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AUTHOR Edirisooriya, Gunapala; And Others
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ABSTRACT

This paper examines the strengths and weaknesses of the first-year implementation of the school restructuring pilot project in Baltimore City Public Schools. Implemented in 10 elementary, 2 middle, and 2 high schools, the project sought to implement school-based management to enhance student achievement. Data were collected from a survey of teachers, school administrators, support staff, parents, community members, and students, which yielded 534 responses. Response rates were low for students, parents, and the community. Although respondents recognized the essential features of school restructuring, they also tended to agree on the need to readjust restructuring strategies. A major weakness in the project was the lack of monitoring/feedback mechanisms and lack of training in the essential aspects of restructuring. In general, school-restructuring team members had more positive attitudes toward school restructuring than did nonteam members. It is recommended that restructuring not be implemented using a "business as usual" approach. Appendices contain frequency distributions and one statistical table. (Contains 12 references.) (LMI)

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LESSONS FROM A FIRST YEAR EVALUATION OF
A SCHOOL RESTRUCTURING PILOT PROJECT

Gunapala Edirisooriya
Lawrence F. Howe
Department of Research and Evaluation

Denise G. Borders
Division of Educational Accountability

Jeanette Evans
Office of Chief of Staff

Baltimore City Public Schools

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ABSTRACT

The main objective of this paper is to examine the strengths and weaknesses of the first year implementation of the school restructuring pilot project in Baltimore City Public Schools. According to our analysis, the school restructuring idea enjoys widespread support among the school community. The respondents have recognized many essential features of school restructuring: school community representation and participation, shared decision-making, a long-term vision for the school, communication and feedback mechanisms, freedom to exercise their discretion on school-related policy issues, and the long-term commitment of all players in restructuring. However, the school communities in this school restructuring pilot project are not entirely satisfied with many aspects of the current restructuring efforts. Logistic regression analyses show that perceptions of respondents differed on some aspects of school restructuring depending on whether they were school restructuring team members or not.

According to some reports, the *business as usual* approach, is quite incompatible with school restructuring. Whether the decisions are made at the central office, or at the school site becomes irrelevant if school-based management continues *business as*

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usual. The school restructuring approach provides a unique opportunity for each school to respond to various issues according to the individual school's circumstances. The *business as usual* approach indicates a failure on the part of the schools to utilize that opportunity to their advantage. The respondents' overwhelming demand for further training in every aspect of school restructuring may provide some clues for this failure. These observations reflect all participating schools in the pilot project although some exceptions may apply to individual schools.

These data provide ample support for a number of aspects of our educational reform thrust. School communities have come to recognize the need for educational reforms. They also believe that school restructuring driven by school-based management has the potential for solving many of the identified problems. However, the evidence indicates that re-examination and further development of every aspect of school restructuring is necessary if we are to expect any significant improvement in student achievement.

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LESSONS FROM A FIRST YEAR EVALUATION OF A SCHOOL RESTRUCTURING PILOT PROJECT¹

Introduction

In response to the demands for educational reform from many quarters, in the 1991-92 school year, Baltimore City Public Schools (BCPS) embarked upon an experimental 3 year school restructuring pilot project. This experiment is being implemented in 14 schools. Included among them are 10 elementary schools, 2 middle schools, and 2 senior high schools. The schools in this project are representative of school system demographic characteristics. School-based management (SBM) is the guiding principle. Enhancement of student achievement is the main objective of this

¹We thank Ruth Katzenellenbogen and August Treff for their valuable assistance in preparing this paper, and we are responsible for any remaining errors.

NOTE: This paper is intended to promote the exchange of ideas among researchers and policy makers. The views expressed here are those of the authors and no official support by the Baltimore City Public Schools is intended or should be inferred.

project.² The project proposal specifies the evaluation of the project annually. In June 1992, a questionnaire/survey was conducted to collect data for evaluating the first year implementation of the pilot project,³ and an evaluation report was issued in January 1993. The main objectives of this paper, a byproduct of the evaluation report, are to analyze the strengths and weaknesses of the restructuring effort, and to examine the congruence of opinion between two categories of respondents: the respondents who were members of the school restructuring teams (SRT), and the respondents who were not members of the school restructuring teams.

²According to the pilot project proposal,
"The basic monumental objective of School Restructuring is to enhance student achievement. The degree to which this is possible is dependent on how we educate our children, and on the ability of the local school to set its goals for children, garner support from stakeholders, increase the flexibility of local school educational initiatives, and channel resources directly to the educational process" (Baltimore City Public Schools, 1990, p. 1).

³The main objectives of the evaluation comprised the following;

To determine:

- whether all stakeholders in children's education were involved in school restructuring
- whether the School Restructuring Teams (SRT) have a clear understanding of their goals and objectives
- whether the SRTs have well conceived plans to achieve their objectives
- whether the SRTs have established monitoring/feedback mechanisms in implementing their school restructuring plans.

