, hiring and firing of staff, and the expenditures of money.

Individual schools are organizationally linked to other schools in the community through the superintendent and school board. Together with the superintendent, the school board establishes general policies, rules, and standards for student performance. The role of the superintendent shifts from traditional directing to collaborating and assisting principals and school management teams

to develop their individual school improvement plans which meet established student performance standards. As an agent of the district school board, s/he is also responsible for holding the local school accountable for attaining its performance goals. "Fully implemented, SBM is a process that recognizes the importance of the school site to school improvement and the criticalness of the principal as the central person in leadership and management of the school" (Sergiovanni, 1987:325).

Although the individual school is the primary unit of change, the district should not be ignored. Effective schools research has demonstrated an important link between the quality of education in a school building and how district level administrators hold the school accountable for student achievement. LaRocque and Coleman (1989) found that high performing districts in their study were characterized by a strong district presence in its schools. District administrators gave principals school achievement data, discussed data with each principal, and set expectations. District administrators used their time in schools to discuss school performance, improvement plans, and the implementation of these plans:

In spite of the emphasis on school test results, the nature of the discussions was collaborative rather than prescriptive Ultimately, however, plans for improvement were left up to the principal and staff of each school . . . although their progress in developing and implementing the plans was monitored. [LaRocque and Coleman, 1989:181]

Reformers, then, should not ignore the effect of senior district level administrators on the level of achievement in schools and should endeavor to carefully structure and guide the dialogue and activities not only within the school but also in the district office.

School-based reform projects demonstrate certain common characteristics worthy of note. In their study of thirty-two school-based programs, David and Peterson (1984) found that most school sites had a planning team and had developed a written plan. Planning teams tended to focus more on non-instructional components like tardiness or safe environment, etc., leading the researchers to conclude that staff might not feel capable of implementing a school-wide agenda. They recommend school improvement plans include a four-item agenda:

1. a plan should contain an explicit instructional core with non-instructional goals subordinated to specific instructional goals and included only as a means to achieve instructional outcomes;
2. the plan should focus and prioritize items rather than address every identified problem;
3. a plan should be action-oriented spelling out the specific activities staff can do and the strategies and time lines in which they can do them. Especially important to be "spelled out" are the differences between these actions and current practices; and
4. the plan must be realistic and doable. Time and resources should be available to do the job right. Since in public education, schools are effected by unpredictable changes, the plan must also be flexible rather than rigid.

In addition, David and Peterson (1984) note that visionary leadership of what an effective instructional unit will look like is essential. Finding visionary leaders is a "tall order" for they must possess insightful knowledge of the school, have staff credibility, and strong interpersonal skills (p. 56).

Clearly, then, for school-based management to be a potent strategy for significant school reform, it must be recognized as much more than a simple shift of power to the school site. To be successful in school based decision-making, the school site must possess effective leadership, staff involvement, a clear sense of meaning and purpose, and a belief that one possesses the means to make a difference.

Leadership for Restructuring

Leadership is the process of persuasion by which a leader induces followers to act in a manner that enhances the leader's purposes (Sergiovanni, 1989). Traditional leadership is conceived as the ability of leaders to control and manipulate followers or the conditions of the work place to achieve the goals of the leader or organization. An alternate view -- sometimes characterized as enlightened -- suggests that leadership is the power to communicate ideas and use symbols to "touch followers in ways that inspire and create meaning" (Sergiovanni, 1989:213).

James MacGregor Burns (1978) provides labels for these two divergent views: transactional and transformative leadership. The former is in keeping with more traditional understandings of leadership in which the leader focuses on basic, largely extrinsic needs to motivate followers while the latter describes leaders who focus on higher-order more intrinsic needs.

Transactional leaders, suggests Burns (1978), engage in an exchange process providing followers with rewards and positive reinforcement for desired performance and the withdrawal of same as punishment for undesirable behaviors. By contrast, transformative leaders engage followers in a common and shared pursuit: "such leadership occurs when one or more persons engage with others in such a way that leaders and followers raise one another to higher levels of motivation and morality" (Burns, 1978:17).

Thus, while transactional leadership employs traditional external rewards and punishments to motivate, transformational leadership elicits internal motivation consequent of shared pursuits or goals. The latter is conceived as the more enlightened, eliciting more effective production from all members of the organization. Transformative leadership works because of its "ability to tap higher levels of human potential and it fits better with the way the world of organizations work" (Sergiovanni, 1989:217).

Boss-Management versus Lead-Management. The term lead-management has been coined to describe an emerging conceptualization of school management that emphasizes leadership. Lead-management as contrasted to boss-management is conceived as non-routine and non-coercive. Where boss-management is more concerned with the needs of the boss, lead-management focuses on the needs of the workers to enable quality performance (Sergiovanni, 1989; Glasser, 1990). Table 2 depicts the contrasting elements of the two management philosophies (see table 2, page 37).

The contrasts between the two types of management are stark in both approach and assumptions. Motivation of the workers to quality performance is directly linked to the type of management utilized in any organizational setting. Lead-management assumes everyone is capable of quality performance if properly motivated and that motivation comes from within each individual. The fatal flaw of traditional boss-management is its dependence on external incentives and coercion. Lead-managers recognize they cannot make workers work hard if work is seen as unsatisfying.

By aligning the needs of the worker with those of the organization, workers perceive quality performance to be mutually beneficial and personally satisfying. Thus motivated, the worker -- teacher or student -- is more likely to strive for the quality performance or production now sought in effective school settings.

TABLE 2

A Comparison of Boss-Management and Lead-ManagementBoss-Management

1. The boss sets the tasks and standards for workers (students) usually without consulting the workers. Bosses do not compromise; workers must adjust to the job as defined by the boss.
2. The boss usually tells, rather than shows how the work is to be done and rarely asks for worker input about how it might possibly be done better.
3. The boss or designee inspects (or grades) the work. Since workers are not involved the evaluation process, they tend to settle for just enough quality to get by.
4. When workers resist, the boss uses coercion (usually punishment) to make workers do as they are told. The workers and manager are adversaries.

Lead-Management

1. The leader consults workers as to the quality of their work and the time needed to do it. The leader makes constant effort to match the job to the skills and the needs of the workers.
2. The leader shows or models the job to enable worker performance to meet expectations.
3. The leader asks the workers to inspect and evaluate their own work for quality, recognizing that workers know a great deal about how to produce high-quality work.
4. The leader is a facilitator in that s/he demonstrates for workers that everything possible has been done to provide the best tools and work place as well as a non-coercive, non-adversarial atmosphere to do the job.

SOURCE: W. Glasser, The Quality School (New York: Harper & Rowe, 1990), 25-31.

Motivation. In order to make work more satisfying, one must understand what satisfies or dissatisfies workers. The studies of Herzberg (1959; 1968) and Sergiovanni (1968) provide important insights into the nature of worker motivation.

From his study involving extensive interviews of two hundred engineers, Herzberg (1959) concluded that people have two different categories of needs that are essentially independent and affect behavior in different ways. The first category is hygiene which refers to the environmental conditions under which a job is performed. Hygiene factors produced no growth in worker output but rather minimize losses in worker performance due to worker restriction.

The second category is motivators which are factors involving feelings of achievement, professional growth and recognition which have a positive effect on job satisfaction and often result in enhanced output. Herzberg's work suggests that motivation is a function of real job enrichment rather than simple enlargement of responsibilities. Enrichment involves the deliberate upgrading of responsibility, scope, and challenge in work.

In a follow-up study consisting of interviews of 203 accountants and engineers, Herzberg (1968) was able to reaffirm his original hypothesis. Herzberg declares that satisfiers are task-related while dissatisfiers are related to task environment. Each set is viewed as independent so

that while diminishing dissatisfiers is desirable, this alone will not produce a reciprocal increase in employee job satisfaction.

Thomas Sergiovanni (1968) replicated Herzberg's study in an educational setting with 142 teachers. He confirmed Herzberg's assertion that satisfiers are mutually exclusive of dissatisfiers. For teachers work and advancement factors were found to be less significant as motivators than were achievement, recognition, and responsibility factors. Contributing to teacher dissatisfaction were other elements including interpersonal relationships with students (secondary level), principal supervisory practices, school policy and administration issues, and personal factors.

In their parallel studies of elementary and secondary school principals, Schmidt (1976) and Iannone (1973) upheld the mutual exclusiveness of these factors. Like teachers, satisfiers for principals emerged as achievement and recognition while dissatisfiers encompassed interpersonal relations with subordinates and supervisors.

Implications of this line of research for motivation of individuals within an organization clearly indicate the need to reduce job dissatisfiers. Regardless of the type of organization, people seek a sense of personal achievement in doing something of value. They seek a measure of control over their own area of responsibility and recognition for their accomplishments.

Effective Schools and Restructuring

Given the task of transformative leadership to match the needs of workers to that of the organization, understanding the motivational needs of workers -- teachers and students -- is but one half of the task. Lead-managers in school settings must also be able to conceptualize the organizational characteristics associated with quality performance to map strategies that will move the organization toward quality -- effective -- production.

Much research has been conducted in recent years in an effort to identify the characteristics of "effective" schools. The research was motivated by a desire to better understand the discerning elements associated with those schools deemed effective. From the series of studies that comprise the core of effective schools research, a definitive list of traits associated with effective school settings was identified. Effective schools research has encouraged a renewed appreciation for the important role of leadership in developing a strong atmosphere for learning, setting high expectations for staff and students, and being innovators rather than managers.

In a major study of successful inner city schools Weber (1971) reported that a number of key factors for school success were directly related to the principal:

- . strong leadership;
- . high expectations;

- . good atmosphere;
- . strong emphasis on reading; and
- . careful evaluation of student progress.

The New York Performance Review (1974) not only confirmed the Weber findings but pointed to the school environment as being instrumental in school effectiveness. Two inner city schools in New York City were matched on key environmental factors but differed significantly on reading achievement scores. The analysis of data revealed that student achievement seemed to be attributable to factors under the school's control, some of which were significantly related to leader behavior. The principal in the more effective school had developed and implemented a plan for dealing with reading problems and provided a balance between management and instructional skills. He was more involved in:

- . explaining district plans for improvement;
- . establishing educational practices; and
- . developing a stable school atmosphere.

In a similar study of instructionally effective urban schools Edmonds (1979) concluded that there are tangible and indispensable characteristics of effective schools which are directly attributable to leadership. Effective schools, Edmonds contends, are marked by leaders who:

- . promote an atmosphere that is orderly without being rigid;
- . frequently monitor pupil progress;

- . ensure that staff provides effective instruction for all pupils;
- . set clearly stated goals and learning objectives;
- . develop and communicate a plan for dealing with reading and math achievement problems; and
- . demonstrate strong leadership with a mix of management and instructional skills.

More recent studies have renewed a focus on the notion of "principal as person" in terms of leadership styles and capacity for personal interaction. The Blumberg and Greenfield (1980) study, for example, consists of case studies of eight principals who were identified as effective leaders by their colleagues and university faculty members. The characteristics of these "effective" principals include:

- . a propensity to set clear goals and to have these goals serve as a continuous source of motivation;
- . a high degree of self confidence;
- . a tolerance for ambiguity;
- . a tendency to test the limits of interpersonal and organizational systems;
- . a sensitivity to the dynamics of power;
- . an analytic perspective; and
- . the ability to be in charge of their jobs.

In addition, Blumberg and Greenfield (1980) noted that the eight subjects had eight different styles of leadership and equally diverse means for adapting to and manipulating their respective environments. None of the principals they observed were content to simply maintain the status quo.

All were pro-active in building and articulating vision for what a school can become and they were innovators, constantly seeking ways to improve instruction and enhance student learning.

In general, the work of Brookover and Lezzotte (1977), Edmonds (1979), and Brookover and Colleagues (1982) reveal that effective schools are characterized by high agreement among staff about school goals and purposes. People who inhabit effective schools possess a strong sense of purpose and commitment to a shared mission.

From a study of four successful middle schools, Lipsitz (1984) details a list of observations about school characteristics and principal leadership. In addition to traits noted by other researchers, she includes observations significant to one's understanding of the character of life in successful schools (see table 3, page 44).

Research on effective schools has produced a body of evidence through its identification of characteristics of effective school settings. While the "how to" question remains largely unanswered, Bambur and Andrews (1988) demonstrated that implementation of a planned process of school improvement, based on the effective schools research, can make a positive impact on schools considered less effective in a relatively short period of time; demonstrating the potential usefulness of effective schools research in finding solutions to "real-world" problems.

TABLE 3

Characteristics of Successful Schools

1. The schools are confident in their purposes and mission.
2. People in each successful school are made to feel like chosen people. Staff and students band together in their specialness and achieve accordingly. This sense of being special is an important factor in maintaining high morale and strong parental support.
3. The principal of each school possesses a driving vision, imbuing decisions and practices with meaning. Decisions are made for reasons of principle rather than practicality.
4. Principals institutionalize their vision into the school program and structure.
5. The level of caring observable in these schools is striking.
6. There is a notable lack of adult isolation in these schools. Common planning times and team teaching encourage constant communication and companionship.
7. Teachers hold high expectations of themselves and express the belief that they are capable of making a difference in their students' lives.
8. The principals derive their authority from acknowledged competence rather than official position. They are authoritative without being authoritarian.
9. While the particulars of school governance may vary from school to school, they have in common highly autonomous teachers who understand how and why the whole school works.

SOURCE: J. Lipsitz, Successful Schools for Young Adolescents (New Brunswick, New Jersey: Transaction Books, 1984), 267-323.

Redefined Roles

Restructuring the school organization implies a redefinition of the functional roles and relationships within the school organization. While new roles will be defined as the school reform movement continues, some definitional clues are now emerging.

Teachers

Teachers are envisioned as "empowered" professionals exercising greater control over instructional decisions affecting student learning and assuming a greater role in school governance through the strategies and structures associated with local school-based decision-making (Patterson, Purkey and Parker, 1986; Bolin, 1989). Rather than static holders of knowledge with no need -- or potential -- for continued growth, teachers are now conceived as researchers (Tikunoff and Ward, 1983; Hovda and Kyle, 1984) or as life-long learners (Barth, 1980) who participate in identifying their own learning needs for professional growth and development (Joyce and Showers, 1988). Teacher isolation is mitigated through cooperative teaching and peer-coaching (Sparks, 1986; Garmston, 1987). Teachers enable and motivate student learning by shedding the traditional boss-teacher style for that of the non-coercive "lead teacher" (Glasser, 1990).

Students

Surprisingly little on the role of students is reflected in the literature of school reform. One of the few insights into student needs and role is contained within Glasser's (1986) research. Interviewing seventh and eighth graders to gain insight into their need for power, Glasser (1986) asked each student if he or she would like to work together on small teams in their classes instead of by themselves as they usually worked. Not surprising to experienced educators, students revealed that whatever importance they attached to school had little to do with their studies. School was important because they had friends. The peer group defined their success and their relative importance. Glasser (1986) concludes that students did not feel important at school or feel they had any power.

Student responses to the central question of the research project indicated that students were enthusiastic about the idea of learning teams. While little teaming was experienced in their current classes, there was little doubt in the researcher's mind that learning teams were needed to facilitate student satisfaction and interest in the classroom learning experience.

In his book Control Theory in the Classroom, Glasser (1986) proposes a three-pronged implementation plan: (1) teach control theory to teachers, who can begin by using it

in their personal lives; (2) implement learning teams and other control theory approaches in the classroom; and (3) teach control theory to students starting in kindergarten. Students, he concludes, should be taught that they have needs, that they are always trying to satisfy their needs, and that whether they behave well or badly in the classroom, they are making choices in an attempt to satisfy their needs. The case made for student empowerment serves as one insight into the possible student role in the restructured -- quality -- school of the future.

Parents

Similarly, little is found in the literature of school reform on the changing role of parents. Budde (1988) concludes that no substantial change is seen in the role of parents within the organization of local schools. Parents are increasingly found as active members on school councils, which he speculates "may eventually be more than advisory in nature" (p. 8).

In general, parents are becoming more involved in the governance of schools by virtue of restructuring plans which attempt to be more inclusive of all "stakeholders." (Harvey and Crandall, 1988). Traditional support roles of fund raising and cultural enrichment activities are giving way to new more integral roles more directly related to the instructional program of the school.

Overall, role relationships are being theoretically reconceptualized and functionally redefined as a result of the on-going school reform movement. Chief among the nine guiding principles of the Coalition of Essential Schools, for example, is found a redefinition of roles and relationships among school inhabitants: student as worker, teacher as coach, and parent as collaborator (Sizer, 1984). As a worker, the student's role shifts from that of a passive recipient of information to that of an active learner. The teacher's role shifts from deliverer of pre-planned packages of knowledge to assisting, guiding, and otherwise supporting student workers. Parents are included as collaborative participants in their child's learning experiences rather than peripheral support and fund-raising functions.

The Sizer model is but one example of how existing roles are being reexamined and redefined. As a major reform project, Sizer's (1984) Coalition model provides some insights as to the types of new roles envisioned by school reformers.

Principals

Reform literature is replete with idealized descriptions of new roles developed from studies of successful -- effective -- school principals. Among the traits of effective school principals we find they have vision, a

propensity to set clear goals, a high degree of self confidence, tolerance for ambiguity, and a sensitivity for the dynamics of power (Blumberg and Greenfield, 1980). They establish high performance expectations for staff and students (Weber, 1971) and they promote an atmosphere of orderliness without rigidity, frequently monitor pupil progress, demonstrate strong leadership skills (Edmonds, 1979). The principal is an instructional leader, resource provider; managing the daily operations of the school all the while intuitively applying the current theories of leadership (Manasse, 1984). S/he is a visible presence in the school and an effective communicator (Smith, 1989). Effective principals exercise lead-management -- the collegial engagement of people in decision-making -- as opposed to traditional boss-management which is leader-centered decisions simply passed down to subordinates for implementation (Glasser, 1990).

Superintendents

In her study of sixteen school districts successful in initiating change, Paulu (1989) examined the role of the superintendent in the reform process. While the sixteen districts and superintendents were diverse, she found the characteristics of their roles were "remarkably similar."

Superintendents established a reform-oriented atmosphere by informing the staff and public that their

input would be welcomed, and their suggestions valued. Each superintendent supported staff in risk-taking, even when attempts at initiating a sound idea failed. To ensure the success of reform efforts, the superintendents followed four major steps including trust building, direct involvement in the planning process, communication of vision, and follow through (see table 4, page 51).

Based on the experiences of these sixteen successful superintendents, recommendations to other superintendents include: (1) tailor reform to the personality of the particular district; (2) expect to encounter obstacles along the road to reform. These obstacles include lack of money, competing priorities, state and local laws and regulations, teachers unions, negative attitudes, and a lack of continuity in state and district leadership; (3) expect reforms to consume time and energy. Reasonable time lines must be set to ensure significant and lasting change; and (4) at the creation of new programs, devise evaluation strategies.

School Boards

Only one major reform report would alter the traditional role of the school board (Budde, 1988). A study by the Institute for Educational Leadership entitled School Boards: Strengthening Grass Roots Leadership reinforces the sometimes forgotten fact that superintendents and school boards remain key players in the game of school reform.

TABLE 4

Superintendents' Steps for Successful Reform

1. **Establishing Trust** -- The superintendents spent considerable time building coalitions within the district and community to improve schools. They attend a wide variety of local service club meetings and find other unique ways for connecting to people in the community.
2. **Planning the Future** -- The Superintendents assumed responsibility for district planning. While shaping the plan, input was sought from a variety of sources. Ideas flowed both ways -- top down and bottom up.
3. **Communicating Vision** -- Superintendents identified effective communication as an essential skill for any superintendent. They need to be successful sales people -- able to motivate and convince -- whether presenting the vision formally at a school board meeting or informally over lunch with a community leader.
4. **Follow Through** -- Superintendents made sure that the reform ideas were executed. The reallocation of necessary personnel and resources was made to ensure success. While all delegated at least part of the responsibilities attendant to the reform activities, they remained actively involved and stepped in when efforts stalled or reached impasse.

Source: N. Paulu, "Key Player in School Reform: the Superintendent," The School Administrator (March, 1989), 8-14.

The report is based on responses from two hundred sixteen (216) chairpersons and one thousand three hundred fifty (1,350) board members from a diverse cross section of school districts across America. Included in the report is a list of "indicators" of an effective school board (see table 5, page 52).

Table 5

Indicators of Effective School Boards

1. An effective board addresses most of its time and energy to education and educational outcomes.
2. An effective board believes that advocacy for the educational interests of children and youth is its primary responsibility.
3. An effective board concentrates on goals and uses strategic planning to accomplish its purposes.
4. An effective board works to ensure an adequate and equitable flow of resources.
5. An effective board harnesses the strengths in diversity; integrating special needs and interests into the goals of the system.
6. An effective board deals straightforwardly and openly with controversy.
7. An effective board leads the community in matters of public education, seeking many forms of community participation.
8. An effective board exercises continuing oversight of educational programs, drawing information from many sources and knows enough to ask the right questions.
9. An effective board, along with its superintendent, separates administrative and policy responsibilities and identifies how these separations will be maintained.

SOURCE: R. Budde, Education by Charter: Restructuring School Districts. Andover, MA: The Regional Laboratory for Educational Improvement of the Northeast and the Islands, 1988, p. 9.

Organizational Change Process

While it is not new to acknowledge change as a constant, unprecedented changes are taking place in our society. As a consequence, dramatic responses are required

from our educational system; responses that it is ill-prepared to make in its traditional form (Payzant, 1989).

The perception of organizational inadequacy is the chief catalyst of current calls for school restructuring or redesign. Both represent complex organizational change processes that can be informed by existing change research. Early notions of organizational change were grounded in simplistic stimulus-response assumptions about the relationship between boss and worker. Plainly stated, change occurred whenever the boss-manager made a decision and workers were made to comply.

More contemporary views of organizational effectiveness and change are driven by an awareness of the new reality in which organizations must exist and operate. The industrial age is giving way to the information age the hallmarks of which are constant and rapid change (Naisbitt, 1982). Rapid and constant change in the world's political and financial environment demands organizations that are capable of similar change (Peters and Waterman, 1982). Thus, organizational change is no longer a choice but a constant reality. "Change must become the norm, not cause for alarm" (Peters, 1987:464).

Organizational change process is now seen as guided by visionary leaders who can assess the ever-changing environment, articulate organizational mission, and engage people in new role relationships marked by collegiality,

collaboration, shared ownership, and shared control -- the general "empowerment" of followers (Peters and Waterman, 1982; Naisbitt, 1982; Kanter, 1983).

This new reality is not lost on school organizations now under pressure to become more effective. Trends emergent in the current school reform movement including the popularity of restructuring are witness to this impact. Indeed, the report of the Carnegie Forum on Education and the Economy (1986) makes a direct link between the emergent new world order of economic and political challenge, rapid change, and the demand for radical reform of America's public schools.

Just as schools are now perceived as complex organizations, so too are the processes of change in school organizations. Reform of so major a social and cultural institution as the public schools, notoriously slow to adopt change, will be a formidable task. Identifying the elements of a plausible change strategy is, thus, of central importance to meeting this challenge.

Redesign versus Restructuring

Accepting the conclusion of Branson (1987) that the traditional educational model has attained ninety percent of its possible performance, Basom and Crandall (1989) suggest that schools have been improved to their upper limits. Without radical change to the structure and

processes of schools little improved performance or quality will occur. Current reform efforts including site-based management, shared decision-making, critical thinking programs, alternative high schools, and other restructuring efforts represent attempts to reshape the existing structure. By contrast, redesign requires a "rethinking of the fundamental way learning occurs and considers alternative ways of configuring the learning system" (Basom and Crandall, 1989:2). Drawing on the work of Loucks-Horsley and Hergert (1985) in their Action Guide to School Improvement, Basom and Crandall (1989) outline an eight step action strategy to school redesign (see table 6, pages 56-57) which appears informative and useful in guiding the planning activities of school change agents.

Noting the complexity of implementing a redesign, Basom and Crandall (1989) emphasize the importance of the human element. Without an adequate investment of "human capital" in the form of commitment, time, and brain power, redesign will be but just another fleeting idea (p. 7).

Advocating a "social systems inquiry" approach to school reform, Basom and Crandall (1989) describe the redesign strategy as a "mega change" that alters the whole system. Unlike the traditional planning model, the redesign approach assumes that the current system continues to function and meet its mission even as knowledge, attitudes, behavior, and organizational performance are being changed.

TABLE 6

Action Steps for School Reform

1. **Establish the Redesign Effort.** The first task is to form a diverse design team including representatives from all the stakeholder groups. This step is essential for inclusion of multiple, legitimate and often competing perspectives. The team also brings legitimacy and a base of support to the effort.
2. **Strategically Analyze.** Begin understanding the system in its context by assessing the internal capacity of the organization. External analysis investigates the larger system's needs and demands now and in the future. Juxtaposing these two assessments results in building a vision of the future.
3. **Build Human Capacity.** Redesign of an educational system requires decisions to account for systemic relationships. Personal and professional development of all stakeholders in the system is essential to understand [how] decisions affect the entire system.
4. **Identify an Ideal Solution (Design).** Redesign must begin by envisioning potential redesigns of the learning system without the baggage of traditional paradigms and their operating frames that restrict possibilities.
5. **Prepare for Implementation.** Knowledge and principles derived from the change literature can be brought to bear in preparing for implementation. The top-down management apparatus must be restructured. The redesign planning process must attend to resource allocation to maintain and institutionalize the new learning system. Formal approval must be secured from existing decision-makers.
6. **Implement the Project.** Initial training of stakeholders should respond to the process of redesign. Some implementors will master new roles, responsibilities, and relationships within the system.

Continued, next page.

TABLE 6 -- Continued.

7. **Review Progress and Problems.** Once the product of the redesign process has been enacted, formative evaluation becomes crucial. Progress and perceptions must be monitored and feedback incorporated into decision-making. Personal and professional concerns of stakeholders need to be assessed, and decisions to steer the system will have to be made. Outcomes must be monitored to chart the course of the system against the target as originally set. Refinements will be inevitable.

8. **Maintenance and Institutionalization.** By definition, the successful learning system, if it has embraced integrated system thinking and participatory decision-making, will have already adopted a fundamentally different organizational form. Unlike incremental school improvement projects that must depend on governance and administrative support, redesign maintenance issues will continually be addressed by appropriate stakeholders as part of their new roles in decision-making.

SOURCE: R. Basom, and D. Crandall, "Implementing A Redesign Strategy: Lessons From Educational Change," Paper presented at Redesigning Educational Systems Conference of the International Society of General Systems Research in Edinburgh, Scotland, (July, 1989), pp. 6-7.

In addition, Loucks-Horsley and Hergert (1985) argue that four conditions are necessary for the successful implementation of innovative change. First, change takes time, resources, and attention. Second, attention must be paid to the concerns and needs of teachers and administrators, since these change as implementation evolves. This can happen, she contends, through involving them in planning for and selecting a new practice, in sound hands-on training, and in a variety of appropriate follow-up activities. Third, in selecting a new practice, care must

be given to ensure that it fits the school population, the norms or styles of the teachers, and that it is a practice that works. In the development of high quality practice, the realities of teachers and teaching must be kept in mind. Finally, it is essential to have leadership that clearly communicates use of the practice as a priority and pledges the support necessary to do it well (pp. 57-58).

Obstacles to Change

Even the best laid plans for change can anticipate some form of resistance among inhabitants of the change setting. According to Patterson, Purkey, and Parker (1986), school planners who assume a "rational" organizational setting, i.e., one motivated and guided to a change state by a single set of uniform goals; power vested in top-level managers; one universally accepted and adopted methodology for effective instruction; a public that is supportive of school systems; and decision-making that is logically linear in its problem-solving approach are likely to produce plans that fail.

In contrast, new assumptions lead to an alternative organizational structure which they label "nonrational." These new assumptions include a recognition that: school systems are guided by multiple and sometimes competing goals; power is distributed throughout the organization; a variety of situationally appropriate ways to teach are

optimally effective; the public influences school systems in sometimes unpredictable ways; and decision-making is inevitably a bargaining process to obtain solutions that satisfy a number of constituencies (Patterson, Purkey, and Parker, 1986).

The notion of competing constituencies highlights the problem of resistance. Traditional -- rational -- school organizational models relied on coercive tactics enforced by top-down approaches to school governance. Resistance was controlled through the use of rewards and punishments.

Sergiovanni and Starratt (1971) attempted to catalogue the causes of resistance to change in school settings. They identified nine elements that appear relevant to this review (see table 7, pages 60-61).

The content of this list reveals much about the assumptions which lie at the base of traditionally organized schools. When assumed to be only the receivers and implementors of directions, teachers may be expected to display fear, dependence, and uncertainty. Sensing their inherent vulnerability, teachers will understandably perceive innovation as a threat.

In contrast, a more enlightened view assumes teachers are collaborators in the change process. The collaborator role infers equality of decision-making power and control. With control comes reduced vulnerability and, in turn, a reduced level of defensive behaviors.

TABLE 7

Possible Causes of Resistance to Change

1. **Limited Identification** -- Individuals and groups in a school may not identify with school ends (objectives) but rather hang tightly to rather local school means (current practices).
2. **Fear** -- A common reaction to something new is simply fear. New teaching methods are resisted because the teacher doesn't know how to use them and wishes to avoid failure. Inadequate knowledge about a particular change increases fear.
3. **Overspecialization** -- A teacher or administrator who specializes heavily bets on her/his unique skills being in demand for a long time. Resistance to core or other interdisciplinary movements endanger this limited but extensive ability monopoly.
4. **Dependence** -- Power centralization and other bureaucratic features of schools leave teachers with the feeling of powerlessness in terms of educational programs. Having little opportunity to participate in school developments at the policy level, teachers become dependent upon others to decide and announce the next change. Dependency leads to uncertainty, and uncertainty is a cause of change resistance.
5. **Status and Position** -- Changes are often perceived as altering the formal and informal status hierarchy systems of a school. Thus, those with something to lose in this regard often play it safe and resist change.
6. **Tradition** -- Individuals and groups often resist change because changes endanger cherished and accustomed ways of doing things (school culture). Indeed, the more threatening a change is to the social-cultural core of a given school, the more likely it is to be resisted.
7. **Uncertainty** -- The capacity to deal with uncertainty and ambiguity varies substantially among individuals. To some exchanging the tried and true (no matter how inadequate) for something new and strange is traumatic.

Continued, next page.

TABLE 7 -- Continued.

8. **Intelligent Conservatism** -- All organizations and societies benefit from those who want to look before they leap. Intelligent conservatism is a plus for schools since professional misjudgments are very damaging to public confidence and support. Intelligent conservatism implies caution rather than resistance.

9. **Administrative Maintenance Obligation** -- The status quo seems to have natural appeal to administrators primarily due to their legal responsibilities toward maintenance of organizational stability.

SOURCE: T. Sergiovanni and R. Starratt, Emerging Patterns of Supervision (New York: McGraw-Hill, 1971), p. 165.