Data Description

Respondents to this questionnaire included school teachers, school administrators, support staff, parents, community, and students. Of the 534 response sheets returned, 29 were discarded for invalid response patterns. Of the participating 14 schools, 10 elementary schools, 1 middle school, and 2 senior high schools returned 311, 37, and 157 valid questionnaires respectively; one middle school did not return any surveys. Response rates varied among the schools. The school restructuring approach emphasizes the involvement of student, parent, and the community in children's education. Hence, their input is vitally important for the evaluation of the pilot project. However, the number of surveys returned by students, parents, and the community was far from satisfactory.⁴

The questionnaire was designed to collect data on the following aspects of the restructuring process: respondents' professional background, the (SRT), community involvement, decision making process, restructuring strategies, outcome evaluation methods, training for restructuring, relationship between central office and school, waiver process, and an overall evaluation of the school restructuring efforts. The questionnaire was structured in

⁴The total number of surveys returned by this category of respondents was 59, and two thirds of it came from one school. Three schools did not return any surveys completed by students, parents, or the community of the schools.

such a way that a set of related items stimulated responses for each category of information. The survey instrument was comprised of 73 items; all the items called for structured responses, except for one open-ended item. Most of the structured response items were 5 point Likert-scale items (1 = strongly disagree to 5 = strongly agree).

Data Analysis

Data analyses utilized in this paper include one-way and two-way analyses of item frequency distributions, and the logistic regression method. One-way analysis refers to the analysis of item frequency distribution with no reference to the characteristics of the respondents.⁵ Two-way analysis refers to the analysis of item frequency distribution with reference to the respondents' membership in their SRTs.⁶ Whether there was a congruence of opinion between the SRT members and the non-SRT members was tested by utilizing the logistic regression method.⁷ In cases where the null hypothesis was rejected, we enumerated the difference between the two groups. If responses were invariant of the SRT membership status, then the discussion was limited to one-way analysis only.

⁵One-way analyses of item frequency distributions are summarized and presented in Figure 1 in Appendix A.

⁶Two-way analyses results are summarized and presented in Figure 2 in Appendix A.

⁷The logistic regression analysis results are summarized in Table 1 in Appendix A.

The CATMOD procedure in SAS software was used for conducting the logistic regression analysis; an α rate of 0.05 was set for the rejection of null hypothesis. Null hypothesis tested in each regression analysis is that there was no difference of opinion between the SRT members and the non-SRT members on a given statement.

One-Way Analysis

The information collected on respondents' professional background includes: employment category, years of teaching/principalship experience, and their previous experience in school-based management. Of the respondents, 290 (58%) were teachers; 104 (21%) were professionals/paraprofessionals; 56 (11%) were students/parents/community; 31 (6%) were teachers categorized as department head, master teachers and so on; and 21 (4%) were principals/assistant principals.⁸ Among the teachers who responded to the questionnaire nearly 70 percent had more than 15 years of teaching experience. Over 65 percent of the respondent teachers have been teaching in the BCPS system for more than 15 years. The number of years of experience of principals and assistant principals varied somewhat evenly from less than 5 years to more than 25 years. Over 80 percent of the respondents had some prior experience in a school-based management environment.

⁸Three respondents did not indicate their professional background.

However, the majority of them thought that prior experience had little relevance for the present context of school restructuring they were engaged in. This sample represents a cross section of the stakeholders in the education of children in BCPS. Of the respondents, about 25 percent of them were school restructuring team members.⁹

An overwhelming majority (nearly 75 percent) of all respondents expressed no doubt on the need for the representation of all stakeholders in the SRTs. Nearly three fourths of all the respondents agreed that full representation of the school and the community in the SRT would be helpful. Moreover, a good majority of the respondents agreed on the various ways in which the full representation of the community in the SRT can be useful: to strengthen the SRT efforts to improve student outcomes, to understand student-related issues better, to minimize conflict within the SRT/school, to minimize the intensity of conflicts between the school and the community, and to lead school-based management to a success. A majority thought that the school principal's administrative style was a contributing factor in bringing the school staff and the community together for their

⁹The distributions of professional background of all the respondents and of SRT membership categories by professional background seemed to match except for two categories: paraprofessional or professional and assistant principal or principal.

school restructuring efforts.

There was a general agreement among the respondents who expressed an opinion (73 percent) that the SRT members were adhering to the SRT decision making process. The majority of the respondents who were familiar with their school restructuring strategies were in agreement with those strategies (77 percent); they thought that their schools were implementing appropriate strategies for achieving their SRT goals; the majority of them did not consider school restructuring efforts as an example of the wrong diagnosis of the problems with our schools; and they did not think that a particular group of people were trying to establish its own style of administration under the guise of school restructuring.

About one third of the respondents did not know whether the SRT objectives were realistic. But, an overwhelming majority of the respondents who expressed an opinion thought that the SRT objectives were quite realistic, and they expected their restructuring efforts to be successful. More than 50 percent of all the respondents thought that the SRTs had a clear understanding of the direction in which their schools were heading. But, of course, this is not necessarily true for the *total school community*.