Traditional organizations, suggests Kanter (1983) operate on a "rational" model that leads to a segmented organizational structure. In the segmented organization, key operations and functions are compartmentalized and isolated. Individuals are highly specialized and narrowly focused and lack knowledge of other roles and parallel functions. These structures, she suggests, are inelastic and incapable of adapting to the changing realities facing contemporary organizations.

New -- enlightened -- school organizations adopt assumptions that recognize and incorporate the nonrational complexities associated with human emotions, varied perceptions, and values. The alternative assumptions of a nonrational model lead to an integrated approach to organizational structure. As conceptualized by Kanter (1983), the integrated model moves beyond conventional wisdom to

combine ideas from multiple perspectives into meaningful wholes. Within the context of the total organization, then, issues are seen as elastic and adaptable.

Adoption of this non-rational view leads one to an enhanced awareness and appreciation for the power of school culture and the inclusive nature of effective planning and organizational leadership. Theoretically, then, as these new assumptions affect the design and implementation of organizational change strategies, many of the causes of resistance to organizational change may be neutralized.

Challenging the commonly accepted notions of teacher resistance to change as a pathology, Rossman, Corbett, and Firestone (1988) argue that much of the observed resistance is in fact a rational response by teachers to poorly planned and executed innovations. They suggest the degree of acceptance accorded any innovation is largely dependent, not only on the planning and implementation process, but also on its relative congruence with existing school culture. "Both teachers and other members of the school community are likely to respond to a change in terms of its fit with existing culture" (Rossman, Corbett, and Firestone, 1988:21).

This insight would seem significant for anyone seeking to maximize the potential for successful change. Change agents must assess the readiness of the existing culture prior to the execution of an innovation. Implementation

without sufficient cultural readiness would seem certain to stimulate resistance and enhance the likelihood of failure.

School Culture and Change

According to Deal (1985) much of effective schools research has focused on what he labels the rational side -- the what and why -- of organizations to the virtual exclusion of the nonrational -- the how -- of organizational improvement. This, he believes, has tended to dilute or devalue the cultural contributions to school improvement.

Organizational culture refers to the largely unseen forces of human perceptions, beliefs, symbols, and rituals that have a major influence on the life and character of any organization. It is an expression that "captures the informal -- often unconscious side -- of business, or any human organization . . . the way we do things around here" (Deal, 1985:601).

Given his premise that to become more effective, schools will need to understand and inculcate the symbols and culture of their schools, Deal (1985) viewed the effective schools movement as "a window of opportunity" for reshaping and revitalizing the culture of local schools. His six strategies for reinforcing cultural values in schools are outlined in Table 8 (see table 8, page 64).

TABLE 8

Six Strategies for Reinforcing Cultural Values in Schools

1. Document the school history. Let parents, teachers, students, and other community members help reconstruct and weave it.
2. Celebrate local school heroines and heroes.
3. Review the school's rituals.
4. Identify, preserve and/or add to the important ceremonies of schooling.
5. Tell good stories -- the dramatic events of people that characterize the school.
6. Strengthen rather than resist -- or ignore -- the informal cultural network.

SOURCE: T. Deal, "The Symbolism of Effective Schools," Elementary School Journal, vol. 85, n. 3 (1985), pp. 601-618.

All schools have cultures, suggests Sergiovanni (1987), but successful schools seem to have strong and functional cultures aligned with a vision for quality schooling. Culture provides meaning and direction for people in the organization as well as a set of norms for how and what people should accomplish. "Strong and functional cultures are domesticated in the sense that they emerge deliberately -- they are nurtured and built by school leadership and membership" (Sergiovanni, 1987:59).

Leaders who seek change must recognize the importance of existing attitudes and norms that determine what is acceptable and what is not to the school culture (Prince, 1989). Each school's culture is unique in its patterns of

attitudes and norms; the degree to which they are shared within the setting, and by whom they are held. Thus, definitions of effectiveness flow from a staff's core values (Rossman, Corbett, and Firestone, 1988).

The normative character of school culture specifies how people should interact, defines good instructional performance, and identifies appropriate instructional goals. The success of any innovation is, thus, largely dependent on its fit within the existing core of cultural norms. To be successful, an innovation must either accommodate the existing culture or engage in the difficult task of renorming. Attempting to redefine and reshape existing culture will be a formidable task that will require time, nurturance, and the considerable application of power and creativity to accomplish (Rossman, Corbett, and Firestone, 1988:19).

Renorming is defined by Prince (1989) as changing the beliefs of sufficiently large numbers of people in a school or school district to the degree that these people consciously influence others to use new values for judging quality schooling. The novelty of this idea, he suggests, is that a process, not an externally imposed solution, is established. "School improvement comes when school cultures are renormed not reformed" (Prince, 1989:5). As envisioned by Prince (1989), renorming consists of five major elements (see table 9, page 66).

TABLE 9

Five Elements of Renorming School Culture

1. Visionary leadership -- leaders able to convey new ideas to the culture in an enthusiastic, consistent, and practical manner.
2. Middle managers as enablers, freeing the superintendent for more district-wide planning. The more directly information is delivered to the superintendent about progress of a change effort the more effectively the change process can occur. Principals must be allowed reasonable autonomy as their role is critical to district success. Principals set the tone for the unspoken agenda of the school.
3. A network of informal leaders (principals, parents, teachers, business leaders, elected leaders and students); recognizing people in the setting as resident resources capable of leadership. People best perform complex functions as members of teams. Teamwork is inclusive by nature; excluding no segment or group from participation in decision-making. Networks of support are a major influence in the reshaping of the local culture.
4. Steering committees are a major strategy for drawing from all segments of the school community. Formal committees must be formed to include representative samples of the various constituent groups -- especially school board members since they have the power to support or destroy the process.
5. Centralized planning and evaluation is essential to stem the public hunger for quick fixes and to ensure that any one school's change efforts don't become an isolated activity of limited or localized value. Evaluating the success of the change effort is based on those things that constitute better schools and improved educational delivery systems.

SOURCE: J. Prince, Invisible Forces: School Reform versus School Culture. (Bloomington, Indiana: Phi Delta Kappa, 1989), pp. 25-34.

Summary

The urgency of the call to school reform is compelling. Yet, almost ten years have passed since the country was declared "at risk" for economic and political decline -- if not disaster -- if radical steps were not immediately taken to fix the broken American educational system (NCEE, 1983; Education Commission of the States, 1983).

The content of envisioned reforms has been identified through research begun in the 1970s known as Effective Schools Research. From the ground-breaking work of researchers like Weber (1971); Brookover and Lezzotte (1977); and Edmonds (1979), major characteristics of effective school settings were identified. The process of how to develop effective school settings, however, was left largely unexplored.

Lacking substantive results after three years of reform activity, a subsequent "second wave" of research took up the task of identifying implementation strategies; chief among which has emerged the concept of restructuring. The Carnegie Commission report (1986) outlined the elements of schooling to be included in this school reform effort. Taking its cue from emerging reforms in business organizations, the report recommended a significant shift of organizational power to the classroom and school site levels. The idea was to dismantle an outdated factory model

hierarchy that no longer serves the needs of the educational enterprise.

New roles and relationships for teachers and administrators were envisioned. The shift of decision-making power to classroom teachers was labeled "empowerment." Clearly, empowered teachers must be better prepared to assume these new roles; bringing to bear a new focus on teacher preparation and certification. In addition, if teaching is to become a major profession that will attract "the brightest and the best" the conditions of teaching -- including salaries -- must be upgraded (NCEE, 1983; Holmes Group, 1986).

Implementing school restructuring is therefore difficult to define in precise terms. The elements to be included in a school restructuring effort are emerging within the context of "pioneering" schools that have initiated restructuring. To this end, continuing research -- particularly of a descriptive nature -- will remain critical to the school reform endeavor.

The existing literature of school reform suggests certain elements are necessary for successful restructuring. Harvey and Crandall (1988) identify eight elements: (1) focus at the building level; (2) a belief in the ability of all students to learn; (3) elevated expectations for student academic performance; (4) student-centered instruction; (5) alternative roles for school personnel --

especially teachers; (6) applied research to avoid wasted efforts and needless mistakes; (7) development of a nurturing and supportive climate; and (8) focused effort to involve parents and the greater school community.

The shift of traditionally conceived roles is central to school restructuring especially those of principals and teachers. Traditional notions of leadership as the principal exercising boss-management within a hierarchy of organizational power and control has been abandoned in favor of a more collegial and facilitative lead-manager role. While the traditional top-down leader employs coercion as her/his primary motivation strategy, more enlightened leaders engage people in discussion, models what is expected of others, engages people in a process of self-examination and critique, and does everything possible to enable successful and effective job performance (Glasser, 1990).

Effective schools have strong "transformative" leaders who seek to enrich the job experience of associates. They are skilled at developing a sense of shared mission -- not only reducing environment related job dissatisfiers but also enhancing task-related satisfiers. These satisfiers include significant job enrichment -- as opposed to additional duties -- and a modicum of control over one's own area of responsibility (Herzberg, 1959; Sergiovanni, 1968; Burns, 1978).

Teachers are similarly seen as significant stakeholders in the school mission. No longer the recipients of orders from decision-makers, teachers are recognized as collegial equals to the principal engaged in a shared endeavor. As key members of the school governance team, teachers are empowered to exercise decision-making control over curricular and instructional areas previously reserved to administrative roles. They are, thus, made to feel special and a part of something important (Lipsitz, 1984; Patterson, Purkey, and Parker, 1986).

The roles of superintendent and school board have been given relatively little attention in existing reform literature although they, clearly, remain key to successful school reform. While described in the desirable ideal -- trusting, supportive, and enabling -- one is left only to conjecture about how this attitude is to be developed.

The phenomena of organizational change are clearly of interest to reform-minded practitioners. Rather than a choice, change is now recognized as a constant of organizational life that "must become the norm rather than cause for alarm" (Peters, 1987). Organizational change is conceived as a multi-step process that moves through a number of phases from planning through preparation, implementation, and assessment, to institutionalization (Loucks-Horsley and Hergert, 1985; Basom and Crandall, 1989).

The change process, as theoretically outlined, assumes a rational organization moved by logic and reason. The dichotomy between how organizations are designed and how they actually operate has long been recognized. Accounting for much of this difference may be the failure to recognize the "nonrational" side of people, i.e., people act on emotions as well as reason and logic. As human beings, emotions, perceptions, values, and beliefs affect the operation of the organizations they inhabit. Thus, change is significantly more complex than systems analysts might suggest. In designing high performance school organizations, careful attention must be given to ensure that any new practice fits the norms or styles of teachers -- their culture -- and that it works (Patterson, Purkey, and Parker, 1986; Loucks-Horsley and Hergert, 1985).

The shared perceptions, values, beliefs, symbols, and rituals -- the unseen forces that govern human behavior within organizations -- are understood as the organizational culture. Organizational culture is an expression that captures the informal side of any human organization; "its the way we do things around here" (Deal, 1985).

Leaders who seek change must recognize the importance of existing attitudes, and norms to determine what is acceptable and what is not to the existing school culture (Prince, 1989). Thus, successful change agents must be capable of reshaping -- renorming -- the existing school

culture to ensure lasting change. This effort is a formidable task requiring time, nurturance, considerable power and creativity by the change agent (Rossman, Corbett, and Firestone, 1989).

The case for cultural compatibility as essential to successful organizational change is compelling. Yet, it remains to be determined how prevalent or successful the renorming process in schools engaged in restructuring. Much may yet be learned from an examination of the activities of change agents engaged in renorming for organizational restructuring.

In conclusion, I must confess an overwhelming sense of the limitations of this review of literature. I have attempted to present the reader a range of key topics related to school restructuring. Each area reviewed -- the school reform movement, effective schools research, traditional versus new leadership, motivation, change process, and cultural perspectives -- has, in its own right, supported entire volumes of research.

Clearly, then, the limitations of this study preclude an exhaustive review of any one of these major topics. Rather, my intent is to provide the reader a reasonably detailed overview of the range of topics that, in my judgment, must be included within any realistic and practical discussion of school restructuring. The complexities of the school restructuring process must not be

underestimated. In our urgent rush to improve the function and productivity of schools, we must avoid the allure of simplistic "quick fix" solutions. Restructuring involves major changes within people -- their beliefs and attitudes. It is complex and implies enormous investments of time and resources. Whatever restructuring may be, it is certainly no quick fix!

Further, as a practitioner, I have found the "waves" of restructuring data somewhat overwhelming and disjointed. Perhaps by its very nature, much of the readily available research, while in-depth, is narrowly focused. Some authors have attempted to address this need by publishing compendia volumes -- Sergiovanni and Moore (1989) and Elmore and Associates (1990) as two recent examples -- including research across a wide range of related topics written by individual experts. This seems to me a very useful approach and is the adopted style of this review, albeit abbreviated. It is within this frame of reference, then, that I have presented the reader a wider scan of the range of related phenomena that, in my judgement, must be considered within any practical attempts to restructure our schools.

CHAPTER III

METHODOLOGY

Overall Approach

Given the purpose of this research to obtain, analyze, and interpret data from the on-going experiences of people within one public school setting engaged in restructuring, I have chosen to conduct a descriptive case study. Qualitative methods were employed including guided interviews, survey questionnaires, direct observations in a variety of settings, and document analysis.

I share the position of Lovell and Lawson (in Behr, 1973) who suggest that "descriptive research is concerned with conditions that exist, practices that prevail, beliefs and attitudes that are held, processes that are on-going, and trends that are developing" (p. 10). A major purpose, then, of descriptive research is to document and describe situations or phenomena because these narratives may be necessary for decision-making. The results of such research have direct application to real-world problems: they seek origins of behavior; they seek interrelationships among factors effecting growth; they study sequences and patterns of influence upon growth; they establish the nature of trends in the past; and use these trends to make predictions about the future (Mason and Bramble, 1973: 31, 32, 34). Kerlinger (1973) maintains that descriptive research can often get at important social scientific and

educational research problems which do not lend themselves to experimentation but do lend themselves to the kind of controlled inquiry descriptive research should be (p. 392).

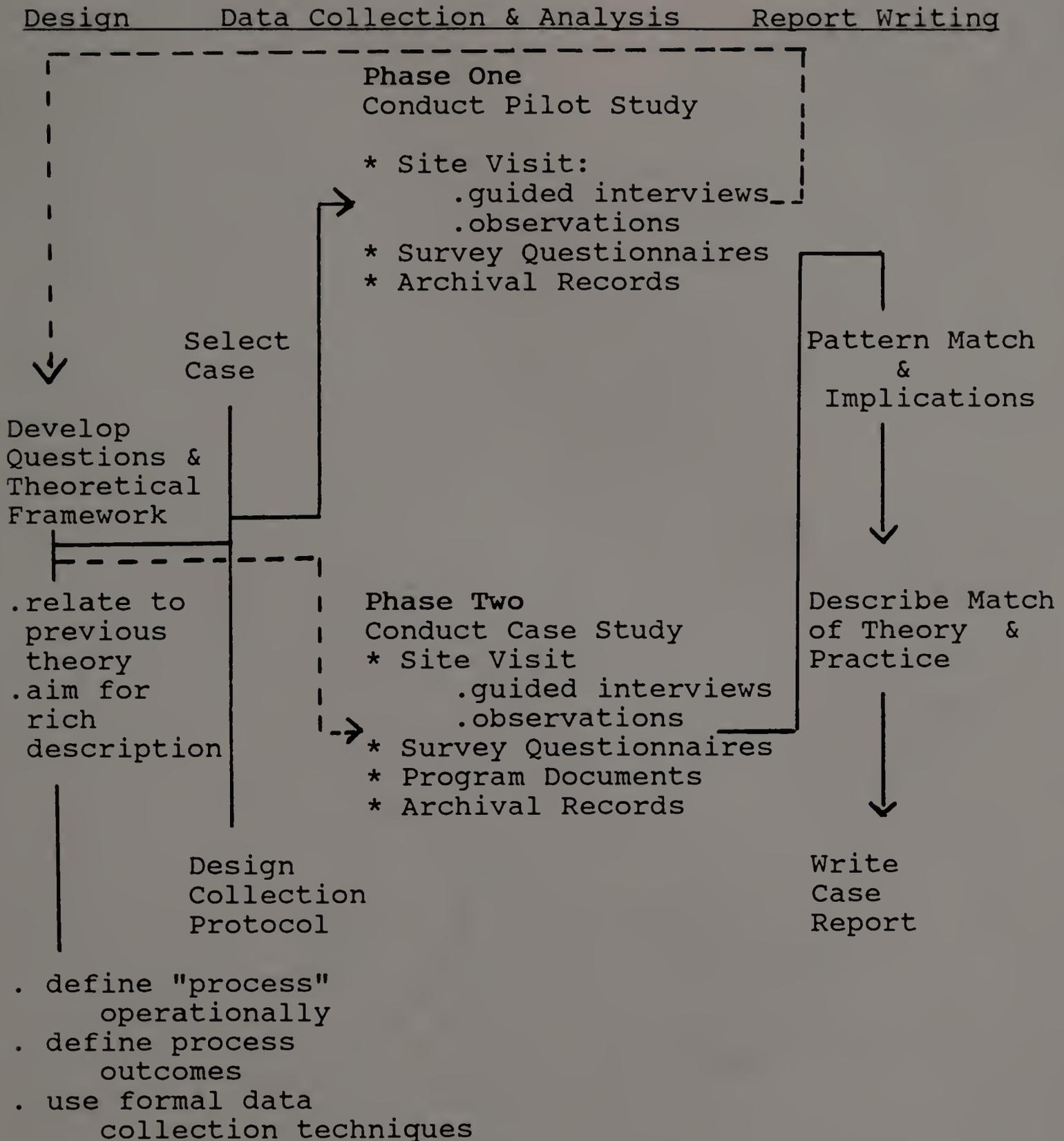
According to Yin (1984), the choice of a research strategy rests on three major considerations including the type of research question, the extent of control by the investigator, and the degree of focus on contemporary (on-going) events. The case study strategy has distinct advantages whenever "how" or "why" questions are being asked about a contemporary set of events over which the investigator has little or no control (p. 23).

The design of this descriptive case study is depicted in Table 10 (see table 10, page 76). It represents a single case application of Yin's (1984) multi-case design. While my original proposal was to conduct a multi-case study across several public school sites engaged in the identified public school restructuring program, the sage advice of my dissertation committee regarding realistic limitations of time and resources prevailed.

Selection of the one school site was largely determined by its proximate location and accessibility to this researcher. Access was initiated by letter, follow-up telephone contact, and on-site visit with the building principal. After reviewing the research plan together with copies of the research instruments, the principal agreed to represent my request to the school's advisory team.

TABLE 10

Case Study Design



(Adaptation of Multi-case Design)

SOURCE: R. K. Yin, Case Study Research: Design and Methods, Applied Social Research Methods Series, vol. 5 (Beverly Hills, California: Sage Publications, 1984).

Having gained the approval of people in the setting, similar permission was sought from the Superintendent of Schools via letter and telephone call. Since my proposed research activities involved the participation of students, the Superintendent drafted a letter of introduction to parents together with release forms to be signed by those willing to allow their children to participate in the research (see appendix c).

Data Collection Methods

I believe, as do Schatzman and Strauss (1973), that "once the decision is made to inquire into some social process in its own natural context, the researcher creates much of both the method and the substance of his field of inquiry" (p. 9). Within this view, data collection methods are seen as emerging from on-going operations of the research; flexible and subject to adjustment. Further, the researcher is seen as a "methodological pragmatist" who "concerns himself less with whether his techniques are 'scientific' than with what specific operations might yield the most meaningful information" (p. 10).

In keeping with the Yin (1984) case study design, multiple sources of evidence were accessed through five major data-gathering strategies: guided interviews, survey questionnaires, direct observations, program documents, and archival records. While the instrumentation and

data-collection activities were carefully and planfully designed prior to initiation of this research, my primary concern as a "methodological pragmatist" was for gathering the "most meaningful information." Thus, data-collection instruments were designed as flexible guides to focus the activities of both researcher and the subjects.

Interviewees were encouraged to expand on ideas, opinions, and personal impressions that might have potential for developing valuable insights while leaving unanswered other questions on the prepared interview guide. Similarly, survey questionnaire instruments included liberal amounts of open space together with textual cues encouraging additional responses, comments, and elaboration.

Interviews and questionnaires, suggest Adams and Schvaneveldt (1991), "can be likened to the stethoscope or surgical tools in medicine in that they are the two most common modes of data collection in all of the many branches of social-behavioral science" (p. 198). I have selected both of these time-honored and frequently employed tools as the major data gathering strategies of this study.

Guided Interviews

I selected the guided interview as the primary data-gathering strategy for the purposes of this case study. Adams and Schvaneveldt (1991) characterize the interview as both an artful and potentially rewarding process:

The interview is very much an artful process; a process in which a sensitive and skilled practitioner can make it easier for respondents to use communication to forward the goals of scientific understanding as well as serve a very rewarding process through directed conversation (p. 213).

The personal interactive nature of interview sessions enabled an immediate assessment of both the verbal and non-verbal cues of each informant; allowing instant adjustments to the order, phrasing, elaboration, or clarification of questions. Thus, the interview tactic allows more researcher confidence in responses to clearly understood questions as well as the opportunity for first-hand observations and interactions with people in the setting.

I found the interviewing process quite pleasant and personally rewarding. More than one informant remarked that they had found the interview session both enjoyable and useful. It had served as an opportunity for articulating their impressions, expressing their feelings, and actually clarifying their own thinking about the restructuring project. One individual expressed pleasure with the idea that someone considered her opinions important enough to be included in program documentation.

The interviewing process enabled me to establish a personal rapport with the people in the setting and thereby, an opportunity to establish my identity as an empathetic individual who could be trusted. The subjects

seemed to enjoy talking about their experiences and pleased that someone cared enough to ask.

Selection of the guided interview strategy was a function of the objectives of this research. Merton, et al. (1956), suggest that the guided or "focused" interview is the most appropriate interviewing strategy when respondents are sought out because they are known to have experience that can provide insight and understanding to the topic or question and when "the interviewer comes with goals in mind, objectives to be attained, and questions to be used in accomplishing these purposes" (p. 214).

While I entered the setting with pre-conceived questions to be answered and with goals and objectives to be attained, I also wanted to remain open to other possibilities: questions I had not even conceived, insightful responses or other important data I had not anticipated. Thus, while somewhat structured, the interview instrument was designed to be flexible; seeking open-ended comments or elaborations from respondents.

This strategy seemed to work fairly well. While interviews were guided by the prepared questions, I routinely encouraged individual participants to comment, explain, or elaborate on uniquely-reported but potentially significant events, impressions, or lines of reasoning.

Survey Questionnaires

I agree with Smith (1975) who defines the questionnaire as "a self-administered interview" (p. 170). In addition to emphasizing the need for multiple sources of data as a function of trustworthiness, Yin (1984) argues that certain studies may benefit from the same questions passed to two "pools of sites" with the survey providing some indication of the prevalence of an identified phenomenon.

As a data gathering strategy, the survey questionnaire provides access to greater numbers of people than is possible through interviews alone. I anticipated that the data gathered by survey questionnaire would serve as an indicator of the prevalence -- sharedness -- of data obtained through interviews and serve as well the structural validity function.

The survey questionnaire instrument, therefore, contains questions similar in form and content to those in the guided interview. It was intended to elicit responses from a greater sample of people than would be possible by guided interviews alone. As an alternate source of information, the responses to survey questionnaires were cross-checked with interview responses to discern any possible variations. The combination of these two data-gathering tactics enabled me to ensure a sample of responses large enough to be representative of the population.

Additional sources of information including direct observations, program documents, and archival records were utilized as further evidence to supplement, support, or counter data gathered through interviews and survey questionnaires. These documents together with original audio tapes and transcriptions of interview sessions, completed and returned survey questionnaire instruments, and hand written field notes have been assembled into a case study data base.

Direct Observations

Data-gathering within the selected school setting included direct observations of people within a variety of settings and situations. Yin (1984) notes that opportunities for direct observations are occasioned by field visits to the case study site by the investigator. The inclusion of the direct observation strategy in this study is in keeping with Yin's (1984) belief that "observational evidence is often useful in providing additional information about the topic being studied . . . it adds dimensions for understanding either the context or the phenomenon being studied" (p. 85). Interactions between teachers, parents, students, and principal, both formal and informal, within various areas of the school facility were observed. Observations of formalized interactions included organized team meetings of teachers, parents, and the principal

within a conference area, individual meetings of staff and principal in the school office areas, observation of teachers engaged in instructional activities with students and assisted by parents within classrooms. Observations of less formal interactions included chance meetings of people in the staff lounge, interactions between people -- teacher/teacher, parent/teacher, principal/teacher, principal/student, teacher/student, parent/student -- as they passed through public areas of the building such as corridors, library/activities center, lunch room, and outer office.

Observations of the school setting as well as the utilization of physical space were also made. Focused attention was given to an examination of posted materials, displays of student work, written slogans, mottoes, and mission statement as a reflection of the values, attitudes, and beliefs -- the culture -- of the setting.

Direct observations were conducted as part of each site visit and recorded in the form of anecdotal field notes and observer impressions either on-site or as soon as possible after leaving the site as time and comfortable opportunity would permit. While an observation schedule was constructed to guide a systematic focus on all desired elements, I attempted to remain consistently open to other, perhaps unanticipated, opportunities for observational data.

Program Documents

A number of program documents developed and distributed as part of the school restructuring project were examined as part of the data-gathering strategy. Lincoln and Guba (1985) suggest that as sources of information, records and documents are singularly useful. Their usefulness and importance should not be underestimated by the researcher who, they caution, "should not fail to note that what emanates from a documentary or record analysis still represents a kind of interaction, that between the sources and the analyzing investigator" (p. 277). Included in the documents examined are copies of original grant program and funding proposals, official mission statement, identified program goals and objectives, articles written for school publications, and miscellaneous publications by the Massachusetts Department of Education relating to the Carnegie Schools Grant Program.

All related program documents were examined for data either supporting or mitigating those obtained by other data-gathering strategies and instruments. In addition, program documents were used to obtain additional insight about the people in the setting: what they want others to know about themselves and their activities and what this desire reveals about their self-image, needs, and motivations.

Archival Records

Lincoln and Guba (1985) include archival records among the "rich" non-human sources of information useful to the researcher. As official records of a given program or organization -- often produced by people in the setting -- these records can yield valuable data for triangulation with that gathered from human sources.

For the purposes of this study, I collected and examined official demographic and statistical reports for the community and school district. The major objectives of this data gathering strategy were (1) to enable construction of a detailed description of the setting; (2) to facilitate the search for important contextual clues about the form and content of the restructuring effort and the responses of people in the setting; and (3) to provide another source of evidence for triangulation and verification with data gathered from other sources such as guided interviews and direct observations.

Published reports by the Massachusetts Department of Education include data on student attendance, drop-out rates, per pupil expenditures, and results of student performance testing. Other data were obtained from published reports of the Massachusetts Association of School Committees including the number of teachers employed by the district, pupil to teacher ratio, community population, equalized property values of the community, and ratio

of district equalized value per person to the state median (see appendix a).

Sampling

Because of the in-depth nature of the interview strategy, time limitations dictated a representative sampling of subjects. Alphabetized lists of staff and actively-involved parents -- parents serving on teams -- were obtained from the principal. Lists were sequentially numbered and names appearing next to odd numbers were selected for invitation to participate in an interview. One guided interview was conducted with fifteen of thirty-eight teachers and eleven of thirty-two actively involved parents. Care was given to include teachers of primary grades (K-2), intermediate grades (3-5), special education, special subject areas, and the librarian. In two cases, a second interview session was held because they had more information to share than could be accommodated in one forty to sixty minute session.

In order to expand the sample and substantiate data gathered by interview, survey questionnaires were distributed to the remaining twenty-three teachers of which ten were completed and returned and to two hundred forty-six randomly selected families not interviewed; from which eighty-five completed forms were returned.

Student participation was limited by design to those in grades three, four, and five. Further, parent permission was required through release forms signed and returned to me (see appendix c). Seventy-nine of two hundred fifty six eligible students were granted permission and, subsequently, included in data-gathering activities.

Although student data collection was initially designed to be accomplished through distribution of student questionnaires, this proved beyond student capabilities. Alternatively, students were interviewed in twelve small groups utilizing the questionnaire instruments as guides and data recorded as group responses.

In addition, guided interviews were conducted with the school principal, three other elementary principals, and the district superintendent. Due to some hesitancy on the part of the assistant superintendent about being interviewed, a brief informal interview was conducted.

Data Management Procedures

A case study data base was established as a major data management strategy (Yin, 1984). All guided interview sessions were audio-taped by permission of the subjects. Tapes were labeled, dated, and filed for later use that might be required or desired. All audio-tapes were transcribed on computer with master copies stored on electronic diskettes. Hard copies were printed and organized in a

three-hole binder by category of the subject -- teacher, parent, student, administrator -- and by date of interview.

Survey questionnaires were number coded prior to distribution to enable follow-up with non-responding individuals as well as check any discernible pattern of returns. Questionnaires were ordered in numerical sequence for ease of location and maintained in labeled file folders. Responses from each informant group were tabulated and computerized summaries produced for ease of analysis. Master copies of summary documents are maintained electronically with printed hard copies in file folders for ease of reference. Additional copies of summary documents were forwarded to the school principal for distribution to any interested parties in the setting. Other programmatic and archival documents as well as hand written field notes of interview responses, observations, and anecdotal impressions, are chronologically ordered and maintained in individual, marked file folders.

The case study data bank consists of thirty audio-tapes representing forty-five hours of interviews, over two thousand (2,000) pages of transcriptions, copies of data-gathering instruments, completed questionnaires, prepared summary materials and research schedules. In addition, numerous program documents, archival materials, and other miscellaneous printed materials related to the restructuring project round out three file cartons of material.

Data Analysis Procedures

Marshall and Rossman (1989) describe qualitative data analysis as a process of bringing order, structure and meaning to the mass of collected data: "qualitative data analysis is a search for general statements about relationships among categories of data; it builds grounded theory" (p. 112). Data analysis consists of examining, categorizing, tabulating, or recombining evidence to address the initial propositions [questions] of a study (Yin, 1984). My approach to data analysis was consistent with that suggested by Yin (1984), Marshall and Rossman (1989), and Glaser and Strauss (1967) who describe a process of generating themes, categories, and pattern-matching as major strategies for qualitative data analysis.

Lincoln and Guba (1985) enthusiastically endorse the "continuously developing aspects" of the Glaser and Strauss (1967) Constant Comparative Method in which "each stage provides guidance for the next through inquiry" (p. 340). Since this study is primarily designed as a descriptive research for the exploration of emergent themes and generation of plausible theory grounded in the data, I employed the Glaser and Strauss (1967) Constant Comparative Method to aid in the data processing and analysis activities of this study.

As described by Glaser and Strauss (1967), this method is concerned with "generating and plausibly suggesting (but

not provisionally testing) many categories, properties, and hypotheses about general problems . . . no attempt is made by the constant comparative method to ascertain the universality or proof of suggested causes or other properties" (p. 104). Four steps are involved in the Constant Comparative Method: (1) comparing incidents applicable to each category; (2) integrating categories and properties; (3) delimiting the theory; and (4) writing the theory (P. 105).

My initial coding of the data was guided by the theoretical properties identified within the review of related literature and, subsequently, reflected in the research questions. Each identified class, pattern, or theme was then systematically linked to every other class until there emerged what Schatzman and Strauss (1973) label a "key linkage" -- a general scheme, metaphor, model, or overriding pattern -- for determining the significance of any identified class. With the identification of a key linkage I was able to be increasingly selective among the array of possible classes evident in the data and, thereby, engage in a systematic process of data reduction which enabled me to bring closure of the data gathering processes.

The data gathering instruments were designed to facilitate the coding of data for analysis. The interview and survey questionnaire instruments address the major

theoretical classes suggested in the review of literature. Questions are similarly arrayed and sequenced so as to produce responses that might be easily compared.

Letter codes were assigned to identify each theme or pattern evident in the data. Data related to issues of leadership, for example, were coded with an (L) in the margin of the transcribed interviews while that related to issues of power sharing was likewise coded with a (P). These two categories were then examined for common properties or characteristics which in turn were then systematically compared to all other identified classes for additional combinations.

Utilizing the computer's ability to electronically "cut and paste" text, data were subsequently reassembled by code to facilitate analysis as well as later access to specific raw data -- quotes, examples, events, etc. -- as necessary for analysis and writing of the case study report. From this process, key linkages were identified enabling the delimitation of several key themes and plausible theories which I have described in some detail.

Ensuring Trustworthiness

Central to the issue of trustworthiness of any study is the integrity of its design. According to Lincoln and Guba (1985):

The basic issue in relation to trustworthiness is simple: How can an inquirer persuade his or her audience (including self) that the findings of an inquiry are worth paying attention to or worth taking account of? What arguments can be mounted, what criteria involved, what questions asked that would be persuasive in this issue?
[p. 310]

The three basic principles for data collection which Yin (1984) identifies as essential for ensuring construct reliability and validity of a case study include: (1) access of multiple sources of evidence; (2) utilization of a case study data base for organizing and accessing the data; and (3) maintaining a chain of evidence which enables the reader to follow the derivation of any evidence from initial research questions to case study conclusions.

I was careful to observe all three of these principles in the design and implementation of this study. First, multiple sources of evidence were accessed through the utilization of a variety of data-gathering instruments and strategies -- guided interviews, survey questionnaires, direct observations, program documents, and archival records -- and systematic random sampling procedures were used to ensure data from a representative sample of the people in the selected setting. A triangulation of data from these multiple sources was attempted as a means of ensuring the feasibility of propositions generated within the process of data analysis.

Second, a case study data base was created consisting of case study notes, audio tapes, interview transcriptions,

completed questionnaire documents, program documents obtained from the setting, and archival documents and reports.

Third, I have made a sincere and careful attempt to maintain and present the reader with logical chains of evidence that support the theories or propositions emergent from this study. In addition, participants were included to the extent possible in the research process. This included an up-front sharing of the design and major goals of the research as well as a request for input and feedback facilitating modifications of procedures, refocusing of inquiry, refinement of data-gathering instruments, and analysis of data. Such subject participation in the research process ensured an enhanced understanding of the data being sought within specific interview and questionnaire items. Further, I was able to gauge whether people in the setting believed the focus of the case study had validity and was "on target."

At the request of staff members -- as communicated through the principal -- I made an initial report of preliminary findings at a scheduled staff meeting following data-gathering activities. While only preliminary, I attempted to communicate some of the major themes shared by numbers of people. The staff demonstrated great interest in my perceptions and impressions as an outside and presumably objective observer. As an educator who held an

administrative post in another area public school system, my impressions seemed to be given an extra measure of credibility by the staff. One staff member voiced her satisfaction with the research process on behalf of the staff: "This has been very helpful -- could you come back and do it again next year?" [T5:3]

Pilot Study

A pilot study was included as part of the design of this project to ensure the trustworthiness of interview and questionnaire data-gathering instruments. The first four teachers and five parents randomly selected to be interviewed were invited to participate in a pilot study. Interviewees were asked to critique the form and content of the interview to assist me in its refinement. Several questions needed clarification of meaning or intent and were subsequently reformulated. For example, interview subjects were asked if they had identified organizational "assumptions" as part of their restructuring process. The word "assumptions" was unclear to pilot study subjects and required elaboration as to meaning. Subsequently, the question was reworded to include some examples: each teacher is responsible for his or her own class of students; students are assigned by grade level; leadership comes from the top; the principal is the boss.

The questionnaire instrument was pilot tested in a similar manner. The first four teachers and ten parents identified through a random selection process to receive survey questionnaires -- approximately 10% of the sample -- were invited to participate in the pilot study. Pilot study participants were subsequently interviewed for feedback on the clarity of questions, general understanding of vocabulary and information sought, any perceived omissions, and any other comments or suggestions. With the exception of the question about "assumptions" that needed additional written clarification similar to that added to the interview instrument, pilot study subjects had little difficulty with the questionnaire instrument. In addition, all participants indicated that the instrument appeared to address the "right" issues with no perceptible omissions.

Student questionnaire instruments were originally designed to be completed individually by student participants from grades three, four, and five. This proved impractical for two reasons: first, students needed much verbal support, explanation, and elaboration of information sought. Direct interaction between student subjects and myself seemed the only feasible solution. Second, concern for student time away from instructional activities was voiced by several staff members. Thus, student participation was organized as thirty minute small-group taped interviews using the questionnaire instrument as a guide.

Case Study Protocol

To further ensure the reliability of the research procedure, a case study protocol (Yin, 1984) was designed to guide the conduct of this research. The protocol is essentially a procedural road map for the research to ensure systematic and thorough data gathering and analysis. The protocol for this case study included an overview articulating its focus and major goals, rationale for site selection and description of the setting, a plan for gaining access, a restatement of the major research questions, procedures for data gathering together with anticipated timetable, and a detailed plan for the analysis of data and presentation of findings.

Role of Researcher

I entered this setting as a mid-career educator and administrator in the public schools of Massachusetts. Currently serving as superintendent of a local public school district in south central Massachusetts, I have been intrigued by the theoretical claims made for the benefits -- indeed the demand -- for organizational restructuring of American public schools. Perhaps this idea of restructuring holds the key for major reform envisioned in the major national commission reports like A Nation at Risk (1981) and the Carnegie Report on Education and the Economy (1986).

Within my twenty-three years of public school experience, however, I have experienced the emergence of at least two other major educational movements -- so-called "modern math" and "open classroom" -- that were much heralded as significant reforms. Inordinate amounts of energy and educational resources were invested in these movements that were eventually discredited and abandoned. Thus, there resides in me a basic skepticism and reticence to engage new movements such as restructuring. I don't want to waste my limited time and precious energy on any more fads. While I currently hold the personal conviction that major reform of American public education is necessary, I cannot embrace school restructuring without careful examination.

I assume the existence of an audience of readers -- other educational practitioners in public school settings -- who have a need similar to my own: the opportunity to examine and extract important lessons from the experiences of others engaged in school restructuring. The pragmatist part of my personality insists that one should not needlessly duplicate mistakes that can be avoided or recreate "the wheel" that already exists.

The opportunity to examine and document the experiences of people in an on-going school restructuring project became a real possibility with the initiation of a state-funded incentive grant program for restructuring

known as the Massachusetts Carnegie Schools Grant Program. Within the first round of grants, seven Massachusetts public schools were identified to receive an incentive grant to develop and initiate a plan for school restructuring.

With the majority of my career served in one school system located in northeastern Massachusetts -- the same region as the selected school site -- I began this research with some general perceptions and assumptions about the school district and community setting. I anticipated that the school facility, equipment, curriculum and materials, staffing and instructional practices would reflect the community's reputed support for its public schools.

The school district enjoys a reputation for instructional excellence and high levels of student achievement. I was aware, for example, that in addition to the Massachusetts Carnegie Grant status awarded the selected school site, two other schools in the district -- an elementary school and a middle school -- had been identified by the U.S. Department of Education as Schools of Excellence. Against this contextual backdrop, I assumed the chances for a successful restructuring experience to be great.

The reader should also be aware that I am, by nature, a person who tends to emphasize the positive in people and events. While life's experiences with its regular doses of reality keep me a relatively well-balanced personality

capable of being critical, the eternal optimist never strays far. Thus, my selection of key events, patterns perceived, and explanations proffered in this study are, doubtless, both fallible and value-bound.

Ethical Considerations

Engaging people in an informant role requires established trust between researcher and subjects. I entered the setting acutely aware that my presence could be perceived as an invasion of privacy by an unknown outsider and a potential threat to the safety and integrity of existing relationships if gathered information were misused. I was careful to explain the rationale and purposes of the study, the type of information that would be sought, and to provide verbal assurances that all notes of interviews and audio-tapes would be used only by me to facilitate accurate data gathering and analysis.

Permission to audio-tape interview sessions was obtained from each participant who was verbally reassured of its purpose and intended use. In one case, an informant asked that the taping be stopped during a response deemed too sensitive by the informant to be recorded. Special care was taken to inform student participants of their right not to be audio-taped since it is doubtful they would have been assertive enough on their own to object to the taping by an adult interviewer.

Survey questionnaire instruments were assigned number codes in order to protect the identity of respondents. A written statement of purpose and intended use of the information was prominently placed on the beginning page of the survey questionnaire instrument.

All names and other specific identifying information contained in this study have been systematically changed to ensure the promised confidentiality. Care has also been given to editing for any sensitive material that might in any way compromise the existing relationships between people in the setting.

Limitations of Study

As a single case, I was unable to move this study beyond the idiosyncracies of one school site. No attempt has been made to generalize the experiences of people, emergent themes or patterns of data, or hypothesized grounded theory beyond the single school site. Given the realistic limitations of time and resources available to a single researcher, this study represents but a single case application of the Yin (1986) Multi-case Design. Hence, there exists the possibility of moving beyond this single case limitation with the inclusion and cross-case comparison of additional cases.

Selection of the school site was limited to the set of seven public schools identified as part of the initial

Massachusetts Carnegie Schools Grant Program. All seven schools being located in one relatively small industrial state in the northeastern United States, further limits the generalizability of findings. In addition, site selection was also limited by fact of my residence in the northeastern section of the state; with ease of travel and ability to sustain adequate time at the site considered.

Clearly, some limitations are inherent to the descriptive case study methodology. Although interviews were guided to facilitate focus of responses, each informant provided distinctly unique perspectives of variant depth and content. Also, given the numbers of people in the selected site, I employed a random sampling approach for identifying teacher, parent, and student informants for guided interviews and receipt of survey questionnaires. While care was taken to ensure the inclusion of a broad representative sample, the claim is not made that everyone in the selected setting participated in the study or that every point of view is, herein, reflected.

The sample of students included in the activities of this study was limited to those whose parents signed and returned a release form. In addition, a modification of data-gathering procedures was necessitated by the limited ability of students to independently complete questionnaires and concern on the part of some school staff for the amount of time students would be removed from regular

instructional activities. Thus, students were interviewed in small groups for no more than one thirty minute session.

Overall, it must be noted that the focus of this study -- restructuring within a selected school site -- is an on-going phenomenon. Data included in this study are limited to the responses of people, observations made, and artifacts gathered near the end of the second year of a change process that is of indeterminate length.

Finally, I must acknowledge for the reader the limitations attendant to my own personal biases as a white male, mid-career public school educator, a product of suburban middle class American culture. After twenty-three years of public school experience, I am currently serving as superintendent of a 2,500 pupil school district in south central Massachusetts.

The set of life's experiences that blend to form my values and perspectives are certain to be intricately woven into the fabric of this study. The reader may well be in a more objective position than I to discern the form and substance of these idiosyncracies and to judge their limiting effects upon this study.

CHAPTER IV
THE FINDINGS

Introduction

The findings of this study are organized so as to provide the reader a rich description of the restructuring events and the interpretation of those events from the varied perspectives of the major stakeholders within the setting: teachers, parents, students, principal, and superintendent. In the first section of the chapter, the reader is provided a general chronology of the restructuring events and activities at the Adams School -- its story. The second section of the chapter then offers the reader a richly detailed recounting of the school's restructuring story from the perspectives of the five major stakeholder positions identified above.

Both sections of this chapter reflect upon the events and activities of the restructuring project as recalled, interpreted, and related to me by people in the setting. Selected direct quotes of participants are included as representative supporting evidence for my assertions and/or observations and as a means for providing the reader a measure of direct access to the voices of people within the setting.

The existing literature of school reform makes clear that while a precise definition of restructuring may remain elusive (Armstrong, 1988; Brandt, 1990), conceptual clarity

is emerging through the documentation of "pioneering" school districts engaged in restructuring activities. Eight core elements of restructuring, for example, have been identified by Harvey and Crandall (1988) as common to most restructuring efforts (see table 1, page 30). In addition, David and Peterson (1984) urge schools to develop improvement plans that focus on student instruction, contain a limited number of prioritized goals, delineate specific activities and strategies, and provide the resources necessary to do the job right. In short, plans should be "realistic and doable" (see page 33).

Since restructuring is promoted within the existing school reform literature as a major strategy for improving less effective schools (Carnegie Forum, 1986), familiarity with the research on effective -- successful -- schools is critical to an informed examination of this case. Characteristics of effective schools including the presence of high expectations for performance, a stable atmosphere, and strong leadership are well documented (Weber, 1971; Edmonds, 1979; Blumberg and Greenfield, 1980). In addition, Lipsitz (1984) lists nine characteristics of successful schools that include valuable insights about people and their relationships within successful school settings. Of particular importance to the reading of this case is her allusion to people feeling special, the existence of a remarkable level of caring, a lack of adult isolation, and

a principal who derives authority from acknowledged competence rather than official position (see table 3, page 44).

Overall, the following presentation of findings is a detailed documentation of the responses of people to a major organizational change involving the redefinition and reordering of roles and responsibilities within the Adams Elementary School. As such, the existing literature of organizational effectiveness and change informs one's understanding and interpretation of the change events within this setting. Drawing upon the work of Loucks-Horsley and Hergert (1985), Basom and Crandall (1989) describe nine action steps for successful reform against which the change process in the Adams School may be viewed (see table 6, page 56).

Existing literature of organizational change suggests that obstacles to change -- including resistance -- should be expected. The Adams experience proves no exception. Sergiovanni and Starratt (1971) have identified nine possible causes of resistance to change which the reader may find useful for understanding the voices of doubt encountered by people in the Adams restructuring experience (see table 7, pages 60-61).

Critical to the success of any significant organizational change, then, is attention to the nonrational -- human -- dimension of organizations (Patterson, Purkey, and

Parker, 1986). The emotions, perceptions, values, and beliefs people hold and act upon constitute a major cultural force that can either enhance or inhibit change within an organization (Rossman, Corbett, and Firestone, 1988; Prince 1989). Suggesting that successful change -- improvement -- comes when schools are renormed rather than reformed, Prince (1989) outlines five necessary elements for renorming a school's culture (see table 9, page 66).

Finally, the reader should note that the data-gathering for this study was conducted at the end of the second year of a three year grant project. Thus, the story of this school's restructuring experience, as herein presented, is but a snapshot of an on-going phenomenon.

The Adams Story

Although the Carnegie Schools Grant Program establishes a three year time frame for school reform activities, the Adams story as recounted by the school's inhabitants includes an additional period of at least six years prior to restructuring marked by the arrival of the school's current principal. The events of this period are understood by people in the setting as preparatory to the current reform initiatives. Thus, the following account is organized within four subsections to include this preparation period: preparation, planning, implementation, and evaluation.

Preparation

Prior to initiation of the Carnegie Schools Grant Program, the Adams School had established a generalized reputation for being an innovative and dynamic school setting. Teachers and principal alike express pride in this reputation. Student performance as measured by state-sponsored tests of basic skills and other locally administered standardized tests of student achievement reflect above average levels of student academic performance.

Faculty members suggest the reputation of their school within the town is very positive. Regarded as a very active and innovative school, Adams provides students with high quality educational experiences. This, suggest people in the setting, is largely reflective of their hard work, dedication, and professionalism.

Adams always had a reputation for being a busy school. [T2]

I've always thought of myself as an educator;
Parents are very proud -- we are a great school.
[T4]

This is an active place -- on the cutting edge.
. . . people view Adams as a very busy and active
place. [T9]

A sense of pride is communicated for being part of a select group of educators that has established so strong a reputation. The leadership skill and high standards established and maintained by the current principal is

credited. He is also credited with exercising skill in the selection of new staff who "fit in."

One is hired here because you are trusted to do a good job . . . the demands are high in this school. [T5]

The work is very hard and there are so many things pulling us . . . expectations are very high here. [T9]

Adams is filled with a high level of "Type A" personalities. It's a very different climate here -- its a kids' place. The principal (name) expects a lot. He's very interested. Most people want to be here. [T12]

Parents share the perception that Adams School is an active and innovative setting; even before the Carnegie Schools Grant initiative. The school reputation in the town is very positive; a place where good things happen for children. The staff is credited for its hard work and innovative programming; they are the "movers and shakers" of the school system. More than one parent alluded to the influence of the school's reputation on the decision of people purchasing homes in the Adams attendance area.

In fact I was talking to a parent from another school area in town and she was asking how we were getting so many people involved and how many people who were looking for new homes wanted to look in this district of town. I have to say, it's like people have fallen in love with this school. [P2]

Really, the Carnegie grant is a vehicle just to continue and formalize the structure that maybe would make possible some of the goals that they were already thinking about. The staff had a lot of support and respect from the community and so did the principal. Adams . . . has a reputation of being the "movers and shakers" in town. [P3]

I was surprised that this school was part of Carnegie because the idea of Carnegie is to bring parents more into the school and this school already had a great deal of parent interaction. [P9]

High expectations of parents also is cited as a factor in the school's reputation. While portrayed as supportive and proud, they are also described as demanding.

Parents are demanding more and should. [T4]

Some of our parents are demanding to "show us;" they've always had high expectations. For parents beyond the involved group, our job is to educate them [the children]. [T8]

Within the context of this self-described atmosphere of high expectations and a high performance setting, faculty members suggest that collaboration among teachers is common. Indeed, even before announcement of the Massachusetts Carnegie Schools Grant Program, a group of faculty members had been meeting to discuss shared concerns relative to maintaining high instructional standards in the face of an ever increasing fragmentation of the students' day and an over-crowded curriculum. Calling itself Lunch-With-The-Bunch (since they met during their lunch break) the group focused on shared concerns and what answers might be found within current educational literature. Articles on teacher empowerment and site-based management captured their attention. A climate and readiness for change had been established.

Some groups that had begun to grapple with issues and make some changes. Carnegie validates things that had been going on at Adams. [T6]

[This] is a town where lots of good things happen for kids system-wide . . . many exciting things right here in our school. [But] our schedule is overly compacted . . . [we] never take anything out. [Students] tested well on basic skills: reading and math are solid. However, we felt that the children were not really loving school. [Also], a lot of teachers were feeling pressured about time to share . . . we had lunch together . . . we called it "lunch-with-the-bunch" . . . that's how we prepared the ground work. [T12]

The announcement of a state-level initiative to stimulate model sites of school restructuring -- the Massachusetts Carnegie Schools Grant Program -- was viewed by this active faculty as a vehicle for the changes they envisioned. They entered the competitive grant application process with the belief that winning a Carnegie Schools grant would bring honor and recognition to the school and legitimize a process through which the teaching staff would be empowered to exercise greater control over decision-making within their school setting.

When it was brought up, I think that one of the big things that really hit everybody was that it was made to sound as if teachers were really going to have a bigger say in what was going on . . . I think that was the big thing that initially lead everybody to want to be involved. [T1]

Carnegie validates some of the things that have been going on. Some of the things that had been going on were some big changes in curriculum. There was a search at the time for some kind of identity or school cohesiveness. The State was willing to attach some resources to it. It seemed to come at the right time for us. [T6]

Restructuring is a grass roots program. We could see the value in it for our school. We were very interested in teacher empowerment and being treated professionally. [T10]

Planning

A planning group of four to five staff members emerged to assume leadership for the application process. A meeting of the entire faculty was convened to present information about the grant process, answer questions, get feedback from the faculty, and brainstorm ideas. To facilitate greater dialogue and participation, the faculty was subdivided into five small groups; each led by a member of the planning group. Common concerns and issues were identified for inclusion in the grant proposal and initial faculty support was sought to continue pursuit of a restructuring grant.

We got into groups and we brainstormed ideas and things that we would like to see changed and had huge things of chart paper hanging all over the place and we sort of prioritized what we thought the most important things were. [T1]

There was a small group of teachers who wanted to pursue it. We had people getting into small groups . . . [we] wanted it to represent everyone's feelings. We said, if we go ahead with this planning grant, these are the kinds of things we would put in the planning grant. It was two or three times that we [the faculty] had a chance to vote: should we continue the process? [T2]

The faculty . . . broke up into small groups. Those of us who had been part of the original steering committee who had gone to the [informational] meeting . . . [took] different groups so we could lead discussion. It was very exciting. That gave us really almost all the material we needed to write the proposal. [T12]

The process of developing the Carnegie grant proposal involved as many staff as would participate in the small

groups. The focus of these work groups was examination of the restructuring concept and development of a vision for what this school setting should look like. Parents, teachers, and principal were engaged in a free-wheeling and ranging dialogue of ideas.

It proved a valuable learning experience for all participants. The importance of developing a process that would be inclusive of everyone's perspectives was realized early in the process. Parents expressed some confusion and alarm about the scope of proposed changes; especially for their role in the restructured school setting. Parents also sought assurances that instructional quality for students would be maintained.

I think at that point we wanted to see teachers get together and work as groups . . . we wanted to look at that whole idea of restructuring the school. And at that point we were also involving parents so we had to go through some interesting discussion. We had a meeting with parents . . . in October of 1988 . . . the two parents who were on our original planning team felt comfortable enough to say: "We don't know what's going on here; we don't see where the parents fit in. What's going to happen? Are the kids still going to get a good education?" It made us realize that we were going to have to be really, really, careful to include everyone and to be sure that everyone's concerns were addressed. [T2]

Overcoming initial fears, parents viewed the project as an opportunity to enhance what was already a very strong parent/school relationship. Rather than being limited to more traditional support roles such as fund-raising, the creation of team decision-making structures would directly

involve parents in the instructional program of the school. This was seen as an opportunity to make a more significant difference; to become an integral part of their children's education.

Before, the parents tried to be involved but it was mostly the traditional bake sale, book sales type activities. More recently there have been more family type activities like a roller skating party and a school fair. I think this was the start. . . . I think the school was in a good direction as far as getting parents involved but for educational issues I don't know what would have happened. I think the Carnegie Grant enabled a lot [P2]

The parents are coming into classrooms and teaching things in the classrooms. They are also coming into the classrooms and adding their knowledge . . . with the teacher's and set up thematic units in each grade level. The actual curriculum has been set up with both the parents and teachers. I'm able to go into a classroom and help the teacher out . . . I don't think they [teachers] feel so isolated. It frees them up so they can spend more time teaching the students. The kids get that much more out of it. [P7]

A planning day was scheduled by the administration. Classes were canceled and everyone including teachers, parents, principal, assistant superintendent, and superintendent met in the school library to hammer out the restructuring model. Participation of the superintendent together with the granting of release time for this activity, added symbolic importance to the project.

We met one whole day at the library. We were all released from a day of school. . . . this was very interesting, that a planning group would go and have a day at the library and work on this. We had the superintendent involved, the assistant superintendent, the parents, teachers, and [principal's name] at different planning meetings. [T2]

The grant proposal was written as a multi-year plan. Year one (1988-1989) was designated as a planning and training period with actual implementation commencing within the 1989-1990 school year. The proposal envisions a Partnership Decision-Making Model establishing three grade level and two special subject area teaching teams coordinated by a school-wide Faculty Council: K-1, 2-3, 4-5, Affective Education Team, and the Enrichment Team (see figure 1). The Faculty Council was, subsequently, reorganized to include parents and renamed the Central Advisory Team (C.A.T.).

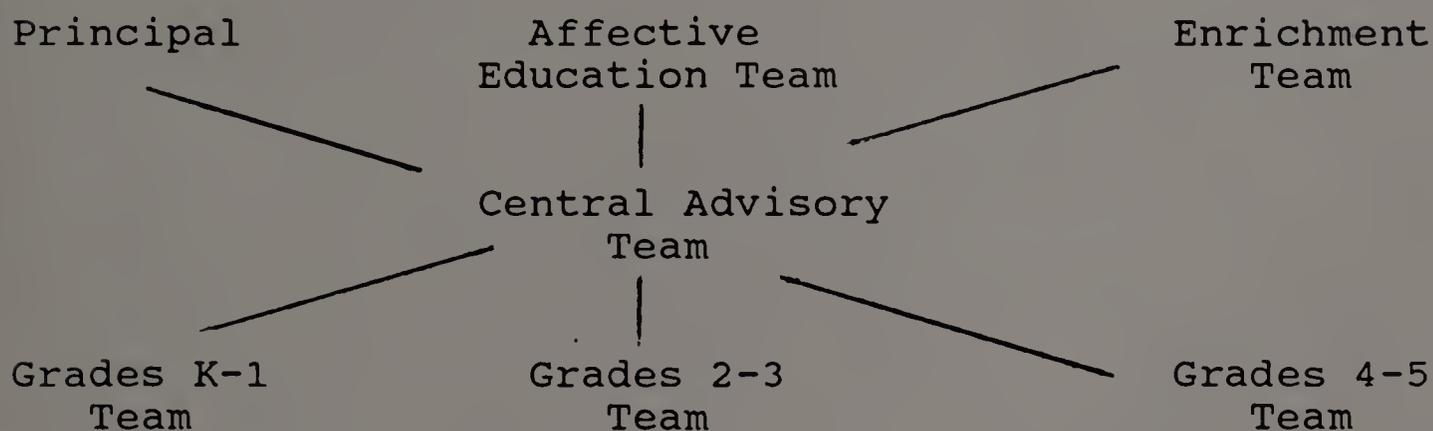


Figure 1. Restructured School Governance Model.

Activities in the planning year called for (1) the creation of partnerships among students, parents, and teachers with an emphasis on the active recruitment of parents and the establishment of a structure and process for student participation (student council); (2) training for all team members in trust building, conflict resolution, and decision-making processes using the Adult Education Decision-Making Model developed by Malcolm Knowles

(1986); (3) the establishment of community support partnerships with business, college, and other community service agencies; and (4) writing the implementation (year two) grant.

A Massachusetts Department of Education review team conducted a site visit prior to awarding the grant. The team interviewed staff and verified information submitted in the proposal. The school was subsequently notified of the grant award in July of 1988. It is significant to note that the grant application required the signatures of both the superintendent and school committee chairperson as a sign of their support for the restructuring project.

Year one of the Carnegie Schools Grant was designated as a planning year. Chief among the planning activities was training for members of the teams. A consultant from the Maine Center for Educational Services was hired to conduct the training. Focus of these sessions was team-building, consensus-building, collaboration, and use of the Knowles (1986) decision-making model.

We decided, right away, that the entire community, parents and teachers who were going to be involved in this, needed some kind of training that would deal with working in groups, collaboration, and consensus-building. We decided right away that consensus-building was what we were going to do; we weren't going to vote. Three days of training was provided. I thought it gave us a common language, a common way of looking at things, and understanding of how we were going to work in groups and I think that was very important. [T2]

Implementation

The training sessions ran from September to January of the planning year. Thus, the newly created teams did not begin their team functions until the winter of 1989. The amount of time devoted to training and relationship building proved a source of frustration for some who desired more concrete and tangible results to show for their efforts.

We felt, and I guess all teams felt, that the best way to do it was to build the bonds of the team. A lot of people, last year, felt that we were spending a lot of time on Carnegie and there was nothing actually happening in the classrooms. People were kind of getting frustrated with that. We wanted to have something to show in the classrooms -- concrete -- so that's why we decided to start this year with thematic units. [T4]

A day-long celebration was held as a culminating activity to mark the end of the planning year's activities. Once again, school sessions were canceled. Parents and teachers were involved for the day in a series of activities including one known as The Change Game. Dinner was shared together with representatives from other Carnegie Schools, the Department of Education and the local state representative. In addition to keynote speeches by the superintendent and representatives of an area educational collaborative -- The Network -- certificates of appreciation were given to parents involved in the planning activities. The provision of time for this activity together

with amenities such as rented tables, table clothes, and flowers were accorded symbolic importance by the faculty.

We had a huge celebration at the end of the year. We closed school for a day which was an important message for some people who really thought that nothing was going to happen. Another thing I thought was important . . . we rented tables and table clothes and two friends of mine and myself catered it. It was important to have flowers on the tables. It was just some of those little messages that teachers needed to receive -- that they are valuable and important [T2]

Year two (1989-1990) of the Carnegie Grant extended first year implementation activities. The five team governance structure developed within the planning process was operationalized. The newly established Central Advisory Team (C.A.T.) began as a permanent part of the school governance structure; assuming some of the coordination, communication, and decision-making functions of the former Carnegie Planning Team (C.P.T.) which had served these functions during the planning period.

We really started team-building which was something that was very different for us and team-kinds of decisions. The C.A.T. team is the team that is sort of the core of all other teams we have. Two people, a parent and a teacher, from each of the grade level teams also filled in to become the C.A.T. team. The C.A.T. team coordinates the curriculum to make sure there is continuity. Each team has its own separate little budget; the over-all budget is managed by the C.A.T. team. [T8]

Major goals of the year two Carnegie Schools Grant Project are identified in the grant application document as follows:

1. To design in-service training activities to meet the needs identified by the teams;
2. To operationalize the structure that has been created for greater parent involvement with teachers and students;
3. To approach instruction through real life situations and active learning to improve student performance; and
4. To develop and enhance self-esteem in students to enable them to realize their potential.

Evaluation

Some teams are reported to have been more successful than others during this implementation year. Some teams seemed to struggle with issues of role relationships and group decision-making. Other teams experienced little struggle with these issues and, thus, were able to more quickly produce observable results; a perceived measure of team success.

So we had that training and people started meeting in their teams. And some went off better than others; some teams clicked right away, some teams had difficulty getting going. It was a very different experience for each team. In our original plan . . . there was no set pattern of how they were to meet or when they had to meet . . . but each team . . . had to get together to set goals for themselves. [T2]

The Affective Education Team is consistently cited by people as an example of success. The product of their work is seen in the establishment of a program based on Jane Nelson's model known as Positive Discipline. Students are provided constructive forums -- class meetings and student

council -- for expression of feelings, issues and opinions, and a process which supports the development of positive self-esteem and sense of responsibility for one's own behavior.

The work of the Affective Education Team involved everyone in the school setting. Teachers and parents were provided information and training in the Positive Discipline theory and approach. The class meeting and student council forums were established for students. The activity of this team had high visibility and the product was tangible.