They agreed that lack of resources could hinder their school restructuring efforts. There was very little disagreement on the question: *who should be responsible for student outcomes in their schools under school-based management.* *Everyone should be responsible* was the answer: the principal, the staff, and the SRT. Of the two thirds of the respondents who expressed an opinion, about 60 percent considered their school a fine example of effective school-based management.

The success of school restructuring depends on each stakeholder feeling fully operational. In order to ascertain this, the perceived training needs of the stakeholders was explored. About one fifth of the respondents found it difficult to say whether they received sufficient training to participate effectively in their school restructuring efforts. Among the others the majority (about 55 percent) thought that they had received sufficient training for that purpose. Furthermore, the respondents were asked to indicate whether their SRTs and staff are in need of further training in various types of skills useful in school-based management. Those areas mentioned were: planning skills; shared decision-making skills; trouble shooting techniques/skills; plan implementation and monitoring skills; identifying data requirements and understanding the interpretation and implications of data analysis; and budgeting, financial planing, and budget forecasting. The response patterns were

somewhat similar. About one third of the respondents could not say whether there was a need for training in these skill areas. Among those who expressed an opinion on the need for training about 75 percent of them stated that there was a need for further training in each of these areas.

About half of the respondents didn't know whether schools enjoyed sufficient freedom from the central office to exercise discretion in resolving issues at their schools. Of the others, about three fourths agreed that they had sufficient freedom from the central office to exercise discretion in restructuring their schools. However, about 60 percent of the respondents stated that they still receive directives from the central office that inhibited their restructuring efforts. A similar response pattern was exhibited for the statement: *who has the final authority in deciding certain issues is not clearly defined*. Also, about 70 percent of the respondents stated that they did not have the required information at the school-site to make certain decisions.

The pilot project recognized the fact that if school restructuring is to succeed, then schools should have the authority to exercise their best judgment in resolving school-related issues. If the state and school board policies and union contracts create unnecessary obstacles to the school restructuring efforts, then waivers of stipulations dictated by such policies and contracts

SR Eval.--Lessons

were expected to grant to participating schools in order to speed-up the decision making process. The survey collected information on the respondents' understanding of waiver process, and the use of it. About two thirds of the respondents didn't know whether their school had applied for waivers. It is striking and troublesome to note that nearly one third of the SRT members also did not know whether their SRTs have applied for waivers. This adds further evidence for the lack of communication, participation, or feedback within the school community. Nearly three fourths of the respondents found it difficult to cast any opinion on the other aspects of the waiver process. No definite conclusion could be drawn from those who expressed an opinion on the level of satisfaction with the waiver process. About 50 percent stated that they were satisfied with the waiver process, and the other 50 percent disputed that. Respondents were unhappy with paper work and time lag related to the waiver process. Of the respondents who expressed an opinion, about 60 percent thought that the amount of paper work involved with the waiver process was too time consuming. Similarly, about 80 percent thought that the time lag related to the waiver process posed a real problem.

The survey solicited respondents' ratings on various aspects of the restructuring efforts. 52 percent of the respondents rated the commitment of the SRT to the school restructuring efforts as better than average or excellent. In contrast, only 12 percent of

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the respondents rated the commitment of the SRT to the school restructuring efforts as inadequate or below average. The cooperation among the members of the SRT was rated as better than average or excellent by 48 percent of the respondents whereas 14 percent of the respondents thought that the cooperation among the SRT members was below average or inadequate. The SRT decision making process at their schools was rated by 25 percent of respondents as good or excellent while 19 percent thought that the SRT decision making process was not working satisfactorily. The required training for the SRT was rated good or excellent by 30 percent of the respondents while 19 percent indicated that the training they received was below average or totally inadequate.

Support from the central office for their restructuring efforts was rated good or excellent by 28 percent while 20 percent of the respondents thought that the support from the central office was inadequate. Support from the school staff for restructuring efforts received a somewhat higher approval rate (40 percent) of good or excellent. Only 18 percent of the respondents were dissatisfied with the support from the school staff for their restructuring efforts. 36 percent of the respondents thought that the implementation of their SRT plan was better than average or excellent while 19 percent of the respondents registered their dissatisfaction with the implementation process of the SRT plan. The SRT leadership was rated good or excellent by 45 percent while

19 percent of the respondents indicated their dissatisfaction with the SRT leadership.

Two-Way Analysis and Hypothesis Testing

One-way analysis of item frequency distribution provided no conclusive evidence on whether school staff was truly represented in their SRTs. However, two-way analysis of this issue, by taking into account the SRT membership status revealed a different scenario. The coefficient estimate of the membership parameter yielded an odds ratio of 0.5. So, the SRT members were half less willing to agree than the non-SRT members with the statement that the SRTs were not truly representative of diverse groups of staff in their school. Chi square probability associated with the membership coefficient estimate was 0.0%. Therefore, we rejected the null hypothesis that there was no difference of opinion between the SRT members and the non-SRT members on this issue.