The grades two-three team was also cited for its success in developing a social studies unit around the theme of Friendship. Team members -- teachers and parents -- designed lessons and related activities that promoted understanding and acceptance of different cultures. The culminating activity was Friendship Around the World Day; involving students in "travelling" to foreign lands that had been set up in 2-3 classrooms. Every student travelled with a passport that was appropriately stamped by "officials" of each host country visited.

A lot of people last year felt that we were spending a lot of time on Carnegie and there was nothing actually happening in the classrooms. People were getting kind of frustrated with that. We wanted something concrete, so that's why we decided to start this year with thematic units. To build bonds within the teams and then, also, give us something to bring back to classrooms.

[T4]

Summary

The Adams story, then, is of a school setting that was ready for change. During the six year period after his arrival at Adams, the principal was able to replace teachers who either transferred or retired with individuals whom he believed would share his vision for the school and be capable of meeting his high performance expectations. Thus, most staff reflected shared values and beliefs compatible with the changes being proposed within the restructuring plan -- a condition recognized as critical to successful change (Rossman, Corbett, and Firestone, 1988; Prince, 1989).

Elements common to successful schools (Lipsitz, 1984) appear to have been present in the Adams school prior to restructuring. Teachers were involved in on-going educational dialogue, collaborative planning, and cooperative teaching. Parents were actively involved and supportive of the school. The school atmosphere was marked by strong -- visionary -- leadership, high expectations for performance, mutual support, caring, and a decided lack of isolation.

The Adams change process appears to have included action steps similar in content to those identified by Basom and Crandall (1989). Concern was expressed for including all major stakeholders in the planning process; a vision for the future was developed; human capacity was built through training sessions; a redesign solution was

identified; a restructured governance structure replaced the former top-down structure within the school; and new roles and responsibilities were assumed.

An assessment of progress was complicated by the extended -- unanticipated -- amount of time necessary for training. The consequent lack of time for most teams to effect all the identified goals in the restructuring plan fostered feelings of doubt and expressions of frustration. Only the Affective Education Team was able to quickly organize, identify its goals, and initiate activities that yielded tangible -- concrete -- results that were easily assessable. Thus, people in the setting routinely cited the work of this team as among the most successful outcomes of their restructuring activities.

Overall, general consensus exists among people in the setting about the basic form and content -- the story -- of their restructuring project. Nonetheless, each of the major stakeholders -- teachers, parents, students, principal, and superintendent -- presents unique perspectives and interpretations of these events and activities. The examination of these perspective accounts provides the reader valuable insights to understanding the responses of people in this setting to the school restructuring phenomenon.

Teachers' Perspectives

Teachers' perspectives of the Adams School's restructuring efforts are reflected in data gathered through both guided interviews and survey questionnaires. As a recounting of the school's story and a means for facilitating comparative analysis, these data are organized and presented in the same pattern of subsections -- preparation, planning, implementation, and evaluation -- as employed in the previous section of this chapter.

Guided Interviews

Preparation. Teachers have difficulty identifying changes uniquely a part of the restructuring project. An on-going change process had been initiated before the Carnegie Schools Grant Program was announced. Thus, the grant is understood as a vehicle that facilitates and legitimizes changes already contemplated and, in some instances, already initiated.

Motivation for applying for a Carnegie Schools Grant range from a desire for official affirmation and public recognition of a "good" school to a genuine desire to speed the change process. Staff members believed that grant status would increase their control and influence in decision-making, increase the efficiency and effectiveness of teaching, and significantly enhance the quality of

student learning. Teachers wanted to have more say and feel like their efforts were making a difference.

I think it validates some of the things that have been going on. There was a search at that time for some kind of identity or school cohesiveness. [The grant] seemed to come at the right time for us. [P6]

Before the grant there were pockets of things happening; changes, innovations, and a lot of excitement. It wasn't organized on a building-wide level . . . we were trying things on an informal basis. Teachers, I think, were looking for ways of delivering instruction that would better service more of the children. [P10]

It [the decision to seek a restructuring grant] grew out of a need the faculty had about a lack of autonomy within our school. Our schedule is over crowded -- we keep adding things and never taking anything out. We were feeling stressed and the children were picking up on that and the children were feeling stressed. The children were not really loving school and we wanted them to. . . . there needed to be more teacher input and parent input . . . this thing [the grant] had our name all over it. [P12]

The primary mission of restructuring, as expressed by teachers, is the establishment of a **community of learners**. Use of the word **community** is meant to signal the inclusion of parents, teachers, and students -- together with the principal -- in decision-making. It is further understood as a statement of equality or partnership: everyone of every age and role continues throughout life to grow and learn. Thus, cooperation and collaboration among people becomes a central tenant of restructuring. To this end, the change process was engaged.

Planning. Time lines for submission of grant proposals were tight. The core grant-writing group developed a multi-year proposal with the first year grant devoted to planning and training. Years two and three were designated for implementation and assessment activities.

The concept of grade level teams was essentially the suggestion of one member on the grant-writing team. With little time to research alternative organizational structures, the concept of grade level teams was developed for inclusion in the grant proposal [T2; T12]. The final proposal was submitted for approval by the entire staff prior to submission. Everyone had a chance to vote [T2; T13]. After the grant award was announced, parents were informed at a general all school meeting and invited to participate [T8; T2; T11].

Training in team building, collaboration, and consensus-building was provided for all teachers, the principal, and participating parents. An outside consultant was obtained to facilitate the training which promoted honest and open communication. Training sessions proved an opportunity for the establishment of relationships as well as development of group process skills. It also provided a base of shared experiences that diminished anxiety and promoted understanding, shared views, and even a shared vocabulary between teachers and parents.

I thought it [training] gave us a common language, a common way of looking at things Parents got to work with teachers for the very first time. It was scary for teachers and it was scary for parents. [T2]

Personally, I think the whole original training situation will be on-going. It does enhance people working together. For some people it was a real positive situation . . . which supported personal growth. But, you have to put something into it to get something out of it. [T7]

People engaged the program to effect real change; they determined to not just tinker with the structure or simply treat the Carnegie grant project as just another "add on" program [T2]. Numerous planning meetings were held in which team members engaged in brainstorming activities to identify program goals. Teams then gathered as a whole group to construct one common list of program goals for the school.

Included among these goals was (1) more involvement by everyone; (2) changing the top-down structure to empower increased decision-making by teachers and parents; and (3) having children become active learners who take more responsibility for their own learning, able to apply thinking skills for solving real problems [T1; T8]. In addition, existing fragmentation in the delivery of instructional services to children was to be addressed as well as the need for team planning time integrated into the regular teacher workday. Thematic units of study would be developed to reduce instructional fragmentation and facilitate collaboration among teachers and parents [T1; T3; T4; T10].

Teachers recall the initial planning sessions as stimulating. The brainstorming sessions produced a lengthy list of very worthy goals. Prioritizing the list and identifying those goals that might realistically be addressed within the first year of the grant proved much more problematic.

Implementation. The amount of time required for implementing structural changes, developing consensus for team decision-making, planning, organizing, and coordinating thematic units of study was significantly underestimated. Unmet expectations fueled doubt in the minds of team members about the value of their considerable efforts and whether or not progress was being made.

The extraordinary amount of time and energy required of teachers for first year implementation activities was unanticipated. Teachers felt burdened with too many meetings frequently scheduled for after school or evening hours without compensation. Failure to adequately resolve this issue is a source of teacher frustration that has diminished the level of teacher commitment to the restructuring program and may, in fact, threaten the program's future.

I have some frustration . . . [Time] was a problem. . . you can't ask these people to meet any more often than they are meeting. People are feeling overwhelmed by the amount of time they need to spend involving Carnegie kinds of activities. What is the pay-back -- personally and professionally -- for this kind of activity? People aren't really seeing the pay-back. [T2]

I know that what we are doing, we have to go through. Demands are going to be made on our time. I guess I thought that with Carnegie we would get paid or compensated in some way and I don't see that happening. [T9]

The least successful aspect of the Carnegie project is the time and compensation issue. The money issue is not going to go away and the need for [time] compensation. I would say that is our greatest challenge. [T12]

Solutions to the time problem proved elusive since parent participants were often unable to attend daytime meetings and releasing teachers from instructional duties during the day was logistically and politically difficult. Requests for release time with children sent home early or classes covered by substitute teachers was met with resistance. Parents not directly involved in the Carnegie restructuring program complained about the loss of student instructional time. They also expressed concern about a potential negative impact on instructional quality resulting from the use of substitutes.

Teachers express particular concern for what they perceive as "backpeddling" by the central administration. Alternatives proposed by staff for addressing the time issue were rejected by the superintendent and his assistant. As example, teachers recount the rejection of a staff proposal to designate representatives as an alternative to mandatory attendance by every staff member to district-level curriculum meetings. Despite being what the staff considered a reasonable and minimal request for some

token amount of additional Carnegie planning time, the proposal was rejected by both the Assistant Superintendent for Curriculum and the Superintendent. Both were reportedly concerned that such an exemption would not sit well with people in other schools; all of whom are also working hard with equally legitimate claims to the need for planning time.

For teachers, this particular administrative decision was a major blow. It symbolized for many a lack of real support from the central office, reflected the continued reality of top-down authority and control, and stimulated wide-spread reflection and reassessment about the value of the program and the degree of continued staff commitment to it. For some staff members who continued to harbor reservations and only marginally believed that anything significant would ever change, this action confirmed their fears. No one wants to waste precious time and energy on restructuring if nothing is really going to change.

We had a couple problems with the central office this year. There is a town-wide initiative to rewrite curriculum at the elementary level . . . and all elementary school teachers are assigned to a committee. We requested that Adams be allowed to send a representative to these meetings -- there are four of us on each committee. The request was denied. The reason was that teachers from other schools feel just as busy as teachers at Adams. If the teachers at Adams have the right to send representatives, then they should too. That caused a lot of concern among teachers here at Adams. I think there is a sense that even though [the central office] supports the project, it is not ready to allow Adams School to be different. [T10]

We initially thought the central office was going to give us a break to do this. Yeah, we have a Carnegie Grant, but guess what: there are three other [elementary] schools in this town. You are not going to be that different because they are not going to allow you to do that. You can be different to the point where you make extra demands on the administration. [T15]

Evaluation. Time has effected the amount of available information upon which program potential and effectiveness to date might be judged. Lacking such information, no basis exists for justifying special treatment or allowances for being different. Thus, teachers perceive a wait-and-see attitude among those not directly involved including teaching colleagues in other schools. Even those who are directly effected find themselves at a loss to clearly articulate the focus of the project and what, if any, progress is being made.

Given the overly ambitious and somewhat idealistic program goals largely unattainable within the first year of the project, few tangible results were evident for the assessment of progress. The lack of clearly defined milestones or evaluation markers within the restructuring plan became a major stumbling block. With the exception of the Affective Education Team, every team was reported to have experienced an initial period of floundering.

The discerning characteristic of the Affective Education Team was its adoption of a published program known as Positive Discipline. The rapid decision to adopt a

commercially available program precipitated team activities that were focused, goal oriented, and meaningful, thus sparing it from the apparent floundering and sense of doubt experienced by other teams. The product of its activities were concrete and observable and, thus, more easily assessed. Not surprising, then, was the general consensus that of all teams, the Affective Education Team had been most successful.

This is one of our high points. The Affective Ed. Team last year . . . chose the Positive Discipline Program. The book was purchased for each teacher . . . and training provided. Children understand the word consequences. All the other teams are really envious of the Affective Ed. Team because they have something concrete . . . if you can get something concrete done, you can feel a lot better about yourself [T2].

The enhanced role of parents is perhaps the most observable and certainly one of the most successful aspects of the restructuring program. The relationship between teachers and parents, characterized as warm and friendly, is reported to have changed the most. They are routinely in the school and have become an integral part of the school setting. Teachers perceive parents as feeling comfortable; openly welcomed and accepted in the school.

Parental input to significant governance and instructional decision-making has been significantly expanded through membership on grade level and central advisory teams. Parents are now more directly involved in the planning, organization, and implementation of instruction.

Parents are in the school all the time. Anyone coming in from off the street wouldn't know a teacher from a parent. Parents are really invited into the building. [T2]

I see parents more as people who are there to help us. They are valuable to running a successful classroom and a successful school. Its very natural. We are on a first name basis. [T9]

At a more personal level, teachers describe their relationships to parents as being much closer [T3]. The experience of working closely together has led to greater parental empathy for the teachers' perspective. There is some evidence that the relationship between teachers and parents may be more aptly described as friendship.

I feel comfortable hugging my parents because they do so much work. One of my parent volunteers was having personal problems so I gave her and her kids the use of my vacation house for a weekend. I know one of the other teachers lived at one of the parent's house while her condo was being built. [T11]

Teachers are generally pleased with the response of students to the Positive Discipline Program, including class meetings and student council. The class meeting forum allows students an opportunity to discuss topics of concern to them. Generally, teachers suggest that students now have more voice in school activities and are learning valuable skills in inter-personal relations and communications. They are demonstrating increased respect and cooperative behaviors within their relationships with other students. Teachers believe that assuming greater responsibility for their own learning involves opportunities for

participation in some real decision-making. The bond between teachers and students has been enhanced.

I don't know that Carnegie in itself has been the thing that has brought me closer to my students. However, the philosophy that culminated in class meetings has definitely led me to respect their opinion . . . and to listen more. [T7]

I have to say honestly that I think that students are taller now, they have a voice. I think its treating children more fairly. They don't see you as autocratic, like a dictator. [T9]

Relationships with other teachers are marked by increased collaboration, communication, and sharing. With the increase in cooperation and communication, there has been a decided decrease in feelings of competition and mistrust. People are comfortable sharing opinions and ideas which are valued and supported. A strong sense of togetherness and inter-personal bonding has developed.

I think there has been a bonding of teachers as they have been working together at grade level as well as across grade level. A lot of teachers have "buddies" that they work with. They plan [joint] activities for their two classes together. [T4]

I think people are communicating more and looking to each other for support. We are not the traditional teachers who just close the door and don't talk to anybody. We value each other's opinions, we look to each other for support. [T9]

The relationship between teachers and the principal is described as being more equal as a result of the restructuring program. This represents a major change for an individual who had, heretofore, maintained a traditional top-down leadership style. While it was not uncommon for

the principal to invite staff feedback and input, few teachers felt comfortable expressing ideas or offering their suggestions. They didn't see it as part of their role as teachers. Given the team structure, teachers now suggest that they feel more comfortable participating in discussions, voicing opinions, and assuming responsibility for group decision-making.

Teachers express admiration for the principal's ability to change and grow. Letting go was not easy for him. He wants educational excellence and he is responsible. Letting go was a big risk for him and is perceived a difficult task which he was able to achieve. Letting go is also seen by teachers as a statement of trust in his staff. Before he would lessen his control, he had to believe that the staff was ready and sufficiently skilled to meet the challenge. Teachers were, thus, motivated to justify his trust.

Looking between last year and this year, I think the teacher and principal are more equal. . . . I think the teachers are more comfortable with regard to the principal. They're feeling that they have opinions and can voice them as well as speak to the principal on the same level. [P4]

I think my principal was just a little nervous about letting teachers have too much autonomy . . . perhaps the decisions they might make would impact on him. He was the principal of the school! I think he really believes that he has a good faculty that he can trust. I think it was a hard thing for him to let the strings go a little bit. [T11]

There is a different interaction between teacher and principal. He has become more open and has worked at it. Teachers have felt a little more free to speak their thoughts. Faculty meetings used to focus on the principal's agenda. Everybody sat there, nodded, or fell asleep, and then left. Now, its a forum for discussion and interaction. He is not making dictatorial decisions, he seeks consensus. I think there has been a lot of growth between principal and teacher. A lot of people have a lot of fear of authority. I think some of those boundaries are breaking down. I see it as real positive. [T13]

Teachers participating in interviews project the image of a good school involved in self-examination and on-going change prior to announcement of the Carnegie Schools Grant Program. Availability of a state-funded grant for restructuring was seen as an opportune vehicle for accelerating changes already initiated, bring honor and recognition to the school, and legitimize -- give official sanction -- to their efforts. Establishing a restructuring model, then, based on the concepts of partnerships and collaboration was perceived by teachers interviewed as a natural extension of an existing vision of quality instruction and school governance.

Problems identified by teacher interviewees focus on two major issues: (1) the existence of doubt and (2) overly ambitious project goals. While a majority of teachers supported the restructuring project, the degree of support varied. The existence of more than one staff member not supporting the restructuring project was communicated

through reference to "the doubters." Much effort was made to engage the support of these individuals without success.

All teachers interviewed expressed concern for the amount of energy and time required for implementation of their restructuring plan. It was quickly evident that the identified goals were overly ambitious and the time lines unrealistic. Enormous investments and energy combined with little tangible evidence of progress resulted in an intensified search for reassurance that the project was on track and their efforts were, in fact, making a difference.

Symbols of official support from the district office took on a heightened significance. The occasional early dismissal of students or use of substitutes to support planning activities -- even the use of tablecloths and flowers at a project celebration -- became important symbols of support. Conversely, the denial of the requested waiver from district-wide curriculum duties held a negative symbolism for teachers.

Counterbalancing the negatives were positive observations that give rise to hope among teachers. An enhanced relationship between themselves and the parents was consistently cited by teachers interviewed. They note that students are assuming more responsibility for their own learning and acknowledge an enhancement of collegial relationships among teachers. In addition, the relationship between principal and teacher is described as more equal

and collegial which, in their judgement, represents major change that is positive.

Survey Questionnaires

All teachers not selected for an interview were provided survey questionnaire instruments. Of the twenty-three (23) questionnaires distributed, a total of ten (10) completed instruments were returned for a forty-three percent (43%) rate of return.

While seven of ten respondents indicated an awareness of reasons for their school being named a Carnegie School and agreed that the participation of everyone was very important for program success, only four indicated actual involvement. Of the six others not involved or consulted, two explained through written comment that they were new to the school setting and, thus, unable to participate in the previous year's planning activities. Reasons for the lack of participation by the remaining four remains unknown.

Question five asked teachers to assess change in their role functions across eleven qualitative characteristics. They were asked to rate this change as enhanced, diminished or no change. Participation in decision-making, opportunities for professional growth, leadership, sharing expertise, collegial sharing, and the quality of relationships to parents were rated by a majority of respondents as enhanced.

Respondents were more evenly divided, however, in assessing whether there was enhancement or no change in the degree of personal pride and value in their work (5-5), and quality of relationships with students (5-4), colleagues (5-5), and principal (4-6). Only one respondent assessed the quality of teacher to student relationship as diminished.

Respondents confirmed the existence of a written mission statement but with only vague awareness of its content. Also confirmed is the existence of consensus among people in the setting about its content and that organizational structures and project activities have been consistent with this mission. While the school is judged highly responsive to the expectations and demands of the community, teachers indicated that this not a significant change associated with the restructuring project.

Professional growth and development of teachers is encouraged and the setting remains open to change. Teachers noted little change in the high level of creative activity in the setting but do note an enhanced willingness of people to take risks.

Citations of the most successful outcomes of the restructuring program obtained through questionnaire instruments are consistent with those obtained through interviews. Two major successes were most frequently identified by respondents: (1) the enhanced quality of parental

involvement in the life of the school as well as the comfortable relationship emergent between parents and teachers and (2) the activities of the Affective Education Team particularly those associated with the student-centered Positive Discipline Program.

Also of little surprise are the most frequently cited as least successful aspects of the restructuring program: issues of time and compensation. The restructuring project has required extraordinary commitments of time for planning meetings. Feeling pressured to meet after regular work hours, teachers express feelings of fatigue and frustration especially when little provision has been made to compensate teachers for this extra work.

Overall, teachers remain committed to the Carnegie Schools restructuring program despite some major issues and concerns. The investment of time required to implement structural change was grossly miscalculated. The Issue of scheduling meeting time for necessary planning and assessment activities together with compensation remain the greatest challenge to continued viability of the program.

In addition, administrative support to site-based decision-making must be clarified. The question of how different will the school be allowed to be remains vague. From the teachers' perspective, decisions to date by the central administration do not bode well for the future of restructuring in Northtown.

On the plus side is a sense of more voice in the school's curriculum and activities. Relationships between people -- especially between parents and staff -- have been significantly improved. The relationship between teacher and principal has become more collegial with teacher input actively encouraged through the team structure. Students also have a greater voice in decision-making through class meetings and student council.

A further development has been an enhanced instructional program for students. The collaboration of teachers and parents in the development of thematic units has enriched the students' learning experience. A positive sense of unity between home and school elevated the role of parent as educator and learner, enhanced communication between home and school, and mitigated any separation that may have existed between the two. Thus, there exists some visible pay-backs that make the effort worthwhile for most staff despite other drawbacks.

Doubters' Perspectives

As with any major change effort involving large numbers of people, not everyone in the school was supportive of the proposed restructuring changes. Those individuals who expressed reservation or doubt about the project and their willingness to be involved in it, are referred to by others in the setting as the doubters. Every staff member

interviewed referenced the existence of this group of individuals who, though small in number, were, nonetheless, either unable or unwilling to support the Carnegie Project. Indeed, at least two of these individuals chose to be transferred to other schools in the district rather than be part of the restructuring project.

This early conflict and subsequent alienation continues to impact people in the setting. A rift continues to exist between those who support the project -- the majority of staff -- and the smaller number of individuals who do not enthusiastically endorse the project and continue to express reservations and doubts.

A Doubter Speaks

As the label implies, the doubter is wary of investing significant amounts of time and energy unless convinced that she will be allowed to reap benefit from such an investment. Already feeling over-worked, her experience suggests that while this restructuring may sound nice, permission will eventually not be given and all the work will be for naught.

I thought oh my God, don't give me any more paper work, I don't have enough time as it is right now. We had several meetings -- kind of brainstorming meetings. But I, also, had been around long enough . . . to realize that there is a hierarchy. And you can like to have all of these things changed but don't go too fast because if you don't get permission from the front office, don't build this whole thing and then someone turns around and says you can't do that. [T15:1]

The doubter believes herself to be a voice of reason; confident that she will ultimately be proven correct. Expressing what is clearly a minority viewpoint, the doubter communicates an attitude perhaps best described as tolerant forbearance mixed with continuing anger over the departure of her "doubter" friends; the direct result of the Carnegie project.

The concept was good as long as people keep it realistic. When you have enough things to do, you really don't want anything else to do. I have several good friends that taught on the faculty that left this building because of the Carnegie project . . . people who taught here since the building was first opened, 20 years ago. There were a lot of concerns. I still have concerns although, now that we look at it, and its slowing down -- after 2-3 years it looks better. [T15:1]

I think that when people sit down to develop a project they have got to be realistic. But they were really getting carried away about wouldn't it be wonderful to have an hour and a half lunch, and telephones in the classrooms, and all this stuff. Give me a break. Now there isn't any money. See, don't waste my time with that. [T15:2]

. . . and I can distinctly recall sitting in that classroom over there, Room twenty four, and I said: "look, make it realistic! This is not a party. You can put together a wish list but, come on, get to reality. You are in a public school setting and there is just so many dollars you are going to get." I think after you have been around long enough you have realism. [T15:3]

Awareness of collegial pressure and separation is expressed with a mixture of bravado and pain. While expressing a bold attitude of justification and independent cynicism, one clearly senses discomfort and unhappiness

with the existence of the rift existent between colleagues and herself.

I'm sure they were ticked. But you know it just doesn't bother me. I didn't need to have the whole group acceptance. There were several times when I raised my hand and said you're losing sight of what's going on. I catch the arrows that come across but that's just the way it is. [T15:3]

And, you know, they get angry. We initially thought the front office was going to give us an OK to do this. We are the Carnegie School. Give me a break. Yeah, we have a Carnegie Grant but, you know what, there are three other schools in this town. They are going to give you a little bit of leeway -- the front office is, the school committee is -- but they are not going to give you a whole lot. You are not going to be that different, because they are not going to let you do that. You can be that different if you are not going to make any extra demands upon the administration. [T15:4]

Arguing the veracity her view, the doubter cites the superintendent's denial of a waiver requested by staff as a case in point. The requested waiver sought relief from other system-wide curriculum responsibilities to allow time for Carnegie related planning activities. The doubter suggests that others may now be awakening to reality.

And they [teachers] were angry. We had a meeting and I think it might have been this year when we had [superintendent and assistant superintendent names] come to the meeting. They were really going to get their statements in. Nothing was changed. It just didn't happen. So maybe it was an awakening for some folks. [T15:4]

The doubter position appears anchored in a segmentalist view of roles. While acknowledging the legitimate role of parents in the education of their child, it is

understood by the doubter as one of support and deference to that of the professionally trained educator. Within this view, the legitimacy of parent collaboration and involvement in the planning and implementation of classroom instruction is highly questionable; as is the restructuring program that fosters such an arrangement.

But parents really have a tremendous part of this. And I don't know whether its good. It remains to be seen. I think it's all well and good for the parents to come in and have a say about their kid's program. But how much input do you really want? How many times do you see these [parents] come in and out of the building and I guess attempting to control? I've heard a lot of discussion about the way the parents are in the building, controlling what is being done. So I don't know whether that's a good thing. I question it. I would no more go into Digital or Wang and tell them how to do their business, I don't know their business. I know my own business and I'll do my own business. I guess I would take issue with how much of their suggestions I have to take. [T15:5]

Finally, the doubter finds nothing healthy or desirable about conflict. The Carnegie restructuring project has, in her view, caused substantial conflict, separation, and pain among people in the setting. Thus, while finding nothing positive to list as a most successful aspect of the project, conflict is easily its least successful.

Least successful is, I think, what it has done to the personality conflicts in various wings of the building. [T15:9]

The doubter gives voice to the nagging doubts harbored more universally among other members of the teaching staff. While remaining generally supportive and hopeful of

eventual success, most teachers openly wondered if their efforts were really making a difference, if progress was being made, and whether, in the end, anything would really be different.

Parents' Perspectives

Parents' perspectives were also gathered through guided interviews and survey questionnaires. As with the teachers responses, the parent accounts focus on preparation, planning, implementation, and evaluation activities.

Guided Interviews

Preparation. Adams Elementary School enjoys a positive town-wide reputation as a good school with talented, innovative, and hard-working staff that obtains solid academic results from its students. Parents have always maintained a strong and visible presence in the school through its Parent Teacher Organization (P.T.O.). Since his arrival six years ago, the principal has enhanced expectations of staff and student performance while developing a school climate perceived by parents to be open and accessible. Some parents report that they specifically chose to purchase a home within the Adams School attendance area because of the school's reputation.

The parents interviewed perceive it an honor for Adams School to be selected as one of only seven public schools

in Massachusetts to receive a Carnegie Schools grant. They further speculate that this selection is the direct result of hard work by the staff and a recognition of the school's high quality instructional program.

Since the school was already engaged in on-going efforts to improve the curriculum, design instructional innovations, and more fully involve parents, the grant is recognized as a vehicle that facilitates and, perhaps, legitimizes this change process. Parents ascribe leadership of the grant effort to the principal who together with the support of staff and some parents wrote and obtained the Carnegie grant. The decision to go ahead with the grant project was collaborative with everyone having an equal vote.

Parent involvement in the Carnegie project is motivated by an intense sense of concern and commitment to the education of their children. They consistently express a desire to be more intimately involved in the life of the school and their pleasure at being not only allowed but welcomed into the school by its staff. The school experience is a major part of every child's life; a part closed to most parents. At Adams Elementary, parents are invited in as full partners with teachers with expanded instructional roles working directly with students. "Just the sense of value placed on the parents' role in their child's education has been astounding to me" [P12:3].

Planning. With the removal of traditional role barriers between staff and parents, a strong interpersonal bond between parents and staff has developed. Inclusion of parents in the initial planning and training activities established a common experience base for parents and staff. This interaction afforded opportunities for sharing ideas, feelings, and points of view. Parents express enhanced appreciation, empathy, and personal regard for the teachers: "Parents know these teachers as more than just teachers -- they're friends" [P11].

Implementation. Parents believe this enhanced instructional role and emergent interpersonal relationship between parents and teachers have a positive impact on student attitudes and learning. The presence of parents in the school working cooperatively with teachers communicates to students that parents are a legitimate and integral part of the learning process, that learning is a life-long process, and that parents value education.

The students are receiving the most out of this because they have their parents here . . . my daughter really wanted me to stay involved . . . it shows that you care and I think it also communicates to them that their education is important. [P7]

The more parents are involved the better feeling kids get -- my kids love to come to school. [P11]

Creation of grade level and special subject instructional teams is a major structural change designed to facilitate the overall school mission: to become a

community of learners. Recognizing that all people of every age continue to grow and that learning is a life-long process, teams are a means for breaking traditional role barriers that separate and categorize people by role function.

Consisting of both teachers and parents, the teams have authority over major instructional planning and decision-making in the design and implementation of collaborative thematic units of study. Students' input is sought through the newly established Student Council. Representatives from each of the grade level and special subject area teams plus the principal compose a central advisory team (C.A.T.) that coordinates the activities of individual teams and functions as a school-wide governance body.

Evaluation. As a vehicle for facilitating collaboration, parents judge the team structure largely successful. The inclusion of parents on these teams gives them direct access and input to the daily activities and programs of the school.

The teams are working. Parents are coming into the classrooms and teaching things in the classrooms. Parents are adding to the classroom their knowledge with [that] of teachers. We've set up a thematic unit so it isn't just the teacher saying that is what they are suppose to be learning . . . the actual curriculum has been set up with both parents and teachers. So everybody is able to get their input and its not just one person coming down and telling. [P7]

There is no doubt that the opportunity is there for parents on the teams to have some involvement in the curriculum. [They are] a vehicle for working together and discussing issues that are important to the school. [P4]

Thematic units designed to engage children in active learning experiences that stimulate the development of thinking and problem-solving skills are praised by parents. Many of these activities involve students in cooperative learning situations in which they must develop valuable communications skills, attitudes of mutual respect, support and cooperation. Parents express the opinion that students are becoming independent and responsible learners; lessons that extend beyond the basics to skills for successful living [P3; P7].

The thematic units together with the grade level teams are credited by parents as an effective means for facilitating collaboration and communication among teachers. Students benefit from having access to the expertise of more than one teacher and teachers benefit from the opportunities for collegial sharing and mutual support. As integral members of the instructional teams, parents have a major role and opportunity to contribute in ways that make a difference. Again, children benefit from the additional range of varied skills and abilities which parents bring to the school.

Almost universally [parents] not only wanted to contribute to the school but they liked to see if they can impact anything. [P9]

I really feel that I have a lot to give to these kids. I feel very empowered. [P12]

Reflecting on the process of change within their Carnegie Schools restructuring project, parents credit its inclusive design for developing an atmosphere of openness and trust among people at the school. A certain level of comfort has been established that allows parents to move freely about the school without feeling like an outsider or unwanted intruder [P4].