Generally, respondents agreed that the community's perceived apathy towards its children's education is insurmountable. Among those who expressed an opinion on that issue nearly 60 percent believed that it was a difficult task, and about 40 percent thought it could be overcome. The two-way analysis showed that the SRT members differed with the non-SRT members on this issue. According to the logistic regression analysis, the SRT members were less likely to agree with this statement than the non-SRT members:

likelihood ratio estimate was 0.6, and Chi square probability associated with the membership parameter estimate was 3.25%. Therefore, we rejected the null hypothesis that the SRT members and the non-SRT members did not differ in their opinion on the statement that the community's perceived apathy towards its children's education was insurmountable.

One-way analysis showed little evidence to suggest that the SRTs were dominated by a particular group of people. 37 percent of the respondents expressed no opinion one-way or the other; of those who expressed an opinion, 51 percent thought that their SRTs were dominated by a particular group of people. On this issue, opinion differed between the SRT members and the non-SRT members. The estimated odds ratio was 0.5; so, the SRT members were half as likely than the non-SRT members to accept that the SRTs were dominated by a certain group of people. Chi square probability associated with the membership parameter estimate was 1.00%. Therefore, we rejected the null hypothesis that both the SRT and the non-SRT members' opinions converged on this issue: the SRTs were dominated by a certain group of people.

The respondents as a whole does not give us any indication as to whether they were in agreement with the direction their SRTs were taking on a variety of issues. However, when we analyzed the responses by taking into account the membership status we noticed

a difference. The SRT members were less likely than the non-SRT members to be disgruntled with the direction the SRTs were taking on numerous issues; the estimated odds ratio was 0.4. The Chi square probability associated with the estimate of the membership parameter was 0.0%. So, we rejected the null hypothesis that there was no difference between the SRT members and the non-SRT members in their opinion on the direction the SRTs were taking on numerous issues.

One-way analysis indicated that about one third of the respondents had no opinion as to whether the overwhelming majority of their school and community had a very clear understanding of the direction in which their schools were heading. But, the majority of those who expressed an opinion on that issue answered in affirmative, in the ratio of 57 to 43. On this issue, there was a significant statistical difference of opinion between the SRT members and the non-SRT members. The SRT members were 2 times more likely than the non-SRT members to agree that their SRTs had a clear understanding of their long term goals. The membership parameter estimate had a Chi square probability of 0.0%; therefore, we rejected the null hypothesis of no difference of opinion between the SRT members and the non-SRT members on this issue.

According to one-way analysis, an overwhelming majority (2:1) of the respondents who expressed an opinion stated that they were

concerned about the lack of feedback between staff on their school restructuring implementation process. But, the SRT members were 0.5 times less likely than the non-SRT members to accept that the lack of feedback was an issue of concern. Chi square probability associated with the SRT parameter estimate was 0.0%. Therefore, we rejected the null hypothesis that there was no difference of opinion between the SRT members and non-SRT members on the issue concerning lack of feedback.

Discontent with the support from the local community was expressed by 42 percent of the respondents. Only 24 percent thought that support from the local community was good or excellent. However, this approval rate varied significantly between the SRT members and the non-SRT members. The SRT members were more happy than the non-SRT members with the support from the local community--the SRT members were 2 times more likely than the non-SRT members to be satisfied with the support from the local community. Chi square probability associated with the SRT parameter estimate was 0.0%. Therefore, we rejected the null hypothesis that there was no difference of opinion between the SRT members and the non-SRT members on this issue.

The approval rating for students' awareness, enthusiasm, and support of the restructuring efforts was remarkably low; 54 percent of the respondents were dissatisfied with this aspect while only a

16 percent of the respondents gave a good or excellent rating. Moreover, the respondents' perception of student support varied widely between the SRT members and the non-SRT members. Students' support of the restructuring efforts was 3 times more likely to be rated good or excellent by the SRT members than non-SRT members. Chi square probability associated with the SRT parameter estimate was 0.0%. Therefore, we rejected the null hypothesis that there was no difference of opinion between the SRT members and the non-SRT members on the issue of students' enthusiasm, support, and awareness of school restructuring efforts.

Two-way analyses suggest that the SRT members and the non-SRT members do not see eye-to-eye on some important aspects of school restructuring. Lack of congruence between all the players involved in school restructuring sends a strong message: there is lot more work to be done. Because, as Fred M. Newmann (1992) pointed out,

Schools that practice SBM (*school-based management*) and SDM (*shared decision making*) gain "empowerment," but they too face several problems. Conflict within a school staff over educational goals can lead to stalemates and compromises that serve no students well. Teachers may not value parents' input when they feel parents lack important professional knowledge. If teachers and parents lack skills of group work and productive discourse within democratic structures, governance meetings add inefficiencies and breed distrust. (p. 2), (*italics added.*)

Review of the Respondents' Comments

The questionnaire asked the respondents to furnish other

pertinent information about their restructuring efforts. 79 respondents utilized this opportunity. Analysis of these comments revealed new information and added further evidence to our findings from the structured-response items. The most frequently cited complaint was the lack of communication and feedback among all the stakeholders in children's education, especially staff, community, and students. As one respondent has succinctly put it: "peoples' hearts will not be in a process for change when they feel that their ideas and opinions or themselves are not valued." Some respondents were concerned about the lack of understanding or misunderstanding of school restructuring efforts; for example, "I got the impression that the school restructuring/school-based management efforts are geared toward raising test scores of the bright students in our Chapter 1 program."