The process has not been without its difficulties. Parents acknowledge the existence of some staff members who are not completely comfortable with this new parental role and relationship. Indeed, at least two staff members sought and were granted transfers to other elementary schools within the school district. Suggesting that some dissatisfaction is normal given the large number of individuals involved in the restructuring project, one parent expressed satisfaction that dissatisfied individuals had been afforded an option to depart.

If they couldn't have gone anywhere, I would have felt bad about it. To know that people are dissatisfied, you hope they have a way out. [P9]

Individuals who were not "completely comfortable" expressed concern that the restructuring effort would require an extraordinary amount of time and energy with few, if any, benefits. Carnegie activities would simply be added to the considerable amount of work already expected of teachers and become one more thing to deal with [P2].

While parents agree that Carnegie cannot simply be added on to existing requirements, they note that the school committee and superintendent have been very hesitant to change [P2].

This perceived reluctance has given some credence to the predictions of doubters, generated some anger and frustration among staff and parents, and threatens to undermine staff commitment to the project. Frequently cited as a prime example of this reluctance, is the superintendent's denial of a staff-requested waiver for relief from attendance requirements to district-wide curriculum committees.

We were made some promises that were not kept as far as releasing us from needing to be involved in every little thing. We need time to be involved here. [P6]

We have come up against a few road blocks in terms of curriculum planning. Town-wide, Adams teachers are required to sit on committees. The time thing -- they have not been exempt from it and it has been very frustrating because Carnegie has its own curriculum work. [P12]

The issue of time is most frequently cited by parents as the least successful aspect of the restructuring project. Group process and shared decision-making requires more time than traditional decision-making. Team planning requires more time than was ever imagined [P2]. Team participation by parents is best suited to evening hours due to other daytime commitments. Teachers, however, find extra evening hours (without compensation) a major

imposition on their personal lives and that of their families. Even the use of substitutes to release teachers during the regular school day for planning activities became a focus of concern. Parents not directly involved in the Carnegie program did not understand the need and were concerned that their children were being denied the benefit of instruction from their regular teachers [P4]. While solutions remain elusive, it is clear that restructuring and theme planning cannot be accomplished without time for it.

The only way you can do theme planning is through the allotment of structured time for teachers and parents to meet . . . we can't restructure a school and have theme planning without the time for it. [P1]

Time is a major issue -- especially at this school. These teachers are here forever and there are meetings for this and that. I think we could use the whole twenty-four hours. [P11]

Time is also a factor in goal setting. In retrospect, parents note that they were caught up in the euphoria of brainstorming possibilities in the beginning stages of planning. This led to the adoption of a set of program goals that were overly ambitious for one planning year. The result was some frustration at a perceived lack of progress and tangible results. The amount of time that is involved in the change process was grossly underestimated.

I still think we have a while to go but we're getting there. I don't think our expectations were realistic initially but I don't want to lose sight of them. I think it takes a lot longer to get there. [P2]

It is sensible to recognize that change takes time; let's not try to rebuild Rome in a day here. [P5]

You sort of enter into the kitchen and your overwhelmed with what do we do now -- how do we accomplish them [goals]. Each team has to pick one or two things they want to accomplish. You can't just go in and do it all; there's just not the time to accomplish it all. [P6]

Since the identified program goals emerged largely unattainable within the first year of program implementation, assessing progress was problematic. With significant investments of time and energy by so many, people in the setting hungered for reassurance that what they were doing made a difference and that progress was, indeed, being made. In their absence, parents now recognize the importance of having some critical points or program milestones defined. These would enable reflection, evaluation, and refocusing as necessary. Without these milestones, people are left only to speculate as to progress or lack of progress.

What has Carnegie done? There are lots of questions throughout the school year. Is it really going to make a difference anyway? I think every student -- I don't know about every parent -- I think they feel the difference. [P1]

Whether there has been significant change I don't know. I do know there are grade level teams, teachers and parents who work on interdisciplinary topics, classes started to have class meetings and . . . student council was newly developed here also. So there are at least some structural changes . . . some positive outcomes. [P4]

I think it's important that during the course of a year there be some critical points defined when in a sense the group comes back to gather for reflection, evaluation, and focusing on the continued direction of the year. [P5]

Communication about the Carnegie school restructuring project at Adams is made more challenging with the lack of significant assessment data or tangible results that may be highlighted. Parents perceive a wait-and-see attitude among people in the community. There is, however, an expectation of increased documentation in the future.

Communicating and involving a greater number of parents remains a challenge to the continued viability of the restructuring project. Beyond those directly involved, it is unclear to parents interviewed the degree to which other parents understand or know about the Carnegie Grant project at their child's school. Citing existing attempts through periodic newsletters and public presentations before the school committee, parents acknowledge that additional efforts must be made. Parents recognize the importance of wide-spread understanding and support for the long term success of the restructuring effort. They remain perplexed, however, as to how this might best be accomplished.

I don't know if a lot of parents do [understand what is going on] if they are not involved. I think they have some sense that there are things going on here. [But], when teachers needed to be out [for training] and substitutes were there, that was an issue of real discontent. [P4]

I think there is a high level of expectation on the part of parents who aren't participating in the project. One of the problems we had initially was the communication to those parents. The access of those parents who aren't involved or don't have information is really critical to long term success. [P52]

In addition to the need for expanded parental communications, there also exists a need for enhanced communication with colleagues in other schools within the district. Parents describe a school district that has a highly competitive atmosphere. Each school has a certain reputation and unique personality. They perceive people in other schools as adopting the wait-and-see attitude.

There also exists some suspicion about how different the Adams School will become. Concern has been expressed by people in other schools that Adams School might become so different that children entering or exiting from other schools might experience adjustment difficulties. Others worry that the Adams curriculum may be so different that students entering middle school will experience adjustment problems or lack the same preparation as that provided to other Northtown students.

I think town-wide all the schools have certain reputations. Each school has its own personality that is definitely dictated by the principal and staff. Adams has the reputation of being the movers and shakers in town. I was asked a lot by people in other schools: what is this? People really didn't understand and it was difficult to explain. There is probably some real envy . . . just in conversations with the teachers, I don't think there's a lot of empathy out there in the other schools. [P4]

There could be some negative aspects of Adams being a Carnegie School because we have expectations that we want to do things differently. We had one day last June when we asked for a day off. The response from people not directly involved was negative: lets not get too different because we want things to stay the same. [P6]

I have heard statements made that you can tell Adams students from those coming from other schools. I myself can see that a student coming in from one of the other schools and being lost because it [whole-language curriculum] is definitely a new thing; a totally new approach. [P5]

The debate about how different the Adams School should be allowed to become raised issues of power and control for people in the setting. Parents express some ambivalence about the degree of difference that is healthy or desirable. While supporting teachers need for time and instructional decision-making authority, they acknowledge the reality of an existing power structure -- school committee, superintendent, and principal -- in which ultimate responsibility and power remains. Permission to be different came with acceptance of the grant but the limits of this permission remains vague and control remains firmly vested in the traditional hierarchy. While parents express some degree of comfort with this arrangement there exists a definite awareness that permission is temporary and subject to withdrawal.

He [principal] has responsibility to the superintendent and the school committee and that is not really going to change a great deal. But what really can happen effects how teachers can become more creative, how implementation can occur -- the daily operations things the superintendent isn't really going to be concerned about. [P5]

I think the concept is really good. We still have the principal being in the role of the responsible person for the school. Though he may draw in more input, I think there is still the decision-making process he has to go through.

[P6]

I don't think we have been allowed to be as creative as I think we would like to be. That has been frustrating, even from the parents perspective. I think we are striving to be different yet it has been a difficult road and the central office has been struggling with letting us do that. That has been tough and we don't have a lot to bring back to the schools. [P12]

For parents, being creative involves people in process together: sharing ideas, seeing possibilities, and solving problems in novel ways. It involves openness to change and risk-taking that is both purposeful and planful. Parents report that creativity and risk-taking have been encouraged. While an increased level of comfort with taking risks is evident, parents suspect that some people remain uncomfortable and, thus, its full potential has yet to be tapped.

I think risk-taking is encouraged but when we take risks we do it quite carefully. It's not haphazard. [P2]

I think the teachers are really experimenting, working with kids, and watching how they are developing. They are willing to change the structure if they find they are going in a certain direction. They are willing to dive in and do more . . . I'd say risk-taking and experimentation are encouraged and I think people are open to change. [P11]

I think as an advisory team, we have not taken a lot of risks. I have felt that we have not taken as many risks [as we could] but as a parent I haven't quite felt comfortable. Perhaps as we move on we will feel more comfortable. [P12]

Overall, parents interviewed are happy with the restructuring project. They are pleased to be openly invited into the educational lives of their children in a warm and friendly atmosphere. They believe that the collaborative relationships between teachers and parents are healthy for children; sending important messages about the value parents place on their child's education. These relationships are marked by attitudes of trust and comfort.

Parents are delighted at being allowed an expanded role in decision-making and actual classroom work with children. They are also pleased to observe their children engaged in active learning experiences and assuming increased responsibility and voice in their own learning.

They identify some problems with the process of change which parents now acknowledge takes a great deal of time and energy. Chief among the problems is the allocation of adequate time necessary for planning and reflection. A solution to this complex issue must be found if the enthusiasm and commitment of teachers is to be maintained. In this regard, they look to the superintendent for assistance and support.

Parents appear to like the balance of power that has evolved to date. They envision levels of responsibility that allow creativity, innovation, and decision-making by teams at the classroom level balanced by a traditional hierarchy that retains power and responsibility over

decisions of greater scope and import. Indeed, there is a certain level of reassurance and comfort expressed by parents that the restructuring project is in fact, controlled; involving only operational refinements rather than radical change. Parents see themselves as big winners in this restructuring project.

Survey Questionnaires

Given the limited number of parents participating in guided interviews, the sample was enlarged to insure validity of data through the distribution of survey questionnaire instruments. Utilizing a random selection process to ensure a representative sample, two hundred forty-six (246) of a total of three hundred seventy-four (374) families (exclusive of those interviewed) received parent questionnaires. A total of eighty-five (85) completed instruments were returned yielding a credible thirty-five per cent (35%) rate of return.

Questionnaire data appear to support those gathered through the interview process. Parents interviewed expressed uncertainty about the level of awareness and understanding among other parents not directly involved in the project. Indeed, thirty-seven (37) parent respondents indicated that they were either not sure or did not know why their school had been named a Carnegie School by the Massachusetts Department of Education. Further, while

sixty-two (62) respondents believed it important or very important that everyone participate and have input to the restructuring process, only twenty (20) indicated that they had actually been involved or consulted. Thus, expressed concerns of interviewees appear to be validated by questionnaire respondents.

With less involvement, parent questionnaire respondents were predictably more divided in their assessment of role changes related to the restructuring project. Largely divided between enhanced or no change, a majority of parents judged their role as enhanced in the following categories: involvement in their child's learning (48), sense of pride for the school (52), trust in the quality of education (46), and general parental support for the school (47). Identified by a majority of respondents as areas of no change were: quality of relationship to the principal (44), and amount of contact with other parents (44). With responses widely divided, no majority opinion was discernible for other listed characteristics: participation in decision-making, involvement in school activities, quality of relationships to teachers, or community support for the school.

Perhaps worthy of note is the negligible number of diminished ratings indicated by respondents. Only two characteristics received more than one such rating: trust in the quality of education (5) and parental support for

the school (2). If not positive, parent respondents appear neutral or uncertain rather than negative.

Parent respondents confirm the existence of a written mission statement (47 yes; 1 no; 23 not sure) but are less sure that it has been widely distributed to parents (47 yes; 1 no; 33 not sure) or that decisions have been consistent with the stated program mission and goals (39 yes; 6 no; 19 unsure; 21 no response). As regards the schools responsiveness to the expectations and demands of the community, responses are again divided between ratings indicating improved and no change. Only three (3) parents indicated diminished levels of responsiveness as a result of the Carnegie program. Fifty (50) respondents awarded the highest rating categories -- excellent or very good -- to the school's responsiveness to community demands or expectations while only three (3) judged responsiveness to be fair or poor.

While people in the setting are judged by parent respondents to be either always or often open to change and risk-taking, uncertainty exists about any change in these traits attributable to the restructuring project. Professional growth and individual creativity, however, are noticeably encouraged and supported within the restructuring project according to sixty (60) parent respondents.

As with interviewees, cited as most successful by parent questionnaire respondents is the increased level of

parent involvement, enhanced parent/teacher relationships, and newly implemented programs for students that give them voice and input to decision-making. Similarly, least successful is the amount of time required for planning and decision-making, the amount of time teachers are away from their classrooms, failure to include all or most parents in the process, and apparent lack of support from the administration (superintendent).

The written comments of two parents was openly critical of the entire project. One labels as "risky" class meetings in which children solve each others problems and too much parent involvement with potential for gossip. In addition, the respondent expresses concern for a reduced emphasis on the basic subjects with potential for decline in student performance, a growing gap between able and less able students, and less direct teaching by teachers due to planning and decision-making activities outside the classroom.

The second individual suggests that parents have been polarized: insiders against outsiders. Of further concern to this parent is the loss of good teachers who transferred as a result of the restructuring project.

Overall, parent comments on survey questionnaire instruments reflect a positive view of the school. Adjectives like good, strong, and exceptional are routinely employed in describing the school program, staff, and

principal. While acknowledging significant attempts to keep parents informed through newsletters and notices of meetings, more than one parent expressed some embarrassment at their lack of knowledge and involvement in the restructuring project at their child's school. Indeed, the completion of the questionnaire, itself, has stimulated renewed interest in the school's reform project for one parent who expressed an intent to become more personally involved in the future.

Students' Perspectives

Students' perspectives were obtained through small group interview sessions. These sessions were guided by survey questionnaire instruments modified within the pilot testing phase of the research. Students demonstrated little awareness of conditions preparatory to the initiation of restructuring. Thus, this account from the students' perspectives is organized around only three subsections: planning, implementation, and evaluation.

Planning. Student awareness of the Carnegie status of their school is mixed. Most students indicated that they had never heard the word Carnegie. Those who did indicate a familiarity with the label cited conversations with parents as their primary source of information.

My mother talked with me. [S6]

My mother told me what was going to happen. [S7]

My father is in the program. [S11.1]

Well, I don't know what's really going on. They don't really say anything. [S11.2]

Implementation. While unfamiliar with the Carnegie label, students were very much aware of changes in their school. Students expressed an awareness of more parents at the school on a regular basis. They report increased numbers of "fun" activities; often involving students from other classes. Specific activities and events such as Class Meetings, School Spirit Day, World Friendship Day, and Student Awards Day were frequently cited as examples.

We have more activities this year: a new resource room, a Walk-a-Thon, going to Boston . . . there are more trips this year. [S1]

Class meetings, more teachers, learning different stuff -- better stuff -- more in math, art, and music. We have projects that involve the whole school: walk-a-thon, playground, apple computers, lego projects. We get to make more decisions, like more different activities. We get to do more fun things; we get more computers. [S7]

Enthusiastically describing in some detail the World Friendship Day activity -- the culminating activity to a social studies thematic unit by the grade two-three team -- grade three students make the following account:

Each one of us had to come to a special island and some people traveled to other countries in the morning and others in the afternoon. Different classes had different countries: Australia, Mexico, France, and Japan. We also had passports and they were stamped. Different classrooms made different stamps. Each class had to make a brochure that told about their state, like what the main products are and other stuff. [S2]

Students expressed uncertainty about why their school was doing things differently now and for what purpose. Generally, they speculate that parents and teachers are trying to make the school better for them and, thereby, better prepared for middle school. They were not generally aware of any school mission statement.

I think so because teachers get together with parents and try to make the school better. I think there is a goal to make the school better. [S11.1]

I think its more [group project work] but I'm really not sure [if its because of Carnegie], because maybe they might be trying to get us ready for middle school. It's more, but I'm not sure why. [S11.2]

Evaluation. In addition to the special fun events, students have an opportunity to directly engage in an experience of democratic process through newly instituted Class Meetings and the Student Council. Students express satisfaction at "having more say" and more influence in what goes on in school. Students believe that through class meeting and student council activities, they are enabled to effect change within their classrooms and the school.

Class meetings -- we didn't have them before. We discuss problems. We have an agenda. If there is a problem, someone puts it down. They get to pass it around and get to say what they want about that problem. We ask her [student council representative] to talk about it [at student council meeting]. Then at class meeting, she tells us what they talked about and stuff. [S1]

We go there [Student Council] and talk about problems and everyone tries to get information and sometimes we write it down and bring it back to our classroom. We go every Friday. [S2.1]

I think it [having some say] is very important because the kids are going to school here and I think we should have a say. [S11.1]

One kid from each class comes to student council. Most of us have been here since Kindergarten and we didn't make any decisions. But, like now, the student council is our group and we make decisions in it. [S11.3]

Students express a sense of increased responsibility for self-monitoring both as individuals and as a group. Responsibility for completing assignments and for ownership of student-related problems effecting the quality of life in the school are cited. Although, student suggestions are reviewed by adults for reasonableness, there is a sense among many students that their ideas are now given serious attention and, generally, that they can effect change in the school.

Like last year, nobody really wrote on the walls or anything. But this year, there is more of that. Student council is always on every Friday and they discuss problems and they make resolutions for it . . . and we're going to paint the bathrooms. [S1]

If it (an idea) was reasonable we can do it. Like outside on the playground, one time, people were saying that the pavement was getting all faded and stuff. So, we decided to go out and paint it. It must be reasonable . . . we can usually do anything if its reasonable. [S2]

When you're older, you can make decisions. . . . we have agendas to go with that. So you write down the problems and everybody sits in a circle and we talk about the problems and come up with solutions. [S7]

Like we (kids) had an idea and tried to follow through with it. They [teachers] didn't laugh at us. Some of it is pretty logical ideas we are trying to follow through with. Like, we didn't like our seating arrangements at lunch; we had to sit with the class. They changed it and we can sit where we want. [S11.2]

With increased levels of collaborative activity between adults in the setting (teachers and parents), students report a belief that adult relationships are marked by increased levels of "liking and caring" than previously observed. Evidence for this belief appears largely derived from direct observations of adult behaviors. The enhanced presence of parents in the school and the friendly exchanges between adults (teacher/parent; teacher/teacher) are observed by students who express feelings of comfort and well-being within this atmosphere.

I think my parents like this school. I think my mother likes all the teachers, 'cause she comes in and helps out. [S2]

My parents like my teachers. Some parents probably don't like all the teachers the kids have. [S7]

My mother likes the programs here. It [the school] has better programs, departments, more art, more music. [S11.1]

My mother likes how they (teachers) teach -- like making learning fun. [S11.2]

My mother likes our creative writing. In class, we have an hour's workshop period. We write stories and poems. I like to write and I want to be a writer when I grow up. [S11.3]

Students are encouraged to take academic risks within an atmosphere of mutual respect and support. Students are

taught to respect the rights of other students, to be aware of feelings, and to observe basic rules of behavior when other students are speaking, performing, or making presentations.

Teachers encourage us to do things even when you think you can't . . . like table topics [extemporaneous speaking]. Yeah, they don't have any time to get ready. They just have a minute to look at it [topic]. And you think, Oh, what am I going to do? I did mine: I picked one out and it was dancing. I just talked about it. We're not allowed to laugh . . . if you laugh, then when its your turn, they'd laugh at you. [S1]

[Teachers expect us to] work hard, learn a lot, be kind, and help people. [S6]

Teachers are perceived as "nice" by students. While acknowledging that sometimes teachers are not in a good mood, they are generally credited with liking kids and being caring and supportive.

Our teachers really do listen. If you have a problem, she tries to solve it. Usually she doesn't yell! [S11.1]

I think the teachers are really good here. They expect a lot of you but they don't pester you. They are really enthusiastic about it. Our teacher makes it fun. [S11.2]

Parents who are not actively involved in the restructuring project receive most of their information from notices sent home. One student candidly admits that little information is forthcoming from him:

My mom asks how is school. Fine -- that's all I tell her. I don't go into details. The notices kind of tell her what is going on about the school. [S11]

In summary, while students may be unfamiliar with the Carnegie label, they are generally aware of important differences in their school experience. It would appear that several major objectives of the restructuring project as articulated by the adults are reflected in the students' responses. While teachers express a desire for students to "really love" learning, students note the existence of additional "fun" activities. Similarly, while parents express the belief that their enhanced presence and role in the school sends a positive message to the children about the importance and value they attach to the school experience, the children reveal an awareness of the enhanced presence of parents in the school and the development of adult relationships that are marked with caring and friendship. Finally, the expressed desire of all adults -- including the principal -- for students to feel that they have more voice in their school experience and to become more responsible for their own learning is reflected in the students' report that they now have "more say" in what goes on in their classrooms and in the school as a result of their class meeting and student council activities.

Principal's Perspectives

The principal's perspectives were obtained through the guided interview strategy. As with teacher and parent accounts, the principal's responses address all four

aspects of the change process including an account of the extended period of preparation prior to restructuring.

Preparation. This is a school that was ready for restructuring. Curriculum and program reform initiatives by the faculty demonstrated their readiness for an enhanced leadership role. The principal describes the school as a center of much activity where teachers are professionally involved and parents active in their support. People were ready to determine the direction the building [A1:3].

The principal was also ready. He saw the Carnegie Schools Grant Program as an opportunity to better express his own leadership philosophy and style. While the previous principal functioned as a protector of teachers and assumed an intermediary role with parents, he has fostered more open and direct relationships between teachers, parents, and himself. Thereby, the principal believes that people had developed increased levels of trust and cooperation that enabled readiness for changed roles. The Carnegie Schools Grant Program was an opportune vehicle for teachers to empower themselves and for parents to collaborate.

Teachers were protected by the previous principal and parents didn't like that relationship. My view was to try to change that. We did that through the usual P.T.O. activities. Trust was beginning to develop, parents were ready for different roles. The Carnegie Grant spoke to all of that. It was an opportunity for teachers to empower themselves and for parents to collaborate. [A1:3]

Planning. With the announcement of the grant process, a small group of faculty sat down to identify what should be different. Emergent issues of concern included fragmentation of the instructional program and curriculum, the inability of teachers to effect meaningful change in the conditions of teaching or curriculum content, and a need for greater curriculum input from parents. In general, people wanted more control over their own destiny.

The decision to seek a Carnegie Grant was made jointly between principal and staff. The principal describes his leadership style as "setting the stage" with substantive leadership coming from teachers.

The leadership really had to come from them. As a principal I felt that is my style. I want the faculty to be a part of this building. My success is their success. We don't need the diversity of teachers here and principal there. Although the traditional roles have played that out, restructuring changes that relationship.

[A1:4]

The principal credits the superintendent with an active and largely supportive role in the school restructuring project from its inception. Serving as something of a mentor to the principal, he has, himself, engaged some of the challenges which the project has created for the school system.

[Superintendent's first name] is facing some of the problems -- challenges -- that this project is creating for the system. He's been very helpful; reflective in terms of giving me direction and ideas of different ways to look at things.

[A1:1]

The decision [to pursue the Carnegie Grant] was made by the faculty with a lot of support from [Superintendent's name]. [Superintendent's first name] sat with the planning team and we outlined what we thought was a proposal that had merit.
[A1:4]

The principal interprets role separation with its attendant lack of communication and trust as symptomatic of typical hierarchal organizational patterns. Within such organizations, people find themselves in relationships that are essentially adversarial in nature which generate defensive behaviors.

In contrast, the restructured setting reduces role separation, fosters communication, and with the development of inter-personal relationships, establishes a climate of trust within which the input of "loving critics" is accepted without defensiveness. Organizational change is more easily assimilated without fear of risk-taking.

We tend to put ourselves in certain situations: principals do it to teachers, teachers do it to kids, and school committees do it to superintendents. We put ourselves in a defensive posture. However, if you have a collaborative relationship with people, there is a whole element of trust that makes the relationship a whole lot different. I have a lot of trust in parents . . . they now understand what we are about; we are a lot closer. They are playing the role of loving critic . . . not to offend but to listen to one another. [A1:2]

Implementation. Reduction of role separation and isolation is a major goal of the restructuring initiative. The principal expresses a strong belief that the traditional role barriers must be broken if the potential benefits

of collaboration are to be achieved. Teachers benefit from enhanced communication and mutual support with their professional colleagues. Collaboration builds trust among teachers, the ability to critique and inspire one another.

The inclusion of parents in the key decision-making processes of the school yields greater parent commitment and support to school programs. In addition, enhanced parent presence in the school enables access to significant and, heretofore, largely untapped parental resources. Parent participation in planning influences the number and type of activities available to students and, thereby, represents one of the greatest potential benefits of restructuring.

We've started [collaboration] and I think I have seen the potential that if we use teachers at different grade levels, we look at issues, plan activities with kids, and there is far greater trust in the faculty. People can critique one another. They can also inspire one another. The fact that we had parents who have supported [the restructuring project] and begun to understand more of what teachers are doing has influenced the type of activities for kids. This is where the potential is. [A1:6]

Student roles have also been enhanced to give them more voice in decision-making. Teachers conduct class meetings as forums for student concerns and ideas and a whole school student council has been established to address issues effecting all students. "We want students involved in the planning of their instructional activities. We don't want it completely teacher dominated" [A1:5].

A team structure was established to facilitate collaboration and shared decision-making. Grade level and special subject area teams control classroom level decisions. A central advisory team consisting of representatives from each of the grade level and special subject area teams is charged with the responsibility of coordinating team activities and, together with the principal, making necessary decisions on issues effecting the whole school.

Not every staff member, however, is interested in participating in change. While the school has met with some success in engaging people in assuming leadership and participating in the team governance structure, it "hasn't all been smooth." The principal draws an analogy between the inertia these individuals represent to the school's restructuring efforts to the presence of boulders on a construction site. Their existence is ever present and predictable and their resistance to movement formidable. Yet, with enough energy, they can be, nonetheless, moved.

The willingness of teachers and parents to enter into discussion about school issues and ways to resolve them is a major change. That hasn't all been smooth. The reason . . . is some teachers are uncomfortable dealing with parents; teachers who are ticked-off because they had to devote a certain amount of time and they [parents? administrators?] are not willing to give back. The number is small enough that we can continue to move along; enough people to drive the boulders; they are always going to be there. [A1:8]

The principal considers training especially important in preparation for team collaboration and decision-making.

Each team participated in an intensive three day training program focused on group dynamics and skills of group process. In addition, people needed to develop an understanding of the change process.

While recognized as important and necessary, these training activities required a significant amount of time to complete and, as a result, diminished the amount of first year progress. The lack of observable progress was a source of frustration to many people. Nearing the end of year two, however, the principal believes that people are just now beginning to talk about seeing results [A1:6].

Establishing teams that involve people in decision-making activities encourages diversity and risk-taking. Yet, the school remains part of a public school district that includes three other elementary schools. The district maintains a traditional hierarchal organization with a school committee, and superintendent to whom the principal remains subordinate and responsible.

As the leader of an experimental school restructuring project, the principal finds himself in the dilemma of giving leadership to the development of a school governance structure that gives voice to teachers, parents, and students through shared decision-making. At the same time, he retains responsibility and accountability to the superintendent and school committee for implementation of district-wide policies and programs. These roles seem at

cross purposes; the former requires letting go of the traditional authoritarian role while the latter reinforces it. The reconciliation of diversity within a greater organizational culture that values conformity and sameness is conceptualized by the principal as a double-edged sword and a major obstacle to the success of the project.

I had a conversation yesterday with the assistant superintendent about . . . relief for this faculty from being involved in town-wide activities versus what is happening here. It's a double edged sword. [Perhaps] we could turn it around to say that what we are doing here will help other buildings and make that connection [to the system]. The common goals we embrace . . . should be embraced by all schools. [A1:1]

Evaluation. The principal expresses the need for a system-wide cultural change to allow and encourage diversity and risk-taking. A school governance structure in which teams of people engage in collaborative problem-solving and decision-making requires enough freedom to implement its ideas and decisions if it is to be effectively sustained. This, he suggests, represents a real dilemma for those vested with the care and keeping of a school system -- the superintendent and school committee -- who typically perceive their role to be the establishment and maintenance of uniformity and consistency throughout the town's educational program.

That's the dilemma for all parties -- working down from the superintendent and school committee -- how do you justify and let go? Because, the school committee wants the schools to look and perform essentially the same for the community. If that doesn't happen, then they'll be on the superintendents back [A1:9].

. . . but, you create that environment (in the school) where diversity and risk-taking are encouraged; which is something I did when I came into this building. As uncomfortable as it might be for me along the way, I must then set up mechanisms where I can connect. That, for a principal, is, perhaps, the biggest lesson in terms of style of the principal. The whole environment -- culture -- of the system has got to support that type of thing. [A1:10]

The principal is openly critical of a district policy that requires every elementary staff member to participate in district-level curriculum committees. This, he believes, is not a proper way to treat professionals. A better means for ensuring connections and professional contributions to the district can be found. Perhaps, he suggests, the district could simply require that everyone make a contribution to the district program in some way to be determined by the individual: "let people pick and choose and make their own commitment" [A1:14].

Given the official responsibility and accountability for the continued effective operation of the school, the principal had to feel confident about the ability of staff members with whom power was to be shared. He readily admits to a leadership style that maintains high performance expectations for both the staff and himself. He demands performance. He expects people to be

self-starters, initiators, and hard workers [A1:10].

People who are not this type of professional have found it uncomfortable working for him and have sought alternative teaching assignments. He feels fortunate to have brought in a number of the existing faculty and believes this opportunity has enabled the creation of teams of people who respect one another as professionals and work well together. Thus, he has enough confidence and trust in his staff to risk letting go.

I had to be sure that if I were going to let go, that the players were out there able and willing to pick up and assume that responsibility and accountability; that they own it as much as I do.
[A1:10]

Employing yet another analogy, the principal asserts that restructuring a school is not unlike taking a trip. Once the destination is determined, the traveler must plan the details of the journey; primary among them being the means and route of travel. But, in the case of school restructuring, the route to the identified destination is not clearly charted. There is no road map which can efficiently and painlessly whisk one to the desired goal. Indeed, for the Adams principal, restructuring is more like a journey through a maze, wherein, one is confronted at each turn with obstacles or problems that must be overcome or resolved in order to continue. Problem-solving takes time, slows progress, and generates feelings of frustration. As leader, the principal must maintain a sense of

focus and perspective. Successful negotiation through the maze requires constant refocusing on the goal, assessment of progress to date, and the communication of this assessment to others on the journey in order to continue progress in the right direction.

I keep going back to where we want to be and I look at how we are getting there . . . it's like a road map or a maze. I've used the maze in discussing this project because it is. The course isn't clearly charted. [A1:8]

As a pioneer, venturing into uncharted territory is a bit scary. Establishing a network for support is, therefore, important for any school attempting restructuring. We need input for reassurance and verification that our process is on-track and will bear fruit.

There is no one right way to do it. It's the thing that is a bit scary because you don't have immediate feedback. You have to set up mechanisms to support schools that are changing or involved in the change process, whether they be internal or external support systems. We found it very helpful . . . to get some verification that what we are doing is good stuff and that it's going to begin to make a difference. We realize now we need some input. [A1:14]

The role of school principal in the town necessarily involves one in system-wide responsibilities for curriculum and program coordination and problem-solving. Meeting these responsibilities requires significant amounts of the principal's time spent in meetings with the central administration.

Given the intensified level of activities related to the Adams' Carnegie Schools Grant, the principal expresses

concern for his ability to meet all the demands on his time. His desire and need to be immersed in the school-based restructuring activities are compromised by his duty to fulfill the district level expectations of the principal's role. The need for more time to bolster his relationship with students is cited as one area now compromised that must be addressed in the future.

My role with students is one I need to play more of in terms of my presence around the building and is something that I have to deal with the central office. I want to be closer to what kids are doing. I think I'm viewed by kids as someone who is present, who is helpful with instruction. I think they have to see me as part of their community of learners rather than someone who is isolated. [A1:11]

The experience of people within the Adams School and the process by which instruction is delivered to students is central to the school's uniqueness and value. Although some might view this experience as an aberration assignable to the Carnegie Schools Grant, its goals are, in reality, those which any school should embrace. Adams' only uniqueness is in how the goals are pursued including the development of a school climate that nurtures collaboration, enhanced interpersonal relationships, trust, and risk-taking.

The essence of the Adams experience, then, is a process. It takes time, it isn't easy, and there is no one right way to do it. However, with the establishment of such a climate -- one that supports risk-taking and a

willingness to assume responsibility -- what has happened at Adams can and should happen at every school.

The experience of how we deliver instruction, how teachers work together, the climate we create, the whole issue of a vision of a "community of learners" and how the faculty talks about instruction and how they talk about their accomplishments . . . that to me is what is the real difference of this school. [A1:13]

The community of teachers and parents is taking great pride and beginning to realize that the parent/teacher relationship and collaboration has great potential and has also produced some good results . . . if it happens at Adams, can it happen at every school? The climate has got to be created for that to happen. [A1:14]

Overall, the principal shares the perception of teachers and parents that the school was ready for restructuring. Teachers were demonstrating through their on-going activities that they were ready for an expanded role in leadership and decision-making. Parents were actively involved and supportive of the staff and the school's instructional program. Further, the notions of team governance and shared decision-making seemed compatible to the principal's assessment of his own leadership style.

From the principal's perspective, the reduction of role separation is a central feature of the school's restructuring plan. He reasons that the development of inter-personal relationships across traditional roles is enhanced by a school structure that is inclusive rather than exclusive. Thus, within an atmosphere marked by understanding and trust, a healthy level of instructional

risk-taking and innovation is promoted that will result in better quality instructional services for students.

The principal believes that what is happening in the Adams School can and should happen in every other school. Indeed, the principal shares the view -- hope -- of others in the setting that Adams might well serve as a model for change in the other elementary schools of the district. But, given an existing district culture that promotes competition rather than collaboration between schools, a system-wide cultural change will be necessary for such a model role to be realized.

Perhaps most challenging to the principal, however, is the dilemma of giving leadership to a school-based innovation designed to decentralize decision-making while maintaining responsibility and accountability to the existing top-down district hierarchy -- the school committee and superintendent. While crediting the superintendent for his personal support and involvement, the depth of his political commitment in light of other district-level responsibilities is less clear.

Superintendent's Perspectives

The superintendent's perspectives were obtained through a guided interview. As a major stakeholder who is external to the immediate school setting, his perspectives are primarily evaluative in nature.

The superintendent readily acknowledges his rejection of the waiver request, submitted by the Adams staff, seeking release from obligations to system-wide curriculum committees. He expresses doubt, however, that time is the real issue since the meetings in question are so minimal; having been reduced to only four sessions of two hours each for the entire school year. He relates that this suspicion was confirmed within a subsequent conversation with the principal who rejected an alternative offer for time consideration. The symbolic nature of this waiver rejection, however, has not escaped the Superintendent's attention. Recounting previous expressions of his support and encouragement, the superintendent ponders how he might communicate his support for the project even when making unpopular but necessary decisions.

I rejected the request and in not giving them the answer they wanted to hear, the more symbolism was related to all that. Really, we're down to only four . . . so its not the issue of time. Somehow, we are not able to convey our support . . . to send a message that we appreciate what they are doing. I have encouraged them. [A2:1]

Suggesting an alternative solution to waivers, the superintendent believes that resources exist within the school setting that, if tapped, would provide creative solutions to the time issue without the negative impact of sending children home early or the request for special exemptions. What is required, he suggests, is learning how to creatively utilize existing resources together with some

planning. More specifically, the superintendent envisions three special learning experiences provided to students by a series of volunteers including high school students, teacher aides, parents, and other community resources such as the Town Fire Department. The teachers would be free during these special events to conduct their planning meetings. To further push the challenge, the superintendent has volunteered to organize the first such event for the next school year.

I think they should be planning to use the resources they have in the building: parents, teacher aides, special education people to create three times a year when people from each team could see time in the morning to do some planning. It means they, as a group, may have to learn to use resources to do things such as have a field day or have some visitors come into the school. It may mean using high school students to come down and do something. I have personally volunteered to take the planning of the first one of these for each of the school-based teams. That's a way of using the time of the school day that doesn't do what teachers initially suggested . . . to send kids home. It's interesting that they (teachers) won't bring that proposal to parents. They know what the parents are going to say. Parents are going to say: this is wonderful, but sending my kid home is not a good solution. [A2:3]

Solving the time issue will also require that people become more creative and efficient with the amount of time devoted to being involved in decision-making. Restructuring involves people in the decision-making process; some for the first time. When people are asked to do something new it becomes a major task but at some point, they will realize that everyone can't be involved in everything.

They will need to work through representatives and establish a process of cycling in and out of decision-making responsibilities in order to maximize their use of time and energy as a group and to get things moving faster. This, the superintendent suggests, will come with time and experience.

When you get into change -- when you ask people to do something they haven't done before like decision-making -- it becomes a major problem. Planning of an activity is a major undertaking. With everybody involved in it, it's not very productive. At some point, Adams people will realize they can't be part of everything . . . that they will need to work through reps and swing in and out. They have to cycle time and energy as a group of people to get things moving faster and still have a sense of involvement. They just haven't had enough experience with that yet. [A2:4]

Within the context of three other very active and innovative schools, Adams doesn't look all that unique to the superintendent. The visible attributes identified at Adams as central to the Carnegie restructuring effort such as parent involvement, student learning outcomes, or teacher empowerment, don't look much different than what one sees at other schools. From the superintendent's perspective, what is really central to the Carnegie project is the core of shared experience, forging relationships, and the "creation of spirit" -- a spirit of personal and professional efficacy rather than helplessness. It's the process not the structure that's important.

We are really creating spirit; spirit where people feel that they can . . . can get involved in what they want. [But] after you do all this stuff for parent input, it doesn't look much different than Meadow Brook [School] . . . they had involvement with parents in a different way. So, is Adams really different than Meadow Brook? So what will Adams look like in the end? It may not look like something you can pick up and transport. Going through a renewal process like the Carnegie project at Adams, is good to do. Again, it's taking advantage of that spirit where parents need to feel the validity of what's happening; they agree with it, they are shaping it, and the teachers are saying they're shaping and effecting learning outcomes. [A2:6]

One important lesson to emerge from the Adams experience is that the role of principal is not the barrier to restructuring and change as is suggested in the literature. Given the premise of restructuring which is to diminish the role of the hierarchal organizational structure, it is noteworthy to the superintendent that in the Adams restructuring project, no move was made to eliminate the role. Indeed, the principal and superintendent were consistently invited by staff and parents to play a greater role than they originally assumed. The principal was looked to as someone who would keep the project clearly directed and on-track. While a part of the official school hierarchy, the principal doesn't need to act in a hierarchal manner.

What is interesting is that, at Adams, no place at all is there serious thought of eliminating the principal. [Principal's first name] and I joked all the way through it. If people did their job well, they would put us out of business. But the need for the principal-- and the superintendent for that matter -- never became a central feature for the restructuring of the school. The principal was always seen as somebody who kept the way we were heading clearly directed -- the right influence. I think you get in this situation that the principalship is not the barrier to success [suggested] in some of the literature of restructuring. The principal may be hierarchal, but the principal doesn't act hierarchally. [A2:5]

The superintendent reconciles the diversity of individual school sites with the unity that is essential to a school system through the establishment and clear articulation of a strong core of curricular programs and performance expectations which apply to all schools. Cited as examples of core programs are the language, social studies, science, and music curricula. In addition, staff development, special education, and teacher evaluation systems are well defined and standardized throughout the system. Given these core expectations, differences can be tolerated. Differences are largely the individual mark or stamp that grows out of the ideas of people -- the personality -- of the given setting.

In balancing the identity of the individual school with that of the school system, I think there has to be a well articulated core. We can tolerate differences . . . if I have been assured that the output in both places will be equally good. We work at the core stuff and on those kinds of things which leave their mark or stamp . . . which grows out of the ideas of teachers; [and] a lot of which are principal-led. [A2:7]

Schools need to be routinely engaged in a process of renewal to reinfuse people with the sense of pride and accomplishment in their work. The key is people going through a process together, not the school structure. The process serves to refocus people both on the core program and on the things -- concerns, points of view, interests, talents -- of unique interest to people in the setting. A major responsibility of school leaders is to find a way to initiate and keep this process going.

I think it is a process. That's why I just don't think the Adams' Carnegie plan is transferrable. Really, what we are going to transport is, quite simply, that people are going through a process. If they don't go through this process every couple of years, then someone will have to find a way to get this process going -- perhaps there's another grant out there. Schools have different ways that they need to reinfuse people working on those issues, paying attention to the core, and working on those things that are their issues; that they have some sense of accomplishment, some sense of pride, some sense it's theirs. [A2:8]

Expressing the opinion that it is important for leaders to nurture a positive organizational culture in schools, the superintendent cited the work of Peters and Waterman (1982) on the subject. Public recognition and praise by the superintendent for behaviors that are valued (responsible), communicates organizational values and stimulates similar behaviors from other members of the organization. In this setting, "responsible" behaviors -- those demonstrating initiative or the assumption of responsibility -- are to be so recognized and supported. This

strategy is viewed by the superintendent as a means of developing what Peters and Waterman (1982) label organizational "champions" within the school system.

It's important to receive professional pats-on-the-back. They become professional stars; what Peters and Waterman refer to as champions. The process [for] creating champions is integral to what we do. We have to create opportunities, encourage people to file for grants . . . and when they get the grant and then they go off and do it, recognize that and make a big fuss. Get a newspaper to write about what they are doing. Give them things that can be put on their bulletin board or their scrapbooks. Somehow, all these things are part of school culture. [A2:9]

From the superintendent's perspective, then, too much symbolic meaning has been given to the denial of the requested waiver. Admitting that the communication of support and encouragement to people in the Adams restructuring project has been difficult -- especially when giving them an answer they didn't want to hear -- the superintendent wonders how he might more effectively communicate support. He suggests, however, that people in the school need to become more creative in their problem solving and is willing to personally give leadership to identifying more creative alternative solutions to the pressing time issue.

From a district-wide perspective, the superintendent is candid in his assessment of the restructuring efforts at Adams. Viewed within the context of three other very innovative and creative schools within the district, Adams doesn't look all that different. The importance of the Carnegie restructuring project is not the structures but

the core of shared experiences of people that will define the spirit -- the culture -- of that school. Thus understood, the superintendent does not believe a model is emergent within the Adams experience that will be successfully transportable to another school site.

Moreover, the superintendent believes his role is to identify and communicate core values for the school district and to focus public recognition and praise on behaviors that are valued. He recognizes the value of developing organizational champions, believes it the leaders responsibility to nurture the school's culture through an on-going process of organizational renewal. The key word, however, is process not structure.

Summary

Within this chapter, the reader has been provided a snapshot of an on-going school change process labeled restructuring. The chronology of events that constitute the Adams story when compared to the individual perspectives begins to reveal the complexities of the restructuring process. While teachers and parents, for example, were identified by role as stakeholder groups for the purposes of this study, each individual participant actually reflected a uniqueness of beliefs, values, perceptions, and interpretations of events within the setting. Clearly restructuring involves more than simple changes to

organizational structures. It involves the reordering of roles and relationships among people -- the human dimensions of an organization. Thus, the readiness of people to accommodate any proposed innovation becomes critical to its success (Patterson, Purkey, and Parker, 1986; Rossman, Corbett, and Firestone, 1988; Prince, 1989).

The profile of the Adams School prior to actual restructuring matches well the Lipsitz (1984) profile of a successful school. As described by people in the setting, the principal exhibits characteristics consistent with those identified within the literature of effective schools: maintaining high performance expectations for everyone, regularly monitoring student progress, establishing and articulating clear goals, and promoting an orderly and safe atmosphere (Weber, 1971; Edmonds, 1979; Blumberg and Greenfield, 1980). He also appears to demonstrate characteristics of the lead-manager: consults, models, and facilitates (Glasser, 1990).

Restructuring in this school setting, then, is understood as an improvement effort -- to make a good school better. Components of the plan are essentially consistent with those identified as common to restructuring (Harvey and Crandall, 1988) including a focus at the building level, student focus, high expectations for performance, altered roles and responsibilities, a humanized organizational climate, and involvement of the parents. Indeed,

the enhanced relationships among people in this setting -- particularly teacher/parent and teacher/principal -- are consistently cited as the most successful aspects of the restructuring project.

Missing in the Adams model, however, is evidence of an aggressive pursuit of all stakeholders -- especially those external to the setting including members of the school committee and general public -- and a plan that contains a realistic number of high priority goals that are achievable within the identified time frame (Harvey and Crandall, 1988; David and Peterson, 1984). These shortcomings resulted in a degree of frustration and disappointment among people in the setting that might well have been avoided with greater attention to the lessons and admonitions found in existing literature.

While elements of the organizational change process in this setting are generally consistent with those identified by Loucks-Horsley and Hergert (1985) and Basom and Crandall (1989), the plan appears somewhat limited in its external analysis of the system's needs as juxtaposed to those of the school. In addition, the lack of adequately detailed plans for monitoring progress hampered the on-going program adjustments and refinements necessary to keep the change effort properly focused on outcome goals.

As predicted within the existing literature of change, obstacles (Sergiovanni and Starratt, 1971) are a part of

this school change effort. However, consensus among a large enough number of people in the setting exists to enable the activities of restructuring to continue -- enough momentum to "move the boulders" [A1:8]. Elements of the doubters' skepticism rang loudly in the ears of even ardent supporters, however, when the superintendent denied a waiver request. The symbolic importance of demonstrated support from the existing hierarchy is, thus, highlighted.

While supportive of the school restructuring project within the Adams School, the superintendent understands these efforts as a local school phenomenon. For the superintendent, restructuring is the vehicle selected by people in the Adams School setting to facilitate a process of renewal -- a shared experience that will enhance the school spirit and its instructional effectiveness. Given the district-wide context of three other high-performance elementary schools, Adams doesn't look much different to the superintendent. Thus, while restructuring may have merit and prove facilitative to people within the local school setting, the superintendent does not believe that a viable model applicable in other school settings is emergent from the Adams Carnegie Schools Grant project.

The findings of this school restructuring experience hold a number of lessons for school leaders and program planners who might seek to pursue restructuring as a strategy for local school or district reform. These

lessons emerge around a number of key themes which are identified and explicated in some detail in the next chapter.

CHAPTER V
THE CONCLUSION

Emergent Themes

The process of "bringing order, meaning and structure to the mass of collected data" (Marshall and Rossman, 1989:112) involved a careful and systematic search for categories, themes, and patterns consistent with the Glaser and Strauss (1967) Constant Comparative Method. Emergent from this process were five major themes: readiness; access; redefined roles; sustaining change; and seeking permission. A detailed presentation of each of these themes, discussion of their possible significance and implications for the reader, and some final thoughts -- considerations -- of my own, brings this study to a challenging conclusion.

Readiness

People in the setting consistently portray a school site with a strong reputation in the town for effective and innovative instructional programs. Teachers, parents and principal express pride in the school reputation. Student performance as measured by state-sponsored tests of basic skills as well as other locally administered standardized tests of student achievement reflect above average student performance. Much credit for this reputation is assigned

to a highly-skilled and hard-working staff, an effective principal, and actively supportive parents.

This is an active place . . . on the cutting edge
. . . . [T9]

There was a feeling that kids at Adams were good learners in terms of skill development. They tested well on basic skills. Reading and math were solid. [T12]

This is a strong school. It's known within the system. We're new in town and we're really pleased with the choice we made in buying [a house] in this particular school [attendance area]. [P6]

The leadership style of the principal is credited by teachers, parents, and the principal himself, for establishing high performance expectations for school staff. In the seven years of his principalship at Adams, an unspecified number of teachers, either unable or unwilling to meet his high performance expectations, have sought teaching assignments in other Northtown schools. Such staff moves have afforded the principal a valuable opportunity to carefully select replacement staff members who were both able and willing to meet his expectations. Thus, the readiness of the Adams staff to engage a major reform process is, in part, attributable to its selective composition and shared values and expectations.

A sense of pride is communicated by staff for being part of a select group of educators that has successfully established so strong a reputation. The leadership skill of the principal is credited for establishing high

standards and for exercising skill in the selection of new staff who "fit in" and are pleased with their school assignment.

One is hired here because you are trusted to do a good job . . . the demands are high in this school. [T5]

Adams is filled with a high level of "Type A" personalities. The principal expects a lot. He's very interested. Most people want to be here. [T12]

Allowed by some a reputation as "movers and shakers" in the Northtown School District, teachers at Adams School were engaged in on-going dialogue and some limited programmatic changes prior to announcement of the Carnegie Schools Grant Program. A group of faculty members had been meeting to discuss shared concerns relative to the maintenance of high academic standards in the face of ever-increasing fragmentation of the students' instructional day and an overly crowded curriculum. They sought answers to their concerns within current educational literature. Articles on teacher empowerment, site-based management, and shared decision-making captured their interest and attention.

Subsequently, some limited collaboration and sharing among teachers had been initiated. Thus, availability of a state-sponsored grant was recognized as a vehicle that might both legitimize and hasten changes already envisioned.

Really, the Carnegie Grant is a vehicle just to continue and formalize the structure that might make possible some of the goals they were already thinking about. The staff had a lot of support and respect from the community and so did the principal. Adams, I'd say, has a reputation of being the movers and shakers in town. [P3]

Carnegie validates some of the things that have been going on. There was a search at the time for some kind of identity or school cohesiveness. The State was willing to attach some resources to it. It seemed to come at the right time for us. [T6]

The school was ready. There was interest in change and we had an administrator who was supportive and a staff that had come of age. [T13]

Clearly, people in this school setting were ready to accommodate the innovations associated with restructuring. Chief among these changes was the reordering of organizational roles and responsibilities resulting in reduced role segmentalism and greater access of people to significant participation in decision-making.

Access

In addition to serving as a vehicle for change, people in the setting believed the Carnegie Schools Grant Program held potential for enabling and legitimizing greater participation in decision-making. Teachers anticipated being empowered to exercise greater control over the decisions that impact the content and quality of instructional services for students as well as the overall quality of life in the school.

When it [the grant] was brought up, one of the big things that hit everybody was that it was made to sound as if teachers were going to have a bigger say in what was going on . . . I think that was the big thing that initially led everybody to want to be involved. [T1]

Restructuring is a grass roots program. We could see value in it for our school. We were very interested in teacher empowerment and being treated professionally. [T10]

Parents, as well, envisioned a more inclusive role extending well beyond their, heretofore, more traditional and largely superficial support and fund-raising functions. The establishment of team decision-making structures and the development of thematic units of study was perceived by parents as an opportunity to make a real contribution and significant difference while becoming an integral part of their children's education.

Enhancing the access of people to educational decision-making is seen as a removal of traditional barriers that have insulated the educational process from parental participation. This opening-up of the educational process helps replace fear and mistrust with understanding and support for the school.

The parents are coming into classrooms and teaching things. They are . . . adding their knowledge as well with the teachers' and set up thematic units in each grade level . . . the actual curriculum has been set up with both parents and teachers. [P7]

We tried to define what people are constantly trying to define in terms of education . . . access. What is the access of the principal, the teachers, the parents? When parents come into a classroom and even if it isn't an appropriate time [one] is still welcome. I think that is an important change. What has happened in public education is . . . an insulation of the educational process . . . that has bred mistrust and fear. This kind of results can be overcome if you really open up the whole process. [P5]

The access of students to decision-making is cited by parents, teachers, and principal as a significant feature of the school restructuring plan. Teachers and principal suggest that students are being encouraged to speak out more, verbalize their feelings, and make suggestions. This enhanced participation is primarily facilitated through the newly instituted program known as Positive Discipline with its class meeting and student council structures as previously discussed (see page 118).

The Affective Ed. Team looked at a number of discipline programs and they chose the Positive Discipline Program. There was training for everyone . . . every classroom in this school from kindergarten to fifth grade has class meetings. Children understand the word consequences . . . kids are speaking out more, being involved in making decisions in the classroom, being able to verbalize what is going on. [T2]

I think teachers are looking more at students for input and trying to plan more lessons that are "hands-on" and letting students guide what happens within the units -- what do you know and what would you like to know about this? And this pretty much guides what you [teacher] should be doing and what they [students] want to know about. [T4]

Some of the things we have done to constantly involve kids is the student council and . . . class meetings. Teachers interact and listen to kids. We want kids involved in the planning of their learning activity. If we are to be a true community of learners . . . we need to have children involved and being responsible for their education. [A1]

Parents express support for the enhanced access of students to decision-making. Some believe that students have been empowered as decision-makers. They suggest that student participation in class meetings and student council activities affords students an opportunity to develop a sense of control and involvement in school events. Given this modicum of control, students are developing a sense of ownership and responsibility for their own learning which parents believe is engendering increased student enthusiasm about school and enhancing their desire to learn.

We are trying to help the children become responsible for their education . . . they realize they need their education. If its something they need then they are going to put more effort into it. When they have input into what's happening, it helps their involvement, their enthusiasm -- it makes them want to be here. [P7]

Students express the belief that they do, indeed, have more voice and influence on the activities and life of the school. Students cite their participation in class meetings and student council as the means for voicing concerns, offering suggestions, and solving problems.

Class meetings -- we didn't have them before. We discuss problems. We have an agenda. If there is a problem, someone puts it down. They get to pass it around and get to say what they want about that problem. We ask her (student council representative) to talk about it [at student council meeting]. Then, at class meeting, she tells us what they talked about. [S1]

Students also express an awareness of increased responsibility for self-monitoring, for completing assignments, and for ownership of student-related problems which effect the quality of life in the school. Although, student suggestions are reviewed by adults for "reasonableness," there is a sense among many students that their ideas are given serious attention and, generally, they can effect change in the school.

If it [an idea] was reasonable we can do it. Like outside on the playground, one time, people were saying that the pavement was getting all faded and stuff. So, we decided to go out and paint it. It must be reasonable . . . we can usually do anything if its reasonable. [S2]

Like we [students] had an idea and tried to follow through with it. They [teachers] didn't laugh at us. Like, we didn't like our seating arrangements at lunch; we had to sit with the class. They changed it and we can sit where we want. [S11.2]

Access to decision-making by teachers, parents, and students enhanced their sense of involvement, ownership, and commitment to the school. People became partners -- collaborators -- in a community of learners. Traditional barriers were removed and roles relationships redefined.

Redefined Roles

The shift of roles and relationships between people in the setting is considered the most significant change to have occurred as a result of the Carnegie restructuring project. Overall, relationships between people are characterized as less isolated and more collaborative. Teachers report more sharing and more communication among teaching colleagues. Indeed, there is some sense among staff that the Carnegie activities have stimulated an inter-personal bonding that qualitatively exceeds professional role relationships.

There has been a bonding of teachers working together at grade level as well as across grade level. A lot of teachers have buddies. Like I have a first grade buddy so I work with that first grade teacher and plan at least for our two classes to be together. [T4]

Teachers' relationships have changed to the extent that they see each other as more coworkers, not just colleagues. There is more of a team approach. [T6]

There is more communication between teachers now . . . I find teaching can be a very lonely job. I hope Carnegie has changed some of that. [T14]

Statements by parents would seem to support the teachers' assessment of their collegial relationships. As "would be" on-site observers, parents remark on the increased levels of collaboration, cooperation, and sharing. They also allude to the more qualitative aspect of teacher to teacher relationships by suggesting that perhaps teachers are now able to see a "different side" of one another.

I guess as a parent I kind of assumed that the teachers knew each other . . . but I found, in general, that there were teachers in this wing who didn't even know the last names of other teachers. The isolation and all that was talked about a lot. [P3]

Teachers among themselves have a chance to see a different side of each other. [P9]

Teachers express the belief that parents have been made to feel very welcome and included in the life of the school. While admitting that it has taken a bit of getting used to, the active presence and involvement of parents has strengthened communication and understanding between the two groups. Teachers suggest that parents have gained an insight into "what goes on" in the school and developed an enhanced appreciation for the teachers job. Concurrently, teachers believe that they now have a better appreciation of the concerns of parents. Changes in the teacher to parent relationship is consistently cited as a most successful aspect of the restructuring project.

There is a lot more involvement with staff and parents and I think we gain sensitivity to parent's concerns. I think the staff and the parents are a lot closer. [T3]

It's sort of neat to be in a school where parents almost can't be separated from teachers. There's just so many around. They flow around here real freely. I think that's a real good message for kids. [T5]

I think parents feel a lot more comfortable with teachers; a lot more comfortable suggesting things or offering help, support, or resources. [T13]

Parents, also, report that they now feel more a part of the life of the school. Barriers between parent and teacher roles have been reduced if not eliminated. Parents confirm the teacher perceptions that they feel very comfortable in the school setting. There has been a strengthening of relationships on a personal as well as professional level.

I think one of the biggest pluses I see is that we really started to try to see each other as people and tried to knock some of those labels that we kept putting on one another. . . . I can understand and see more fully where their [teachers'] frustrations come from as well as the parents'. I really feel that I had a totally parent point of view initially. [P2]

I feel at least for anybody on the Carnegie team, the staff is very approachable; even just socially. I personally feel very much at ease to go in and just discuss an issue with one of my children's teachers or with another staff person. [P4]

I think that staff got to know parents a lot better and got further away from the we/they and us/them. Parents got to understand some of the needs of the teachers. They [workshop leaders] made us feel equal and made us all even spend time on transactional analysis to make sure that everything we were doing was on the same level; not parent to child and that sort of thing. Just walking through the hall on my way down here I said hello to a few people who know me now and I know them and I know where they are coming from. I feel very good about it. [P9]

Teachers describe their relationship to students in very positive terms. Teachers note that with the implementation of class meetings and student council, students have more voice in the school program and that teachers now look to students for input. One teacher reports that she is now

more sensitive to the needs, problems, and ideas of students.

For the children we have the class meeting. Its really exciting to see how they [students] are solving problems through the Positive Discipline Model. The way they perceive it, they write things down on the agenda to the point that they write me down on the agenda. I think this is probably one of the biggest compliments of all. They trust enough that they can put their teacher down and have a perfectly good and legitimate thing to bring up to the class. [T7]

I think with the adoption of the Positive Discipline, etcetera, I think I'm a bit more sensitive to ways of dealing with problems of students and trying to solve the problems. I try to teach and give them the skills with which to solve problems. [T8]

Parents describe the relationship of teachers and students as exceptionally close. Teachers are credited for having developed strong inter-personal bonds with their students. Parents note teacher demonstrations of respect and caring for students.

I think that's always been overwhelmingly good. There's lots of respect for students by teachers and I think that just continues to improve. [P3]

I feel a real bond between students and the teachers. The students feel that this is not only their teacher, but their friend. When you hear most of the teachers talk, all the students are my kids. I think that says it right. When they refer to my kids, you know they have ownership. [P7]

I think teachers and students in this building have exceptionally close relationships. In almost every class here they keep journals, passed back and forth between teachers and students. I think its nicely done. That was in process before Carnegie, but that certainly enhanced it. [P9]

The class meeting and student council structures have provided forums for student concerns and problem solving. Teachers suggest that students are learning to work together cooperatively, to communicate with one another in a mutually respectful manner. As one teacher observed, some students may be unhappy with these structures because of personal compromises inherent in the democratic process.

With the project oriented stuff, there are more opportunities for students to work together and learn from each other. [T6]

I think that students are respecting each other more. They still "tattle" and what not but I think they are given more power to deal with each other. They are learning to communicate with one another more. They are learning to work together more -- we do a lot of partnership things. [T9]

I do think that they use that class meeting apparatus to solve some of their problems. I think that most of the kids are very happy with it. Some kids don't like it because it means that what the group decides they have to go along with. They don't want to give up their autonomy. [T10]

Parents support the teachers' view. They express the belief that class meetings and student council structures are effective forums for students to share feelings, to listen to one another, and to learn cooperative behavior. Parents believe that students are establishing closer bonds of friendship and mutual support as a result.

Kids know that they are to listen and to be positive and cooperative with each other. [P4]

One of the things is the student council and we started class meetings in which students are helping each other. It's really helped the student to see a student who has been a victim of another one, see why a child has acted this way and to help this child improve . . . it's brought the students closer and you have more students helping each other. [P7]

The relationships among people within the restructured setting are marked by an enhanced level of warmth, trust, mutual respect, and a noticeable level of caring. Thus, the changes in role relationships are judged by people in the setting as a positive outcome of their school restructuring experience.

Other aspects of the reform process, however, are judged less praiseworthy. A flawed planning process failed to identify realistic and doable goals within the allotted time frames. Frustrations and disappointments gave rise to doubts, reexamination of commitments, and loss of momentum. Thus, sustaining change became a major focus of concern for people in this setting.

Sustaining Change

Early enthusiasm surrounding the creation and implementation of the restructuring project has been tempered by a year of intense effort, some successes, and some frustrations. Cited as successes are the enhancement of role relationships (particularly that which has developed between teachers and parents); enhanced access of parents, staff and students to the processes of decision-making; and

improved instructional programming for students through collaborative activities of teams including the development of thematic units.

Chief among the frustrations is the seeming limited progress in achieving the year one implementation goals and the inadequate amount of time available for essential team planning, coordination of activities, and necessary reflection about progress being made and future directions.

Our planning teams went from crisis to crisis and from detail to detail. That was a problem for we never had time to sit back and reflect. We never had time to look far into the future. One of the things I felt was important was to keep pointing out the things we had done well. [T2]

The most successful aspect of the restructuring program is that teachers have voice now. Children have voice too . . . and parents are involved. [But] I don't think it has made my job easier. I'm still working hard . . . spending after school hours and not being paid for it. It's putting a lot of demands on my time as a teacher. I see us doing all this extra stuff and I thought . . . our time was really going to be valued and honored. I don't think that is really happening yet. [T9]

I think it's important that during the course of the year there be some critical points defined when . . . the group comes together for reflection, evaluation and refocusing. [P5]

Given the enormous investment of time and energy, the paucity of tangible results, and the absence of other identified milestones upon which to base a credible assessment of progress, people in the setting now ponder the wisdom of their decisions and continued commitment to the project. They seek reassurance that their efforts are not

in vain, their work is appreciated and supported by the community -- particularly the school committee and superintendent -- that progress is being made, and, given more time, program goals will be achieved.