According to their comments both the SRTs and the non-SRT staff share responsibility for the perceived lack of cooperation between them. One respondent complained, "The perceived attitude of many is that this is just another of those many programs from above," and another respondent stated, "Some members have been heard to refer to the team as we and to the staff in general, as you all." Some were unhappy about the business as usual approach, and one complained in great detail, for example,

"Old practices are still adhered to. Absences are excessive; they have 50 and 60 absences a year. Yet students are making excellent grades. Students are given

100 points two or three times a quarter for bringing their required textbook to school periodically. Such practices lead to inflated grade averages and should not be a part of any restructuring process. Policies are not adhered to: students who have 25 or more illegal absences are supposed to be denied summer school. But students are permitted to go; attendance record is waived. This system will never improve. Every effort is a lost cause before any process gets started."

The business as usual approach is fully incompatible with the expectations of the school restructuring efforts. Among the problems cited are the lack of resources at the school level, the inadequacy of preparation and training for school restructuring activities, the lack of attention to reforming classroom instructional methods, and the adverse impact of transferring teachers on the restructuring efforts.

Some respondents spoke to a need to endure restructuring efforts since BCPS could not afford to continue with the *business as usual approach*, for example, "I am happy with restructuring and school-based management, and I would not want to go back to the old ways." There were many who complimented their school restructuring efforts. To cite a few examples: "Our restructuring team has done a fine job," "So far, school restructuring has worked well in our school," and "Thanks to the restructuring team at our school for the work they have accomplished."

Conclusion

Respondents to this questionnaire included a cross section of all stakeholders in the education of children in the BCPS system. Teachers, principals, and the professional staff had fairly considerable experience in their professional area of expertise. An overwhelming majority of the respondents have recognized the need for the participation of all the stakeholders in children's education at every stage of planning, decision making, and implementation of school restructuring activities. The survey indicated that decision making driven by consensus building is an essential feature of school restructuring. Respondents believed that a long term vision for their schools was necessary for the success of the school restructuring efforts. However, although they recognized the essential features of school restructuring, they also tended to agree on the need for re-adjustment of restructuring strategies. A major drawback in the present school restructuring activities is the lack of monitoring/feedback mechanisms in implementing their restructuring plans; for example, one third of the SRT members themselves didn't know whether their SRTs had applied for waivers. The need for further training in the essential aspects of restructuring is clearly evident.¹⁰ In general, the SRT members have a more positive attitude towards

¹⁰Other school districts which have implemented school restructuring pilot projects have also recognized the need to provide appropriate training for school restructuring activities, for example, see Collins & Hanson, 1991, p. 34.

their school restructuring efforts than the non-SRT members.

School communities have come to recognize the need for educational reforms. Many also agree that school restructuring driven by school-based management has the potential for solving many of the identified problems. However, school communities seemed to agree that a re-examination of every aspect of school restructuring is necessary, if any significant improvement in student achievement is to be materialized.¹¹ Our findings agree with Kenneth A. Tye's assessment of the nationwide school restructuring efforts, for example:

"The current restructuring movement is the most significant and serious attempt at school reform of the past quarter century. Like most education reform movements, however, it is at risk because many of its advocates oversimplify it and hardly consider the serious underlying issues that must be dealt with if it is to be successful" (Tye, 1992, p. 14).¹²

¹¹This is not intended to discount the efforts of those who are involved with school restructuring. In fact, one perspective of school restructuring stresses the need for continuous readjustments of strategies. According to this interpretation, "Restructuring is a process, not a product. An organization (school district or school) never reaches the final state of being restructured. The process is dynamic." (NASSP, 1990, p. 1).

¹²And also see, Center on Organization and Restructuring of Schools (1992) on its national assessment of the extent of school restructuring. It concluded that, "This information indicates that, in spite of plentiful rhetoric and extensive initiatives by districts, states, and national organizations, the restructuring movement has yet to touch the mass of American schools in any significant way. Even in the most selective sample, less than half of those restructured schools are pursuing

History has shown us repeatedly that lack of an integrated approach to change is doomed for failure. If, by school-based management, we simply mean the shift of locus of control of schools from the central office to the school site and continue to adhere to same practices, *business as usual*, then it would be unwise for us to believe that school restructuring is going to be successful. A basic premise of school restructuring/school-based management is that the central office is insensitive and incapable of responding to diversity among schools and within schools. Therefore, the school restructuring/school-based management approach provides a unique opportunity for each school to launch a concerted effort to improve its student outcomes. Fred M. Newmann (1992) has succinctly put the rationale behind the SBM principle,

When schools must respond to extensive regulation by distant authorities, education at each school suffers, because local administrators, teachers, and parents who know the students best have little influence on what happens in school. (p. 2).¹³

Furthermore, any school operating under the school

major elements of restructuring. In the larger sample, elements of restructuring are pursued much less frequently. In considering initiatives in the future, policy makers may want to consider why so few schools seem to have changed significantly in response to all the initiatives thus far. (p. 6)

¹³Jane L. David (1989, p. 52) also has stressed this point: "The goal of school-based management is to empower school staff by providing authority, flexibility, and resources to solve the educational problems particular to their schools."

restructuring/school-based management approach should seriously look at changing its practices to accommodate the needs of technical, political, and cultural dimensions of the school (Rossman & Anthony, 1992, p. 12).¹⁴ In their evaluation of a school district's restructuring activities, Dianne L. Taylor and Charles Teddlie (1992, p. 18) have identified the technical aspect of restructuring as an area in which school restructuring strategists have paid very little attention.¹⁵ Therefore, we strongly recommend a closer examination of the school restructuring strategies. Our recommendations are enumerated in Appendix A.

¹⁴Tye (1992, p.4) specifically refers to the need for fiscal commitment on the part of the policy makers and the need for retraining staff for restructuring schools. In the absence of these, chances for the success of school restructuring efforts would be minimal.

¹⁵ Taylor and Teddlie (1992, p. 16) speculate that the current trend on school restructuring with less emphasis on instructional methods and classroom practices and more emphasis on shared-decision making as a reflection of the perception of school as a bureaucratic unit, as opposed to a teaching-learning environment. Newmann (1992) has warned that,

Even when SBM and SDM seem to proceed smoothly, a school may still offer low quality education, if both teachers and parents at the schools are poorly informed about effective approaches to curriculum, teaching, and assessment. (p. 2)

Newmann (1993) reiterates this:

Many structural changes are assumed to change individuals (e.g., teachers) by increasing their motivation (commitment) or skills (competence). The first problem is that organizational structures alone assure the development of no particular individual commitments or competencies. Unless the structures pursue an agenda of particular commitments and competencies, that is, an agenda of powerful content, there is no way to predict whether education will improve. (p. 11)

APPENDIX A

RECOMMENDATIONS

FIGURES

TABLES

Recommendations

Our recommendations are:

1. Examine whether each SRT has strictly followed the member selection procedures as specified in the pilot project proposal. In cases where discrepancies have occurred, take the necessary steps to correct them.
2. Review whether serious consideration should be given to the proposal by some members that the selection of staff members to the SRTs should be made solely on the basis of ballot. Such an approach has the potential to nourish better cooperation between staff members in the restructuring efforts.
3. The SRTs need to come up with strategies for full participation of parents and community in the education of their children. Possibilities for soliciting the participation of volunteers and community workers in school activities could be explored.
4. The SRTs should come up with strategies for making the students an integral part of the restructuring efforts. A concerted effort must be made to incorporate student input on issues such as absenteeism, dropping out, disciplinary problems, tardiness, low achievement, lack of interest in learning, higher achievement, and so on.

5. Each SRT should clearly establish their goals, priorities, and strategies in congruence with the school community's aspirations. In this respect, full representation of all the stakeholders in the education of their children would be helpful. An *open forum for discussion* is a necessary condition for reaching a common understanding and agreement on the SRT goals, priorities, and strategies.
6. Each SRT should examine their communication and feedback mechanism, especially between staff and the SRT. They should also institute proper and effective procedures, for example solicitation of ideas from staff for upcoming issues, agenda items, and distribution of SRT minutes among staff and school community.
7. Plan and conduct training for restructuring activities in accordance with each SRT's training needs.
8. Efforts should be made to reduce the time lag between requesting a waiver and communicating the decision on such requests to the relevant SRT.
9. Various projects and programs within a school should be structured to complement one another.
10. The types of System-specific and school-specific data analyses which are useful for decision making at the school level should be established together with timelines for issuing such reports.

FIGURE 1

ITEM FREQUENCY DISTRIBUTIONS OF SCHOOL RESTRUCTURING PILOT PROJECT EVALUATION DATA 1992

STATEMENT	NUMBER AND PERCENT OF RESPONSES FOR EACH CATEGORY	TOTAL RESPONSE
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PROFESSIONAL BACKGROUND

*=NO RESPONSE (3 =1 %)	**TEACHER (290 =57 %)	***** :*****:***** *****
*=TEACHER, OTHER (31 =6 %)	: =ASST./PRINCIPAL (21 =4 %)	
*=PARA/PROFESSIONAL (104 =21 %)	*=STUD./PARENT/COMM (56 =11 %)	

TOTAL YEARS OF TEACHING EXPERIENCE

*=NO RESPONSE (6 =1 %)	*=NONE (107 =21 %)	***** :*****:***** *****
*=LESS THAN 5 YEARS (49 =10 %)	: =5 < YEARS < 15 (76 =15 %)	
*=15 < YEARS < 25 (187 =37 %)	*=25 YEARS OR MORE (80 =16 %)	