Lingering doubts in the minds of teachers and parents were strengthened when the superintendent denied a request to excuse Adams' teachers from certain town-wide curriculum requirements. Reasoning that exemption of Adams' staff from these responsibilities would create a morale problem among other district staff, the superintendent left people uncertain about the level of his support. Further, some parents not directly involved in the project expressed concerns about the early dismissal of students and frequent use of substitutes as strategies for creating time for team planning. Combined, these events left people in the school setting wondering about the real value of their work and their ability to effect substantive change.

We are trying to find a way to structure within the school day a time for teams to meet. We haven't had any success. Some of the ideas include an extra release day for Adams School once a month or once every six weeks. This would of course require the community to be very supportive . . . parents would have to deal with day-care situations. While we meet state requirements for instructional time, will this be acceptable to the central office, school committee, and other schools? Will we get bad press from that? We have presented our case to the superintendent and he listened . . . but he hasn't taken the next step which was to say . . . I'll support you. We are still waiting for that kind of indication. [T10]

Time management is the least successful aspect of the restructuring project . . . we are wondering if we are really going to get the support of the administration. [T11]

One major aspect of restructuring is the time commitment, particularly on the part of teachers. There are a lot of demands. [There should exist] some assurances or agreements beyond the school [level] that would allow greater flexibility for teachers who become involved in this program. Teachers feel this level of agreement isn't where it should be. [P5]

Sustaining change, then, will require positive signals from the existing power centers -- particularly the superintendent and school committee -- that their change efforts are supported and appreciated. People need to believe that their efforts are not in vain, that progress is being made, and that they have the permission they need to see their efforts to fruition.

Seeking Permission

Northtown is characterized by people in the setting as a conservative town with a traditionally organized public school system which supports top-down decision-making. Thus, change must be done slowly and carefully and then only with the permission and cooperation of the school administration.

Given the grant money we had hope our school will be allowed to make some structural changes; from the superintendent on down. We need that support from the top if we are going to restructure. We can't just do it without them. [P1]

We are open to change but there are still barriers out there. Only so much can happen. This is a conservative community and we need to be careful. [T13]

Existing institutional forces to ensure uniformity and conformity are powerful. Adams is one of four elementary schools in Northtown. The school committee oversight of the schools is designed to ensure equity of access and quality of educational services for all students of the town. Following the policies of the committee, the primary mission of the superintendent, his assistant, and the principals has been the coordination and control of the educational process for the town. All teachers in the school district are part of the local Northtown Teachers Association which represents its membership for collective bargaining purposes. There is one labor contract prescribing uniform hours, wages, and working conditions for all teachers.

The restructuring of one elementary school to decentralize authority, promote access of teachers and parents to decision-making, and to reshape the curriculum presents the traditionally structured school system with a dilemma: how to maintain unity as a school system while promoting diversity within the individual school. The extent to which the individual school may be allowed to make its own decisions and is permitted to be different from other schools is difficult for the superintendent to define and remains vague to the people in the setting.

The school committee is I think supportive on the one hand because they see we are doing nice things. But its like, O.K., what about this? And other schools [ask] why did they get out of doing that . . . I don't like going to meetings either? Also, it does touch upon other schools . . . they are not embracing whole language quite the same as Adams is. I myself can see a student come in from one of the other schools -- transferred in -- and being lost . . . its a totally new approach. [P6]

I think we are striving to be different yet its been a difficult road and the central office has been struggling with letting us do that. [P12]

People in the setting acknowledge the reality and continued influence of the existing district power structure. Also acknowledged is the vested authority and responsibility of the principal. The local building principal remains accountable to the central administration and responsible for proper implementation of district policies and curriculum.

You can never deviate from that. He [the principal] has responsibility to the superintendent and the school committee and that is really not going to change a great deal. [P5]

He [the principal] continues to be respected. His authority really is there and there is no way to get around it. He is the boss! [T12]

While remaining vague, parameters of permission appear to be understood by people in the setting who suggest the existence of an informal central office guideline: "you can't be so different that you are no longer a part of the school system" [T10:4]. Permission to restructure is currently justified by the Carnegie Grant status which is seen as an honor for the school. Existing power

structures including school committee, central administration, and teachers union have agreed to a grace period and currently maintain a wait-and-see attitude.

The school committee is definitely behind us . . . because it makes their town look good . . . but one of the things we have to do next year is to get the word out about what we are doing here. [T1]

I think they [teachers' union] had a concern that we would be so different from the other schools that other teachers would be concerned. The school committee and teachers union signed off on it [the restructuring grant]. [T8]

I'm not sure how they did this but someone got the school committee and teachers' union to give us a year of grace [P9]

Communication about the restructuring program to people not directly involved -- including a substantial number of parents -- remains a major challenge to the future of this project. People in the setting acknowledge difficulty explaining the concept of restructuring which, together with the motivation for doing it, is baffling to many people. A regular distribution of parent newsletters sent home with students is acknowledged as an important, albeit inadequate, attempt to keep people informed.

One of the problems we had initially was communication with parents who aren't participating in the project. Finding access to those parents . . . is critical for the long-term success of it [the program]. On the surface we seem to be doing a lot of things. But, what are the results? What are the outcomes? Those who are not actively involved, for whatever reason, must be left looking through the window from outside. They have to feel they are a very important part of this whole project. [P5]

There hasn't been a lot of publicity about what we are doing. We have an in-house newsletter that is on-line and been published twice. I'm not sure it cleared up a lot of confusions to what it [the restructuring project] is all about, why it is here, and why we have this grant. [P12]

Further complicating the communications problem is the dearth of tangible results available for use as examples or indicators of successful progress. The assessment of results have been complicated by the length of time required for the change process; numerous goals still in process; and the lack of progress markers within the reform plan upon which judgments might be based.

The least successful aspect of [the project] is time constraints and the frustrations that those have caused. Really great expectations had to be pared way down because of time. Its hard to get tangible by-products and also have time for hashing things out and coming to a compromise
[P2]

The need for communication to staff of other schools is consistently highlighted by people in the setting as a necessary and high priority activity. Each school in Northtown nurtures and heralds its own reputation and identity. There is an atmosphere of competition between the schools seeking recognition for their uniqueness and the quality of their achievements. Award of Carnegie Grant status to Adams being one such recognition.

With all four elementary schools seeking status, willingness to share ideas, cooperate in programs, or support the change efforts of other schools is reported to be limited. Thus, while acknowledging that people in other

schools have been given little information and may be simply wondering what is happening, teachers, parents, and principal perceive attitudes held by people in other schools as ranging from uncaring or unsympathetic to jealousy, wariness, and fear.

The only bad or negative [image] is from the other schools in town. For instance, last year . . . we had a day when the kids stayed home while we had a celebration. That just didn't sit well. [T1]

I think the community is watching. There has always been competition between the schools; not necessarily from the schools themselves but from parents. [T13]

I was asked by a lot of people in other schools: what is this? People really didn't understand and it was difficult to explain. People wanted to have something really tangible. I think there was probably some real envy about Adams doing some of these things. Just in conversations with teachers, I don't think there's a lot of empathy out there in the other schools [P3]

In a school district that values sameness and equal treatment among schools, this attitude might well have a negative impact on continued administrative support and permission. Indeed, in citing a potential morale problem with staff in other schools as reason for denying a waiver requested by the Adams' staff, the superintendent confirmed the reality of this fear.

Underlying all the permission-seeking efforts is an assumption that given additional time and more effective communication, the merit of the restructuring plan will be recognized and permission for being different will be

granted. At present, one is left only to speculate about the possibility or feasibility of such an outcome.

One of the goals that was presented was the structure of the day here. Can we, in fact, move away from the traditional schedule . . . [to allow] greater implementation of the Carnegie goals? We're not talking about scrapping but modifying! This is going to be key over the course of the next few years: Is there a commitment and is there trust to allow a school to . . . define it's own direction? Are the parameters flexible enough? That will be the challenge for the superintendent and school committee. [P5]

Permission to engage in substantive decision-making, to act on those decisions, and to effect real change is essential to sustaining commitment and enthusiasm for restructuring efforts in this setting. The questions raised by this parent remain unanswered; leaving people in the setting to only wonder about the efficacy of their work. Defining the parameters of permission for people in this school setting to be different is, perhaps, the greatest challenge now faced by the existing power structure -- particularly the superintendent and school board.

Discussion

By all accounts, Adams was an effective school prior to its restructuring. The reports of people in the setting depict a strong relationship between teachers and principal based on mutual respect and trust. Described as a person who holds himself and teachers to very high performance

expectations, the principal is credited with building a quality team of high performance teachers who "fit" the setting.

This team-building process occurred over an extended period spanning the six years since the principal arrived at Adams. Staff members who were not comfortable working to the principal's high expectations sought alternative assignments in other schools in the system. Many of the more recently employed teachers in the Northtown system are filling vacancies at the Adams School. Both teachers and principal believe that this process has been significant in building the existing high performance team of staff members.

Teachers express a sense of pride in belonging to the Adams team. They believe acceptance by the principal confers upon one recognition as a superior professional, a valued and trusted member of the teaching team. In the teachers' view, this rigorous standard for membership allows the principal enough trust in his staff members to loose control and share power with them.

In turn, teachers imbue the principal with power and authority. While his official title and position of authority is respected, it is not the primary source of his power. Rather, it derives from their acknowledgement of his professional ability, knowledge, and skill as an educational leader. Openly admired for his demonstrated

professional growth within the context of the restructuring project, he serves as a model for the school staff; chief learner in the "community of learners."

A student-centered focus existed at Adams School prior to restructuring. The degree of student engagement in their own learning was a primary concern of teachers. They sought to develop an attitude of love and joy for learning among students. To this end, teachers had begun to meet during their own lunch periods to discuss strategies for improving instructional quality and programming at the school. Limited collaboration among teachers for the design of thematic units as well as some cooperative teaching were among the initiatives before restructuring.

Parents report that they have always been an active part of the school. They note, however, that prior to restructuring their role was largely relegated to traditional support and fund-raising activities. Within the restructuring project, however, their role has been significantly enhanced. In addition to being integrally involved in planning and delivery of instructional services to children, they now have a voice on the school's governance team. Teachers and parents agree that their relationships -- personal as well as professional -- have been significantly enhanced.

There is, however, some concern expressed for the group of parents not directly involved in the restructuring

activities. People interviewed assess that more needs to be done to include these parents. Responses of less involved parents to survey questionnaires support this concern. Some express feelings of being left out of the process and not kept adequately informed. While unable to be more directly involved due to other commitments or responsibilities, more than one parent expressed a desire to receive more information and to feel more included.

Student attitudes prior to restructuring are difficult to assess. However, students participating in this study describe their teachers as nice and perceive the relationship between teachers and parents as friendly. They report "more fun activities" as a result of the Carnegie program. Students especially like the class meetings and student council activities and express the belief that they now "have more say." Parents are effusive in their praise for the teacher-student relationship which they describe as having been "always close."

Student achievement as measured by state-sponsored tests of basic skills reflects above average achievement. Both parents and teachers acknowledge that restructuring was not pursued because the setting was failing to educate students in the basic subject areas. Rather, it was motivated by a desire to improve the quality of the learning experience and to promote a love and joy for learning among students.

Overall, this is a school that would have seemed guaranteed for success. According to people in the setting, much of what was prescribed in the restructuring plan had already been initiated, albeit, in smaller and less formal ways. Thus, the proposed restructuring plan fit the existing school culture with relative ease. There was a general readiness among the people in this school for introduction of this change.

Given this school's already high level instructional success, the motivation of people to engage in a school restructuring effort was unclear. It would appear that in addition to the grant serving as a vehicle for on-going change at the school, people in the setting felt the need for both a label and the legitimacy -- permission -- that would be attached to state-sponsored grant award. Thus, receipt of the Carnegie Schools Grant was a means for securing official permission from local authorities, i.e., the superintendent and the school board.

The staff appears to have been disappointed in this quest. The Northtown school district operates within a traditional top-down governance structure. A school board consisting of individuals elected as representatives of the community exercises authority to oversee the operation of the Town's schools. Chief among its responsibilities is the hiring -- and firing -- of the superintendent. In turn, the superintendent and his central office

administrative team are accountable to the school board for carrying out its policies and overseeing the administrative operation of all the public schools within the town.

Establishing and maintaining equity and quality of educational programs across all school sites is a primary function of the superintendent. Typical top-down quality controls are in place for all schools including district-wide curriculum committees. These controls are designed to ensure that the established curriculum is followed within every school in the district. From the perspective of the superintendent and his assistant, failure to maintain uniformity of instructional content and quality of programming among all Northtown public schools might well place their jobs in jeopardy [A3:FN1].

Beyond issues of accountability, the superintendent personally espouses a systemic view of the Northtown school district. Each public school operates in relation to all other public schools within the system. Administrative policies and rules must apply equally to all if staff morale is to be maintained. The identity of one school must be balanced with that of all the other schools. The superintendent maintains that while each school may demonstrate certain levels of uniqueness related to their particular interests or program emphases, all schools are essentially the same. Thus, the Adam's restructuring project is understood as that school's expressed uniqueness

not unlike that observable in other schools within the Northtown school district.

The superintendent's view is strengthened by the prevailing district culture. As revealed to them through comments from staff members in other schools, people at the Adams school express the belief that little sympathy exists for their work among colleagues in other schools. From the perspective of people in other schools, they work as tirelessly as the Adams staff on special projects and activities within their respective schools. Thus, the idea of a special waiver exempting only the Adams' staff from district-wide curriculum responsibilities received little support or sympathy.

Although the official grant procedure required the signatures of school committee chair and superintendent as a sign of their approval and support of the restructuring proposal, actual permission to be different was very much limited by the existing norms of the community, the central administration, and other schools within the system. The existing culture of Northtown was happy to embrace school restructuring as a fashionable trend in education "as long as no one rocks too many boats." [T11]

Therefore, despite what might at first appear as significant advantages for successful restructuring, the school remains, nonetheless, transfixed by external forces with which people in the setting were ill-prepared to cope.

Without a major effort to enhance communication and system renorming, the Adams School restructuring project will, at best, be relegated to "only tinkering" status.

I believe it worthy of note that this school's restructuring plan followed the typical three year model common to most school based change efforts. This is a normative model in which year one is designated for planning, year two for initial implementation, and year three for evaluation and adjustment. School planners routinely use this model for all types of curricular and program changes.

While this three year model is a totally rational approach to routine changes to school programs, restructuring is clearly not a routine change. Rather, it is complex and involves the total reshaping or renorming of the human -- nonrational -- elements of the school organization. Thus, employment of this common change model appears ill-conceived.

Nonetheless, this is precisely the model adopted by both the state-level planners of the Carnegie Schools Grant Program and the site-based planners and change agents. The experiences of people within this school site would suggest that much more time is necessary at the readiness stage for preparation of the community and school district cultures for acceptance of the planned innovations associated with restructuring.

In general, the Adams model for restructuring reflects much of what is found in the existing literature of organizational change and components of school restructuring. As such, this case study serves as additional supporting evidence for the work of these researchers. As a practitioner, I found interesting the opportunity to observe theory-in-action within an operating school.

The eight steps of organizational change as outlined by Loucks-Horsley and Hergert (1985) and Basom and Crandall (1989) are observable within the Adams school model. A relatively small group of motivated staff members evolved into a planning team that assumed leadership for the design of the restructuring plan. Members of this team report it was their intent to obtain the input of "everybody" to ensure a plan reflective of the perspectives of all stakeholders. Personal and professional development were among the major goals of the planned training sequence.

Deficient in the Adams' model is an inclusive definition of stakeholders. As described by Basom and Crandall (1989), staff members from other schools, members of the school board, and other interested members of the community at large should be considered stakeholders. While formal approvals were obtained as part of the official grant application procedures, substantive approval -- school site autonomy -- was never acknowledged. Real power remains

securely fixed at the top of the organization with only token latitudes accorded the school site.

The assessment of progress as described in the change literature has been impeded within this model by a lack of identified, in-process, milestones within its restructuring plan. Inadequate prioritizing of goals led to an overly ambitious first year implementation plan. Time necessary for establishing and operationalizing grade level and special subject area teams was grossly underestimated. People in the setting expressed feelings of disappointment and frustration when numerous identified goals were not achieved. Lacking intermediary progress markers, people were left only to wonder about their relative success and the value of their efforts.

People in the setting, themselves, identify the area of assessment as problematic. Time to conduct such evaluation was cited as a problem by both teachers and principal. Indeed, a number of the subjects expressed to me their satisfaction with the activities of this research, as these provided a mechanism for reflective assessment of the restructuring project's progress.

Maintenance and institutionalization of the restructuring innovations has begun in the Adams School. More than one inhabitant verbalized a desire to drop the Carnegie label as the new structures were now simply a part of the Adams identity.

Chief among obstacles to change, identified by people in the Adams School setting, is an unnamed group of staff members referred to as the "doubters." These are a minority of individuals -- three to five in number -- who did not share the belief that restructuring would empower teachers or bring about substantive change. The doubters' voice suggests that nothing is really going to change and that all of the visions of people are in reality little more than wishful thinking. Thus, the investment of time and energy into restructuring is wasted. From the doubters' perspective, it is unrealistic that they -- existing authorities -- will let us be different from other schools. Given the continuing exercise of control by the existing district-level power structure and the influence of existing school district culture, the doubters' voice may indeed represent a rational rather than resistive response to change.

Since restructuring components identified within the literature are obvious by their absence from the Adams' plan, it is apparent that the available research was not fully considered by the practitioners within this setting. As examples, David and Peterson (1984) had identified the need for improvement plans to be "realistic and doable"; Loucks-Horsley and Hergert (1985) had identified a clear list of essential components of school improvement including the admonition to include all stakeholders. Were

planners in this school to have accessed and taken seriously these two admonitions, which were readily available within existing research, the people in the Adams school might well have been spared much of the frustration and disappointment they experienced.

This situation highlights the disparity between what has been learned through systematic research over time and the actual awareness and application of this knowledge by educational practitioners. There continues to be a clear need to find better avenues for dissemination of research information and for enhancing the role of research as a basic skill of educational practitioners.

Given the experiences of people in this school setting, I must question the usefulness of the Massachusetts Carnegie Schools Grant Program as a method of encouraging the development of useful models of school restructuring. The grant application and selection procedure required evidence of existing support from staff, parents, principal, local teachers union, superintendent, and school board. It required the existence of a shared statement of mission and goals and a detailed plan for achieving these identified goals. Site visits were made by State Department of Education evaluation teams to assess the relative readiness of the finalist school sites. Thus, only schools providing the best evidence of probable success received grant funding.

This carefully designed and controlled selection process ensured that only good -- essentially effective -- schools became restructuring models. Since restructuring is being promoted as a necessary strategy for improving less effective schools, it is difficult to see how the Massachusetts Carnegie Schools Grant Program promotes insight into this potential.

Overall, the Adams experience is the story of a good school that got better as a result of its attempt at school-based restructuring. Role relationships were enhanced -- especially that between parent and teacher. Teachers now feel more a part of decision-making within the school. As members of grade level teams, teachers are less isolated; working more collaboratively with other professional colleagues. Students are more directly involved in school governance through class meeting and student council forums. They express satisfaction with the enhanced presence of parents in the school and the friendship between their parents and teachers.

On another level, however, the success of Adams School as a restructuring model is questionable. No doubt, this is a good school that has improved as a result. However, there is strong evidence to suggest this might well have been the case without restructuring.

In spite of all its apparent advantages, it is interesting to observe that the school site continues to

function under many vague and ill-defined parameters of district culture and traditional governance structures. The doubters' words, thus, reverberate in the minds of even the most ardent supporters of the restructuring project. Given the enormous investment of time and energy in a change process now yielding less than expected results, I can only speculate as to how long the people in this setting will be willing or able to sustain interest and commitment to a project that is essentially only tinkering with change.

I believe there is something important to be learned from this case study. This is a school that began restructuring with lots of seeming advantages and a strong likelihood for success that, nonetheless, is left wondering whether it will ever be successful in its restructuring effort. The problem appears grounded in a failure to transfer real power from the existing district level governance structure to the school site. The school board and superintendent are willing to go along with the idea of site-based management so long as the degree of autonomy is not too radical.

As a public school practitioner, I find the terms restructuring and site-based management are used liberally by professionals and lay persons alike. It has become a part of the current jargon of schools. But, while the terms are frequently invoked to describe a wide array of

varied instructional and governance innovations, the term continues to lack clarity of definition or understanding. The real experiences of people like those in the Adams School, however, demonstrate how readily the jargon of reform is adopted by a community or school district while remaining loath to embrace its concepts.

Implications

Importance of Cultural Readiness

This is a school that was culturally ready for restructuring. The readiness process was initiated long before restructuring was a consideration. The principal was key in the preparation process, creating a school environment that promoted -- indeed demanded -- high performance. High expectations were mixed with demonstrated expertise and a commitment to nurturance of human potential; beneficial to individual and program alike.

School culture has been identified by researchers as a major force in determining which innovations will succeed and which will fail in a school setting (Fullan, 1982; Patterson, Purkey, and Parker, 1986; Rossman, Corbett, and Firestone, 1988; Prince, 1989;). Normative values and beliefs of people are slow to change. For Adams School, six years of culture building was involved in developing the school's readiness to engage in the substantive restructuring of its governance structure.

The necessity of developing -- over time -- the readiness of a school's culture as part of its restructuring process is implied for planners and change agents. In the case of Adams School, cultural readiness had already been developed prior to planning for restructuring. However, planners and change agents in other "less ready" school settings will likely need to focus much more time and energy on developing cultural readiness for restructuring.

Necessity of Substantive Power Shift

Site-based management suggests a substantive shift of organizational power and control from the top of the school organization to the local school site. The Adams model is a demonstration of what happens when only a token amount of power is reassigned to the school site. People are left wondering about the limits of their decision-making authority and after all their investment of time and energy, whether anything of substance will result. The doubters' perspectives are an outward verbalization of lingering questions harbored by many others who, nonetheless, continue to engage the restructuring process in the hope that their work will make a difference and, ultimately, will win community and administrative support.

A substantive shift of organizational power also presents the superintendent and principal with the dilemma of letting go while still maintaining a cohesive school

system and instructional program. Strategies must be investigated that will allow this seeming dichotomy. Clues to how this may be accomplished are provided by researchers who conceptualize effective organizational structures as structurally loose but culturally tight (Sergiovanni, 1989).

Implied in this issue is the requirement that planners and change agents of school restructuring develop a tight core of values and standards to which all district schools must adhere. With this superstructure in place, individual schools may then be allowed wide authority and control over instructional decisions that directly affect their respective students. This process would seem a must during the pre-implementation stage of restructuring.

Importance of Including All Stakeholders

The definition of stakeholders must include everyone with an influence on the school site. The Adams model reflects diligent efforts for including all site-based stakeholders: teachers, parents, students, and principal. In retrospect, many people within the school site now acknowledge a need for increased and better quality communication with the greater group of parents not directly involved in the restructuring activities, especially members of the school board and the community at large. Indeed, much of the continued wondering and uncertainty

felt by people in this school setting appears to be linked with the perceptions and attitudes of stakeholders external to the school.

An implication of this experience is the need for planners and change agents to give careful attention to the development of school district and community readiness for allowing and supporting school site autonomy. Restructuring plans should include detailed strategies for engaging the external stakeholders in the dialogue of school reform as well as strategies for on-going communication of reform progress. The perceptions and issues presented by these external groups must be incorporated within the on-going refinement and adjustment of the change process.

Importance of Prioritizing Goals

Planners and change agents of restructuring must be realistic in their planning. Prioritizing goals is a must to ensure that restructuring plans are realistically achievable within identified time frames.

The Adams model reveals what can happen when those involved in planning fail to prioritize and limit the goals for first year implementation. Given the significant number of diverse and, doubtless, very worthy reform goals identified by people in the setting, developing consensus about the most important proved challenging.

Individuals and interest groups argued the relative importance of particular identified goals for inclusion in the implementation plan. A case in point centered around the issue of basic skills. The relative merit of including a strong emphasis on the development of basic skills -- reading, math, social studies, science, and language arts -- was strongly advocated. Some argued the Adams School must continue to make student achievement of basic skills a central priority in its restructuring plan. Others argued that since the school already does a good job with basic skills, this goal can be assigned a lower priority as part of a restructuring plan. Strong positions were taken over this issue on both sides.

To appease vocal supporters and avoid opposition to the overall plan, major goal emphases for the development of student competencies in basic skills -- and numerous other similarly worthy goals -- found inclusion as first-level priorities of the school's restructuring plan. Thus, while first year implementation goals may have been representative of diverse points of view, they were not realistic for the given time frame.

The result was frustration and disappointment over the amount of time required for achievement of a relatively small number of the plan's identified goals. Maintenance of enthusiasm, support, and motivation among people engaged in the change process was, thus, made more difficult.

Need to Identify Progress Markers

Implementation plans should clearly identify intermediate level process objectives that may be interpreted as evidence of progress toward completion of an identified goal or set of goals. In the absence of major goal achievements, people in the Adams School setting expressed uncertainty about the relative impact of their work and progress of their plan.

As pioneers in a new process, people also expressed uncertainty about the normalcy of their experiences. People craved assurances, for example, that their struggles to get teams organized, team decisions made, and activities initiated were a normal part of the change process. Given the enormous investment of time and energy, they sought regular reassurance that their continued support and commitment to the restructuring effort was warranted. This reassurance was made more difficult given the absence of progress markers -- milestones -- within the restructuring plan.

Training Experience Can Enhance Relationships

The training experience within the preparation phase of this school's restructuring project was ostensibly designed for developing group process and decision-making skills. More significant than skills development, however, was the development of inter-personal relationships among

the inhabitants of this setting. Subjects reported that the training experience afforded an opportunity to see other people from a new perspective -- as individuals rather than holders of roles. Parents and teachers found the shared experience of the training most significant for the subsequent development of personal, as well as role related, relationships of mutual empathy, trust and friendship.

While inclusion of training is generally acknowledged as an important part of any major change effort, the by-product of the training experience in this setting may be noteworthy. While the technical skills of decision-making and group process may continue as a primary focus, planners should not overlook the potential of the training experience for promoting enhanced relationships between people.

State-sponsored Restructuring Grants of Questionable Value

The Massachusetts Carnegie Schools Grant Program is a state-level legislative initiative to promote school reform. A major objective of this initiative is to create a set of model schools that will demonstrate the potential for enhancing school effectiveness through restructuring and suggest possible lessons for reform planners in other school sites.

As with most grant award programs, a competitive process was designed to select school sites demonstrating

the most promise of success. To the extent that selection of Adams School as a grant recipient may be taken as representative of this state-sponsored grants program, it appears that essentially intact and successful schools have been identified as restructuring models. Since the urgent calls for school reform in America are focused on needed improvements to less effective or non-effective schools, the potential of this state-sponsored grant program for illuminating models of restructuring for the less effective school setting is severely limited.

Perhaps state legislatures, governors' offices, and state education departments could use some restructuring. I find ironic the apparent lack of risk-taking on the part of those who develop a grants program sponsoring major change and risk-taking by grant recipients within local districts and school sites. While, perhaps, much less assured of success, a grant program encouraging the restructuring of less effective schools would certainly prove more instructive.

Recommendations

This case report focuses on only one of seven original public school sites participating in the Massachusetts Carnegie Schools Grant Program. The design of this study is an adaptation of Yin's (1984) Multi-Case Design so that additional cases might be added in the future. Examination

of additional cases within this state-sponsored grant program would provide a more complete review of its results, add perspective to the discussion and implications emergent from this case study, and provide additional data and insights to the school restructuring discussion.

The following areas are recommended for further study or investigation:

- . the relationship between school culture and structure;
- . the relationship between school culture and system culture;
- . the process for renorming school and district cultures;
- . reconciling the needs for school autonomy and district unity;
- . the role of doubters within the culture of a school;
- . restructuring as a reform process in less effective schools; and
- . strategies for adequately addressing issues of time and compensation as part of the restructuring process.

Considerations

After a decade of reform talk, our schools appear little changed. While the evidence continues to surge in "waves" of studies and reports, we continue to direct little more than rhetoric at our failing schools.

As a state-level initiative to promote school restructuring, the Massachusetts Carnegie Schools Grant Program appears anemic for lack of legislative and financial support. Grant recipient schools were left to their own devices to negotiate for permission from existing power holders -- school board, unions, superintendent -- with little legislative mandate to support such efforts. The limited amounts of money attached to each grant award -- \$50,000 promised and only \$30,000 actually paid in the first year -- has dwindled each year with no funding allocated in the current 1991-1992 fiscal year due to state budget reductions.

Given only token legislative and financial support, it is difficult for school-based professionals -- like myself -- to take seriously the continuing rhetoric of school reform. The doubter's voice rang with truth in this setting -- nothing is really going to change. Thus, this model of restructuring has been reduced to whatever can be accommodated within the school site without "rocking too many boats" [T11].

Continued failure to confront the transfer of power and financial support issues threatens to relegate the current school reform movement to the status of yet another passing fad in the on-going stream of business-as-usual in the classrooms of America. To the extent that this one selected school site is representative of the current

status of school restructuring, the predictable failure of educational reform (Sarason, 1990) may be at hand. Whether we can change before it is too late remains an open question.

APPENDICES

APPENDIX A
SUPPLEMENTAL DOCUMENTATION

Pilot Study

All instruments designed for use in this study were pilot tested within Phase I of the case study design. Approximately 10% of the sample was included in the pilot study. Each adult questionnaire designed for use with the pilot sample included a special invitation for comment at the end of the instrument.

Similar invitations were made verbally to participants in the pilot sample of interviews. Some comments and suggestions were offered and subsequent adjustments were made to the instruments utilized in Phase II of the case study design.

Overall, feedback from subjects indicated a sense that the interview and survey questionnaire instruments was comprehensive and complete. They expressed the general opinion that nothing was obvious by its absence. All major topics and issues appeared to be included.

Refinements were made to several questions, however, to clarify meaning of vocabulary or information sought. More specifically, my use of the word "assumptions" was a difficult concept to grasp. Thus, the question was redesigned and additional explanatory wording added to Phase II instruments.

One major flaw surfaced in my original design. I had planned to use written surveys for students. Reasoning that younger children would have significant difficulty with any written instrument, I had limited participation in the original design to only those students in grades three, four, and five.

In the very early stages of the pilot study, it was obvious that the written instruments I had designed for independent use by students would not work as designed. They were too lengthy and complex to be easily completed by students. I sensed that adults would inevitably become involved in assisting students in the completion of their questionnaires. I suspected that adult input -- no matter how innocent of intent -- would severely compromise the instrument's validity and usefulness for the purposes of this study.

My solution to this problem was to utilize the questionnaire as an interview guide to facilitate the conduct of small group student interviews. With parental permission, students spent approximately 20-30 minutes responding to questions which were audio-taped and later transcribed.