YEARS OF TEACHING EXPERIENCE IN BCPS

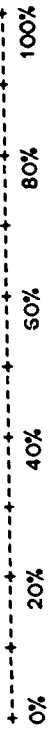
*=NO RESPONSE (7 =1 %)	*=NONE (120 =24 %)	***** :*****:***** *****
*=LESS THAN 5 YEARS (52 =10 %)	: =5 < YEARS < 15 (78 =15 %)	
*=15 < YEARS < 25 (182 =36 %)	*=25 YEARS OR MORE (66 =13 %)	

TOTAL YEARS OF EXPERIENCE. ASSISTANT/PRINCIPAL

*=NO RESPONSE (8 =2 %)	*=NONE (460 =91 %)	***** :*****:***** *****
*=LESS THAN 5 YEARS (14 =3 %)	: =5 < YEARS < 15 (14 =3 %)	
*=15 < YEARS < 25 (9 =2 %)		

YEARS OF EXPERIENCE IN BCPS. ASSISTANT/PRINCIPAL

*=NO RESPONSE (9 =2 %)	*=NONE (468 =93 %)	***** :*****:***** *****
*=LESS THAN 5 YEARS (9 =2 %)	: =5 < YEARS < 15 (13 =3 %)	
*=15 < YEARS < 25 (5 =1 %)	*=25 YEARS OR MORE (1 =0 %)	



NOTES: + = LESS THAN 2 PERCENT

FIGURE 1
ITEM FREQUENCY DISTRIBUTIONS OF SCHOOL RESTRUCTURING PILOT PROJECT EVALUATION DATA 1992

STATEMENT	NUMBER AND PERCENT OF RESPONSES FOR EACH CATEGORY	TOTAL RESPONSE
TOTAL YEARS OF EXPERIENCE IN SCHOOL-BASED MANAGEMENT		
*=NO RESPONSE (14 =3 %)	*=NONE (160 =32 %)	505
**LESS THAN 3 YEARS (237 =47 %)	: =3 < YEARS < 6 (30 =6 %)	
#=6 < YEARS < 10 (14 =3 %)	#=OVER 10 YEARS (50 =10 %)	
PREVIOUS SBM EXPERIENCE COMPARED TO THE PRESENT SBM EX		
*=NO RESPONSE (27 =5 %)	*=NO SIMILARITIES (39 =8 %)	
**MORE DISSIMILARIT (45 =9 %)	: =MORE SIMILARITIES (61 =12 %)	
#=EQUIVALENT (42 =8 %)	#=NOT RELEVANT (291 =58 %)	505
ARE YOU A MEMBER OF THE SRT?		
*=NO RESPONSE (4 =1 %)	*=NO (369 =73 %)	505
**YES (132 =26 %)		
I OPTED NOT TO BE A PART OF THE SRT		
*=NO RESPONSE (8 =2 %)	*=DISAGREE WITH SRT (19 =4 %)	
**SRT DISLIKES ME (22 =4 %)	: =POOR SELECTION (14 =3 %)	
#=PERSONAL REASONS (92 =18 %)	#=NOT APPLICABLE (350 =69 %)	505
SRT REPRESENTS ALL STAKEHOLDERS OF CHILDRENS EDUCATION		
*=NO RESPONSE (4 =1 %)	*=NO (96 =19 %)	
**YES (217 =43 %)	: =DO NOT KNOW (188 =37 %)	505

NOTES: + = LESS THAN 2 PERCENT

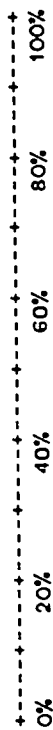


FIGURE 1

ITEM FREQUENCY DISTRIBUTIONS OF SCHOOL RESTRUCTURING PILOT PROJECT EVALUATION DATA 1992

TOTAL RESPONSE

NUMBER AND PERCENT OF RESPONSES FOR EACH CATEGORY

THIS TEAM IS THE BEST SRT WE COULD FORM

••NO RESPONSE (2 =0 %) ••STRONGLY DISAGREE (50 =10 %)
 ••SOMEWHAT DISAGREE (50 =10 %) :=DIFFICULT TO SAY (220 =44 %)
 ••SOMEWHAT AGREE (97 =19 %) ••STRONGLY AGREE (86 =17 %)

PRESENT SELECTION METHOD IS THE BEST WAY TO FORM SRT

••NO RESPONSE (3 =1 %) ••STRONGLY DISAGREE (47 =9 %)
 ••SOMEWHAT DISAGREE (53 =10 %) :=DIFFICULT TO SAY (225 =45 %)
 ••SOMEWHAT AGREE (102 =20 %) ••STRONGLY AGREE (75 =15 %)

SRT NOT REPRESENTATIVE OF ALL DIVERSE GROUPS OF STAFF

••NO RESPONSE (5 =1 %) ••STRONGLY DISAGREE (107 =21 %)
 ••SOMEWHAT DISAGREE (63 =12 %) :=DIFFICULT TO SAY (173 =34 %)
 ••SOMEWHAT AGREE (101 =20 %) ••STRONGLY AGREE (56 =11 %)