The alternative arrangement proved effective and enjoyable. In addition to being able to ensure direct student input, I was able to make certain that the students understood clearly the information being sought.

Immeasurably more valuable to me, however, was the ability observe the non-verbal side of the answers -- the facial expressions and other body language that add meaning to the responses. What I initially thought a design flaw became an opportunity for design enhancement.

Archival Data Profile

Massachusetts Carnegie School

Archival Data Profile

School Name: ADAMS SCHOOL

School District: NORTHTOWN, MASSACHUSETTS

Town Population:
22,590

Total Municipal Budget (FY '89): \$29,219,796

Average Family Income (1980 Census) \$ 29,835

Total Municipal Spending (State Rank) 99 of 348

Ratio Town Property Value to State Median 1.63 : 1.0

% of municipal budget devoted to schools: 52.04 %

Massachusetts Kind of Community (K.O.C.): Economically
Developed Suburb

School Department	District	School
Grade Organization (e.g. K-6/7-8/9-12):	K-12	K-5
Total Enrollment:	3716	510
Expenditure per pupil (1989-1990):	\$ 4,092	\$ 3,806
Total School Budget (FY '89):	\$ 15,205,872	\$ 1,941,060
Average Daily Attendance (percentage):	94.7%	95.6%
Average years of experience among teachers:	12.8 Yrs.	
Beginning Teacher's salary:	\$ 24,406	
Maximum Teacher's salary (highest level on scale):	\$ 42,321	
Average teacher's salary:	\$ 29,310	

Archival Data Profile -- Continued.

Four-year dropout rate (percentage of
1984-85 freshmen who did not graduate
four years later):

State: 9.2% District: 5.2%

% of students passing state competency
tests: Massachusetts Test
Of Basic Skills

Reading _____ % _____ %

Math _____ % _____ %

% of students who took SATs in 1988: _____ %

Average combined SAT score 1988: _____

% of students going on to four year
colleges (1989): 77 %

Teacher-student ratio in system: 14 : 1

Teacher-student ratio in target school: 13.42: 1

Sources of Data: School district administrative
offices plus published reports of the Massachusetts Board
of Education; Massachusetts Department of Education;
Massachusetts Bay Cooperative Data Study (1990); and the
Massachusetts Municipal Profiles (1988-1989) published by
Information Publications, Palo Alto, California.

TABLE 11

Data Collection Activities at Adams Elementary School

Activity	Adams School
Site visit days	13
Months	3
Interviews	
Teachers	15
Parents	11
Students	79
Administrators	4
District Office	2
Survey Questionnaires	
Teachers	10
Parents	85
Sample Size (Number Involved/Number Possible)	
Teachers	25/38
Parents (families)	96/374
Students (grs. 3,4,&5)	79/256
Principal	1/1
Central Office	2/3
Principals of other district elementary schools	3/3
Observations	
Total hours on site	54
Classrooms	12
Library/Media Center	1
Teachers Lounge	1
Public Areas (Cafetorium, hallways, school office, etc.)	6
Informal conversations	24
Meetings	
Grade level teams	2
Central Advisory Team	2
Whole faculty	1

APPENDIX B

RESEARCH INSTRUMENTS

Adult Interview Guide

A Study of the Massachusetts Carnegie Schools Grant Program

Interview Guide Instrument

Directions:

The guided interview is conducted in an informal and open-ended manner. While every main question is to be read, it is not necessary to read every secondary level question since these are intended to assist the interviewer in judging the completeness of the respondent's answer. In addition to the printed questions, the investigator may ask informants for opinions as well as his/her own insights about events in the setting.

Careful verbatim notes must be kept of each interview session. Each interview session should also be audio-taped with the prior permission of the informant. Each interview session should be limited to 40-60 minutes so as to fit well with work schedule of people in the school setting. This suggested time frame is flexible and may be adjusted to the needs of the individual being interviewed.

In the event that some questions are not answered within a given interview session, the next session should begin with questions previously left unanswered.

Interviewer:

Thank you for agreeing to be interviewed. I will be asking some prepared questions about this school's Carnegie School Grant Project. Your participation in this study will make it possible for people in other public school settings to learn from your experience of school restructuring. I'm looking for your insights and opinions based on your own experience.

While I may include some direct quotes, you will not be identified. No real names will appear in the final research report to insure anonymity.

I'll try not to take too much of your valuable time. How much time do we have? I'll monitor our time.

- d. If so, how are they reflected in the Carnegie School restructuring project?
 - e. Has any provision been made for on-going reexamination of assumptions? Describe.
4. What is happening as a result of the Carnegie School Project?
- a. Have changes occurred in the way people interact?
Briefly describe any changes:
 - 1. Teacher -- Principal
 - 2. Teacher -- Teacher
 - 3. Teacher -- Student
 - 4. Staff ---- Parent
 - b. How would you characterize your role function with that of other people in the school as a result of the Carnegie School Grant Project?
 - 1. Less isolated
 - 2. More isolated
 - 3. No Change

Please elaborate.
5. What would you say is the primary goal(s) of the restructuring efforts of this school?
- a. Does the school have a written statement of mission? If yes, how was it developed?
 - b. Is there general agreement among administrators, teachers, students and parents about its content?
6. How does the restructured school accommodate the diverse levels of skills and abilities which individuals bring to the school setting? What structures are in place for maximizing the strengths as well as supporting the needs of:
- a. principal?
 - b. teachers?
 - c. students?
 - d. parents?

7. How (if at all) has the community image of the school been effected by its designation as a Carnegie School?
 - a. How are the expectations (demands) of the community identified and assessed by the school?
 - b. How are these identified expectations incorporated into the school's structure?
 - c. How does the school communicate to the community its responsiveness to these expectations?
8. Are there any technological investments being made in the school that are either directly or indirectly a result of the Carnegie project?
 - a. Has the Carnegie project enhanced the willingness of people to make these investments?
 - b. If it has, how significant do you believe this enhancement of willing attitude to be?
9. How does this Carnegie school support the personal and professional growth of adults?
 - a. How are the growth needs of adults identified?
 - b. What structures have been specifically designed to address these needs?
 - c. How are these structures monitored and reassessed for necessary adjustments over time?
10. How open to change are the people in this school?
 - a. Has the Carnegie restructuring project changed the degree of openness in any way? If so, how?
 - b. How does change occur in this school?
 - c. Would you say that risk-taking and experimentation is encouraged or discouraged in this school? How? By whom?
11. Does the restructuring project provide opportunities for you to be creative in your role? If so, describe how.

- a. How does the school support and/or celebrate the unique talents and contributions of individuals (teachers, students, parents, administrators, and others)?
 - b. In what ways is the creative input of people utilized in organizational problem solving?
12. What is your assessment of the Carnegie School Project?
- a. What are the most successful aspects of the restructuring?
 - b. What are the least successful aspects of the restructuring project?

Please use this space for any additional comments about the Carnegie School Grant Program at your Child's school, the elaboration of an answer, or inclusion of other important information not sought by this questionnaire.

Note: Comments about the form and/or content of this questionnaire would be appreciated. If any items were unclearly worded, difficult to understand, or you thought of other questions not asked, please elaborate.

Thanks for your help!

Teacher Survey Questionnaire

(Adjusted by Pilot Study)

6/5/90

Survey No. _____

A Study of the
Massachusetts Carnegie School Grant Program

Survey Questionnaire -- Teacher

Directions: This survey is designed to supplement the data gathered from other members of your school community by direct interview. It should take no more than 10-15 minutes to complete. Your responses to this survey questionnaire will insure that your insights are included in the final report of findings for this study of the Carnegie School Grant Project at your school. Since no names will be used in the final report, you should feel free to answer with candor. Please return completed questionnaires to the collection box located in the school office by June 11, 1990.

1. Do you know why your school has been named a Carnegie School by the Massachusetts Department of Education?
(Check One)

Yes _____ No _____ Not Sure _____

If yes, please list what you believe to be the major reasons (please feel free to use the back of this sheet if additional space is required).

2. Were you involved in the planning process?
(Check One)

Yes _____ No _____

If yes, briefly identify role(s) (ex. member of planning team, participant in discussion group, etc.)

3. How important was the participation and input of everyone (administrator(s), teachers, students, parents, community representatives) to the planning and design of the Carnegie School project at your school?

(check one)

Very Important _____

Important _____

Somewhat Important _____

Unimportant _____

Comment (Optional):

4. Within the planning process, was any effort made to identify and evaluate the "assumptions" -- the shared beliefs about how and why things are done in this school -- that govern both the organizational structure and role relationships within your school?
(Check One)

Yes _____

No _____

Not Sure _____

5. As a teacher, how has your role changed as a result of the Carnegie School project?
(Mark X under the selected response for each)

E = Enhanced D = Diminished N/C = No Change

	E	D	N/C
participation in decision-making	_____	_____	_____
opportunities for professional growth	_____	_____	_____
opportunities for leadership	_____	_____	_____
opportunities to share expertise	_____	_____	_____
opportunities for collegial sharing	_____	_____	_____
general respect for the teaching role	_____	_____	_____
quality of relationship to parents	_____	_____	_____
quality of relationship to students	_____	_____	_____
quality of relationship to principal	_____	_____	_____
quality of relationship to colleagues	_____	_____	_____
sense of pride and value in my work	_____	_____	_____
Other _____	_____	_____	_____

6. Does your school have a written mission or goal statement?

Yes No

(Circle responses)

If yes:

Is it widely distributed? Yes No

Is there consensus within the school about its content? (Circle Response)

Great Deal	Fairly Much	Some Degree	Comparatively Little	Not At All
------------	-------------	-------------	----------------------	------------

Is there consistency between stated mission and decisions made? (Circle Response)

Always	Often	Occasionally	Rarely	Never
--------	-------	--------------	--------	-------

7. How responsive is the Carnegie School restructuring plan to the diversity of individual inputs (strengths, weaknesses, skills, levels of ability, demands, etc.)? (Check One Response for each)

Very Much	somewhat	Little	Not At All
-----------	----------	--------	------------

- a. Teachers
- b. Students
- c. Parents
- d. Administrator(s)

Briefly explain.

8. How would you rate your school's responsiveness to the expectations/demands of the local community?
(Mark X to indicate your rating in each column)

	Before Carnegie	After Carnegie
Excellent	_____	_____
Very Good	_____	_____
Good	_____	_____
Fair	_____	_____
Poor	_____	_____

9. Are any additional technological investments being made at your school as a result of the Carnegie School project?

(Circle one)

Yes No

Briefly describe or explain:

10. Does your school/district encourage professional growth? (Circle responses)

Yes No

- a. Do teachers have input to the selection of in-service opportunities?

Yes No

- b. Do opportunities for personal and professional growth meet your needs?

Yes No

Please describe or explain.

11. Relative to the Carnegie School project, to what degree are the people in your school open to change?

(Mark X on each continuum below)

Before the Carnegie Project

Always Open	Often Open	Occasionally Open	Often Closed	Always Closed
----------------	---------------	----------------------	-----------------	------------------

Now within the context of the Carnegie Project:

Always Open	Often Open	Occasionally Open	Often Closed	Always Closed
----------------	---------------	----------------------	-----------------	------------------

12. To what extent are the people in the school (teachers and students) encouraged to experiment and take instructional risks?

(Mark X on each continuum below)

A. Teachers

(Before the Carnegie Project)

Always	Often	Occasionally	Seldom	Never
--------	-------	--------------	--------	-------

(Now -- within context of -- Carnegie Project)

Always	Often	Occasionally	Seldom	Never
--------	-------	--------------	--------	-------

B. Students

(Before the Carnegie Project)

Always	Often	Occasionally	Seldom	Never
--------	-------	--------------	--------	-------

(Now -- within context of -- Carnegie Project)

Always	Often	Occasionally	Seldom	Never
--------	-------	--------------	--------	-------

13. To what degree does your school nurture the creative talents and contributions of people?

(Individual or Group)

(Check One)

- a. Creativity not acknowledged -- discouraged _____
- b. Creativity somewhat acknowledged -- allowed _____
- c. Creativity acknowledged -- nurtured _____

14. The most successful aspects of the program are:

15. The least successful aspects of the program are:

16. About you: The following information will remain anonymous. Data will be reported out numerically as part of a whole school profile.

Place an X on the spot that best describes where you are on the following scale * :

Entering the Adult World (Ages 20-29)	_____
Age 30 Transition	_____
Settling Down (31-39)	_____
Mid-life Transition (40)	_____
Entering Middle Adulthood (40-49)	_____
Age 50 Transition	_____
Culmination of Middle Adulthood (51-59)	_____
Late Adult Transition (60)	_____
Late Adulthood (61+)	_____

Years in education profession: _____yrs.

* Categories taken from Levinson's Theory of Adult Development

Please use the space below for any additional comments about the Carnegie School Grant Program or about this survey. Please check the line below if you would like to receive a copy of the survey results for your school. Thank you for your help!

I would like a copy of the survey results from my school _____

Parent Survey Questionnaire

Survey No. _____

A Study of the
Massachusetts Carnegie School Grant Program

Survey Questionnaire -- Parent

Directions:

This survey is designed to supplement information gathered from other parents within your school community by direct interview. It should take no more than 15-20 minutes to complete. Responses should reflect your view as a parent. You should feel free to skip over any questions for which you have no information. Your responses are important to a complete and accurate description of the Carnegie School Grant Project at your child's school. Since no names will be used in the final report, you should feel free to answer with candor. Completed questionnaires should be returned to the school office by May 26, 1990.

Thank you in advance for your help!

1. Do you know why your child's school has been named a Carnegie School by the Commonwealth of Massachusetts Department of Education?
(Check One)

Yes _____ No _____ Not sure _____

If yes, please list what you believe to be the major reasons (please feel free to write on the last page of this questionnaire if additional space is required).

2. Where you involved/consulted during the planning process? (Check One)

Yes _____ No _____

If yes, briefly describe role(s) (ex. member of planning team, participant in discussion group, etc.)

3. How important was the participation and input of everyone (administrator(s), teachers, students, parents, community representatives) to the planning and design of the Carnegie School project? (Check One)

Very Important _____

Important _____

Somewhat Important _____

Unimportant _____

Comment:

4. Have you as a parent been involved in any activity (discussion, problem solving, strategy planning, etc.) to identify and reevaluate the "assumptions" -- the shared beliefs and expectations -- that govern how and why things are done in this school?

(Check One)

Yes _____ No _____ Not Sure _____

5. As a parent, how has your role changed as a result of the Carnegie School project?
 (Mark X on the line under the selected response for each)

E = Enhanced D = Diminished N/C = No Change

	E	D	N/C
participation in decision-making	_____	_____	_____
involvement in school activities	_____	_____	_____
involvement with your child's learning	_____	_____	_____
quality of relationship to teacher(s)	_____	_____	_____
quality of relationship to principal	_____	_____	_____
amount of contact with other parents	_____	_____	_____
sense of pride for the school	_____	_____	_____
trust in the quality of education	_____	_____	_____
parental support for the school	_____	_____	_____
community support for the school	_____	_____	_____
Other _____	_____	_____	_____
_____	_____	_____	_____

6. Does your child's school have a written mission/goal statement?

(Check Responses)

Yes _____

No _____

Not Sure _____

If yes,

a. Has it been widely distributed to parents?

Yes _____ No _____ Not Sure _____

- b. Do you find program and curriculum decisions consistent with the stated mission/goals?

Yes _____ No _____ Not Sure _____

7. How would you rate the responsiveness of your child's school to the expectations/demands of the local community?

(Mark X to indicate your rating in each column)

	Before Carnegie	After Carnegie
Excellent	_____	_____
Very Good	_____	_____
Good	_____	_____
Fair	_____	_____
Poor	_____	_____

8. Are any additional technological investments (modern equipment, computers, etc.) being made at your school as a result of the Carnegie School project?

(Check One)

Yes _____ No _____ Not Sure _____

If yes, briefly describe.

9. Does your child's school encourage and support the professional development of the teachers (workshop days, tuition reimbursement, sabbatical leaves, etc.)?
(Check One)

Yes _____ No _____ Not Sure _____

10. Relative to the Carnegie School project, to what degree are the people in your school open to change (new ideas, new ways of doing things)?

(Mark X on each continuum below)

Before the Carnegie Project

Always Open	Often Open	Occasionally Open	Often Closed	Always Closed
----------------	---------------	----------------------	-----------------	------------------

Now within the context of the Carnegie Project:

Always Open	Often Open	Occasionally Open	Often Closed	Always Closed
----------------	---------------	----------------------	-----------------	------------------

11. To what extent are the people in the school (teachers and students) encouraged to experiment and take instructional risks (to try new ideas even if there's a risk of failure --that its o.k. to fail so long as one learns from mistakes and keeps trying)?

(Mark X on each continuum below)

A. Teachers

(Before the Carnegie Project)

Always	Often	Occasionally	Seldom	Never
--------	-------	--------------	--------	-------

(Now -- within context of -- Carnegie Project)

Always	Often	Occasionally	Seldom	Never
--------	-------	--------------	--------	-------

B. Students

(Before the Carnegie Project)

Always	Often	Occasionally	Seldom	Never
--------	-------	--------------	--------	-------

(Now -- within context of -- Carnegie Project)

Always	Often	Occasionally	Seldom	Never
--------	-------	--------------	--------	-------

12. To what degree does your school recognize and nurture the creative talents and contributions of individuals?

(Check One)

- a. Creativity not acknowledged -- discouraged _____
- b. Creativity somewhat acknowledged -- allowed _____
- c. Creativity acknowledged -- nurtured _____

13. The most successful aspects of the program are:

14. The least successful aspects of the program are:

15. Please use this space for any additional comments about the Carnegie School Grant Program at your Child's school, the elaboration of an answer, or inclusion of other important information not sought by this questionnaire.

Note: Comments about the form and/or content of this questionnaire would be appreciated. If any items were unclearly worded, difficult to understand, or you thought of other questions not asked, please elaborate.

Thanks for your help!

Student Survey Questionnaire

NOTE: As a result of the pilot test, this instrument was not utilized as originally designed. Rather, it became the question guide for small group student interviews.

Survey No. _____

A study of the
Massachusetts Carnegie School Grant Program
Survey Questionnaire -- Student

Directions:

This survey is designed to gather information about the Carnegie School Grant Program as experienced by the students. It will take no more than 10 - 15 minutes to complete. Responses should reflect your point of view as a student. Even if an adult helps you, please be sure that the answers are what you think. You may skip over any questions for which you do not have enough information to answer. Completed questionnaires may be folded and stapled for privacy and should be returned to the school office by _____.

Thank you in advance for your help!

1. Do you know why your school has been named a Carnegie School by the Massachusetts Department of Education?
(Check One)

Yes _____ No _____ Not Sure _____

If yes, please list what you believe to be the major reasons (please feel free to use the back of this sheet if additional space is required).

2. Were you involved in the planning process?
(Check One)

Yes _____ No _____

If yes, briefly describe how (ex. member of planning team, participant in discussion group, etc.)

If you answered "yes" to question 2, please answer questions 3 and 4;

If you answered "no," to question 2, please skip questions 3 and 4 -- go directly to question 5.

3. How important do you believe your participation was to the planning of the Carnegie School Program?
(Check One)

Very Important _____

Important _____

Somewhat Important _____

Unimportant _____

Comment (Optional):

4. Within the planning process, was any effort made to identify the reasons for "why things are done the way they are" in this school (examples: why students are scheduled for certain classes, why teachers teach their subject alone in their own classroom, why the school follows a certain time schedule, etc.)?
(Check One)

Yes _____ No _____ Not Sure _____

5. As a student, how has your role changed as a result of the Carnegie School project?
 (Mark X under the selected response for each)

M = More L = Less N/C = No Change

	M	L	N/C
a. Participation in decision-making about the school program (course offerings, scheduling, etc.)	_____	_____	_____
b. Opportunities to express my opinions to teachers and principal	_____	_____	_____
c. Responsibility for the quality of my own learning (participation in planning my work and evaluating how well I've done and what I need to do next)	_____	_____	_____
d. Sense of pride and value for my own work	_____	_____	_____
e. Opportunities for group learning and/or independent research projects	_____	_____	_____
f. Student respect/caring for other students	_____	_____	_____
g. Student respect/caring for teachers	_____	_____	_____
h. Parent respect/caring for teachers	_____	_____	_____
i. Teacher respect/caring for students	_____	_____	_____
j. Teacher respect/caring for other teachers	_____	_____	_____
k. Principal respect/caring for students	_____	_____	_____
l. Other _____	_____	_____	_____
_____	_____	_____	_____
_____	_____	_____	_____

6. Does your school have a written mission or goal statement?
 (Check One)

Yes _____

No _____

Not Sure _____

If yes:

Do you have a copy? Yes _____ No _____

Do you know what it says? Yes _____ No _____

7. How well your school try to find out what the citizens of the community expect from it and, then, do something to meet those expectations?
(Mark X to indicate your rating in each column)

	Before Carnegie	After Carnegie
Excellent	_____	_____
Very Good	_____	_____
Good	_____	_____
Fair	_____	_____
Poor	_____	_____

8. Has your school received any new equipment (computers, copiers, projectors, V.C.R., video-camcorder, sound systems, lab equipment, etc.) Are any additional technological investments being made at your school as a result of the Carnegie School project?
(Check one)

Yes _____

No _____

Don't Know _____

Briefly describe or explain:

9. Relative to the Carnegie School project, to what degree are the people in your school open to change (new ideas, new ways of doing things?)

(Mark X on each continuum below)

Before the Carnegie Project

Always Open	Often Open	Occasionally Open	Often Closed	Always Closed
----------------	---------------	----------------------	-----------------	------------------

Now within the context of the Carnegie Project:

Always Open	Often Open	Occasionally Open	Often Closed	Always Closed
----------------	---------------	----------------------	-----------------	------------------

10. To what extent are the people in the school (teachers and students) encouraged to experiment: to try new ideas even if there's a risk of failure -- that it's o.k. to fail so long as one learns from mistakes and keeps on trying?

(Mark X on each continuum below)

A. Teachers

(Before the Carnegie Project)

Always	Often	Occasionally	Seldom	Never
--------	-------	--------------	--------	-------

(Now -- within context of -- Carnegie Project)

Always	Often	Occasionally	Seldom	Never
--------	-------	--------------	--------	-------

B. Students

(Before the Carnegie Project)

Always	Often	Occasionally	Seldom	Never
--------	-------	--------------	--------	-------

(Now -- within context of -- Carnegie Project)

Always	Often	Occasionally	Seldom	Never
--------	-------	--------------	--------	-------

11. a. To what degree does your school encourage and support individual creativity -- the development and expression of the unique gifts and talents of people in the school?

(Check One)

Creativity not supported -- discouraged _____

Creativity somewhat supported -- allowed _____

Creativity supported -- encouraged _____

- b. If Creativity is supported, indicate how:
(check all that apply)

gifted and talented (enrichment) programs
for students _____

thinking skills/problem solving activities _____

public displays/productions of creative
products (art work, writing, drama, music,
technology, etc.) _____support for new ideas/ different
points of view _____

support for disagreement/debate _____

general attitude of respect/appreciation
for individuals _____

other _____

12. The most successful aspects of the program are:

13. The least successful aspects of the program are:

Direct Observation Guide

A Study of the
Massachusetts Carnegie School Grants Program

Direct Observation Guide

I. Reduced Segmentalism

Evidence of people working together

Work spaces (classrooms) support collegiality and cooperative activity

Presence of parents

Evidence of mutual respect and caring

Teacher -- Teacher
Teacher -- Student
Principal -- Teacher
Parent -- staff
Cafeteria
Custodian
Secretary

II. Organizational Health

Display of slogans, mottoes, mission statements, etc.

Posted notices/evidence of enrichment activities

Evidence of community outreach -- brochures, booklets, newsletters, etc.

Evidence of technological investment -- computers in classrooms, library, office, labs, etc.

III. Adult Growth and Development

Evidence of mentoring relationships

Collegial sharing

Peer coaching

Student support teams

Staff development materials, booklets, schedules, etc.

IV. Risk-taking and change

Evidence of experimentation:

Programmatical

Organizational

Use of non-conventional materials

Use of non-conventional methods

Evidence of on-going processes of renewal and change

V. Creativity

Application of brain-storming techniques

Evidence of creative products

Curricular projects

Programs

Opportunities for creative expression

Celebration of uniqueness of individuals

Posters

Posted awards lists

VI. Free Association

General impressions of school climate

Conditions of physical environment

APPENDIX C

LETTERS

Superintendent's Letter

Dr. R.J. M.
Superintendent of Schools
Northtown Public Schools
22 Main Street
Northtown, MA 02019

April 19, 1990

Dear Dr. R.J.M.:

Thank you for allowing my request to conduct a study of the Carnegie School Project at the John Quincy Adams School. As we discussed in our recent telephone conversation, I have received the consent of the principal, Mr. P. G. and the School Advisory Team.

This research project is being conducted by me in partial fulfillment of a Doctorate in Education Degree under the auspices of the University of Massachusetts/Amherst School of Education. The purpose of the research is to document, via a Case Study, the experiences of people (teachers, parents, students, and administrators) in the Adams School as they continue to engage in an organizational and programmatic "restructuring" process as part of the Massachusetts Carnegie School Grant Program.

The research activities will involve a sample population from each of the major constituencies (identified above) in a brief 30-40 minute interview or the completion of a 13-16 item questionnaire.

Superintendent's Letter -- continued.

Participation in either of these activities will be completely voluntary, scheduled at the convenience of the participants and with minimum disruption to the school routine. Only students in grades 3, 4, and 5 will be asked to participate in these activities. In addition, I will be seeking access to other available documentation related to the processes of planning and evaluation of the project.

The results of this study should prove useful to the planning and decision-making of other public school professionals interested in effecting a "restructuring" within their respective school(s). While, pragmatically, the degree requirements will be fulfilled by this one case, I have, nonetheless, developed a Multi-Case Design within which the Adams School might serve as the first of several other cases that might well produce some very interesting and useful comparative data. To this end, I intend to continue a dialogue with the Department of Education which I began last year with Ms. Barbara Burns (now Roselyn Frank). It would be my hope to see this research design completed.

A completed copy of the results of this study will be provided to you and to the school. In addition, I am offering to meet with staff and/or parents upon request to review the report. Naturally, this offer is extended to

Superintendent's Letter -- continued.

you and to the members of your administrative team at your discretion.

Again, many thanks for the positive response to my request and for your guidance as to proper procedure for involving students in this study. If I may further clarify anything or you need any additional information about the nature or conduct of this study, please feel free to give me a call.

Sincerely yours,

Malcolm L. Patterson

U/Mass Researcher

Principal's Letter

Mr. P.G.
Principal
John Quincy Adams School
33 James Street
Northtown, MA 02019

April 2, 1990

Dear Mr. P. G.:

Thank you for hospitality last Thursday. I enjoyed our conversation and was quite impressed by what I saw and the people I met. It is my hope that this letter will provide some additional clarifying information as to the intent and content of the research project I am seeking to conduct at the Adams School. The brief rationale is an attempt to explain why I want to conduct the study while the research questions will provide a sense of the specific focus of my inquiry.

As we discussed, the research will involve my visiting the school to make some observations, conduct some interviews, and distribute/gather survey information from staff, parents and students. Further:

- * Individual participation should average no more than 30-40 minutes (some interviews might be a bit longer) and is completely voluntary.
- * I will do all the "leg" work -- I know people are very busy and have enough things of their own to do (especially in April and May)

Principal's Letter -- continued.

- * Research activities will be conducted at the convenience of participants
- * A written copy of the results of this research will be available to everyone involved. In addition, I'd be willing to meet with staff and/or parent groups for a review of findings/observations session upon request.

Thanks again for your openness and willingness to consider this request. I would be happy to respond to any request for additional information or answer any questions that might arise. Please feel free to call my office at (508)XXX-XXXX.

Sincerely yours,
Malcolm L. Patterson
U/Mass Researcher

Cover Letter -- Teacher Survey Questionnaire

Cover Letter

Teacher Survey Questionnaire

Carnegie School Grant Project Study

Date _____

Dear _____,

As you know, I have been conducting interviews with some teachers and parents as part of my study of the Carnegie School Grant Project here at the Adams School. I will soon be sending letters to parents of students in grades 3, 4, and 5 for permission to involve students in this process. Individuals interviewed are being selected at random from lists provided to me by your principal, Mr. P. G..

Although it will be impossible to interview everyone, I would, nonetheless, like to have input to the study from everyone. The attached survey will facilitate this purpose. It has been designed for ease of completion with most responses requiring little more than a check mark. Please feel free, however, to elaborate on any of the questions by making use of spaces provided and/or the blank side of questionnaire pages.

Your contributions via this survey are vital to the validity and completeness of this research. All questionnaire responses will be carefully tabulated for inclusion in the final report.

Thank you in advance for your help!

Sincerely yours,

Malcolm Patterson
Researcher

Cover Letter -- Parent Survey Questionnaire

Cover Letter

Parent Survey Questionnaire

May 22, 1990

Dear Adams Parent,

The attached survey questionnaire is being sent to a random sample of Adams parents as part of a University of Massachusetts research project focused on the processes of organizational change within public schools. As one of the original seven select elementary schools in Massachusetts to participate in the Massachusetts Carnegie Schools Grant Program, the Adams School has been selected as a case study site for this research effort.

The questionnaire is designed to supplement information being gathered from personal interviews with a small sample of other Adams parents. Similar data gathering activities are being conducted with teachers, administrators, and students.

The results of this research will help the Adams School community reflect on the processes of change now taking place in their school and provide important data upon which future planning may be based. In addition, this research report will become an important contribution to the growing base of professional literature used by educators for planning and implementing their own programs of educational reform and change.

The questionnaire should take only 15-20 minutes to complete. Your participation would be greatly appreciated. Completed questionnaires may be returned to school with your child at your earliest convenience. I would like to have as many as possible by Friday, May 26, 1990.

Thank You!

Malcolm L. Patterson
Researcher
U/Mass Amherst

Superintendent's Letter and Parent Release
Form for Student Subjects *

NORTHTOWN PUBLIC SCHOOLS
Office of the Superintendent

26 April 1990

Dear Adams Parent:

The Northtown Public Schools are collaborating with researchers from the University of Massachusetts who are studying schools and changes in school organization. As part of the research, interviews with Adams students will be carried out. In the interview conferences, the researcher will ask the youngster about Adams and the changes the student sees in the school program. The interview should take about fifteen minutes.

It is the policy to gain the informal consent of parents of children who are participating in a research activity. The evaluation research will be very helpful to the Adams faculty and to the Northtown Public Schools, and as Superintendent I urge you to give your consent for your child to be interviewed.

Please signify your approval of your child's participation in the U-Mass Research effort by signing the form below.

Yours truly,

R. J. M., Ed.D.
Superintendent of Schools

(Date)

_____ has my permission to be interviewed by researchers from UMass-Amherst as part of a research project assessing school change.

(signature)

(Address)

* Re-typed copy of original letter issued by Superintendent

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