ALL STAKEHOLDERS SHOULD BE REPRESENTED IN SRT

••NO RESPONSE (6 =1 %) ••STRONGLY DISAGREE (41 =8 %)
 ••SOMEWHAT DISAGREE (13 =3 %) :=DIFFICULT TO SAY (84 =17 %)
 ••SOMEWHAT AGREE (70 =14 %) ••STRONGLY AGREE (291 =58 %)

DIFFICULT TO BRING ALL STAKEHOLDERS TOGETHER

••NO RESPONSE (3 =1 %) ••STRONGLY DISAGREE (97 =19 %)
 ••SOMEWHAT DISAGREE (71 =14 %) :=DIFFICULT TO SAY (217 =43 %)
 ••SOMEWHAT AGREE (91 =18 %) ••STRONGLY AGREE (26 =5 %)

NOTES: + • LESS THAN 2 PERCENT

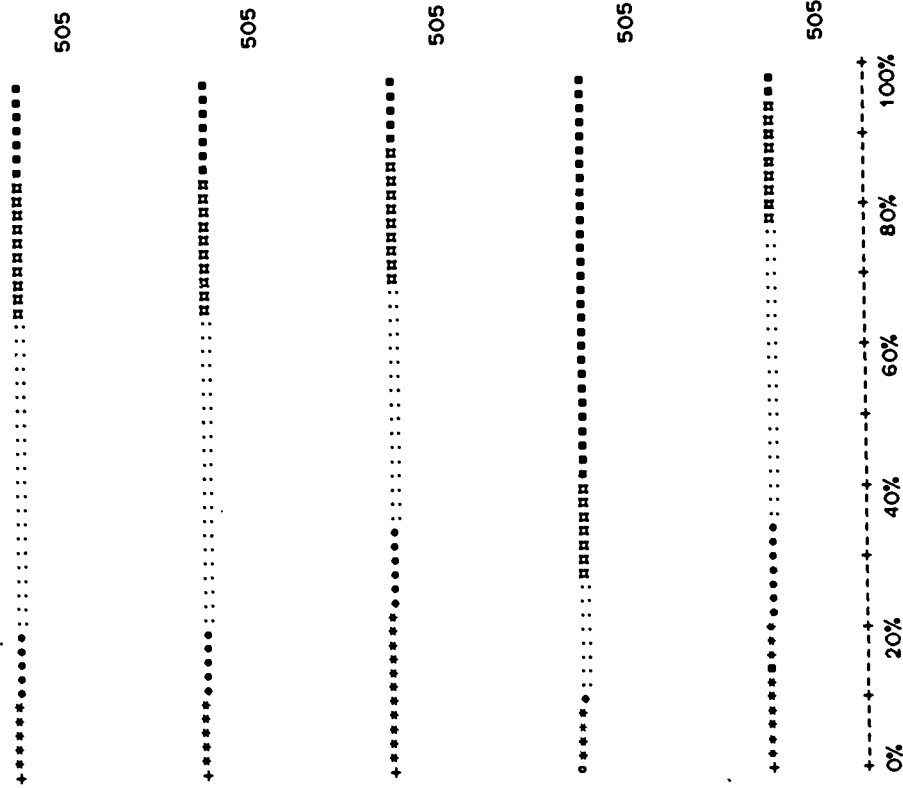


FIGURE 1

ITEM FREQUENCY DISTRIBUTIONS OF SCHOOL RESTRUCTURING PILOT PROJECT EVALUATION DATA 1992

NUMBER AND PERCENT OF RESPONSES FOR EACH CATEGORY

TOTAL
RESPONSE

PRINCIPALS ADMINISTRATION. STYLE BRINGS COMMUNITY TOGETHER

•=NO RESPONSE (5 =1 %)
 •=SOMEWHAT DISAGREE (42 =8 %)
 ■=SOMEWHAT AGREE (128 =25 %)

505

COMMUNITY-APATHY TOWARDS CHILDRENS EDU. INSURMOUNTABLE

•=NO RESPONSE (8 =2 %)
 •=SOMEWHAT DISAGREE (80 =16 %)
 ■=SOMEWHAT AGREE (136 =27 %)

505

FULL COMMUNITY REPRESENTATION WOULD NOT BE HELPFUL

•=NO RESPONSE (5 =1 %)
 •=SOMEWHAT DISAGREE (70 =14 %)
 ■=SOMEWHAT AGREE (43 =9 %)

505

FULL COMMUNITY REPRESENTATION STRENGTHENS OUR EFFORTS

•=NO RESPONSE (7 =1 %)
 •=SOMEWHAT DISAGREE (14 =3 %)
 ■=SOMEWHAT AGREE (103 =20 %)

505

FULL COMM. REPRESENTA. ENABLES TO FOCUS ON STUD. ISSUE

•=NO RESPONSE (7 =1 %)
 •=SOMEWHAT DISAGREE (20 =4 %)
 ■=SOMEWHAT AGREE (138 =27 %)

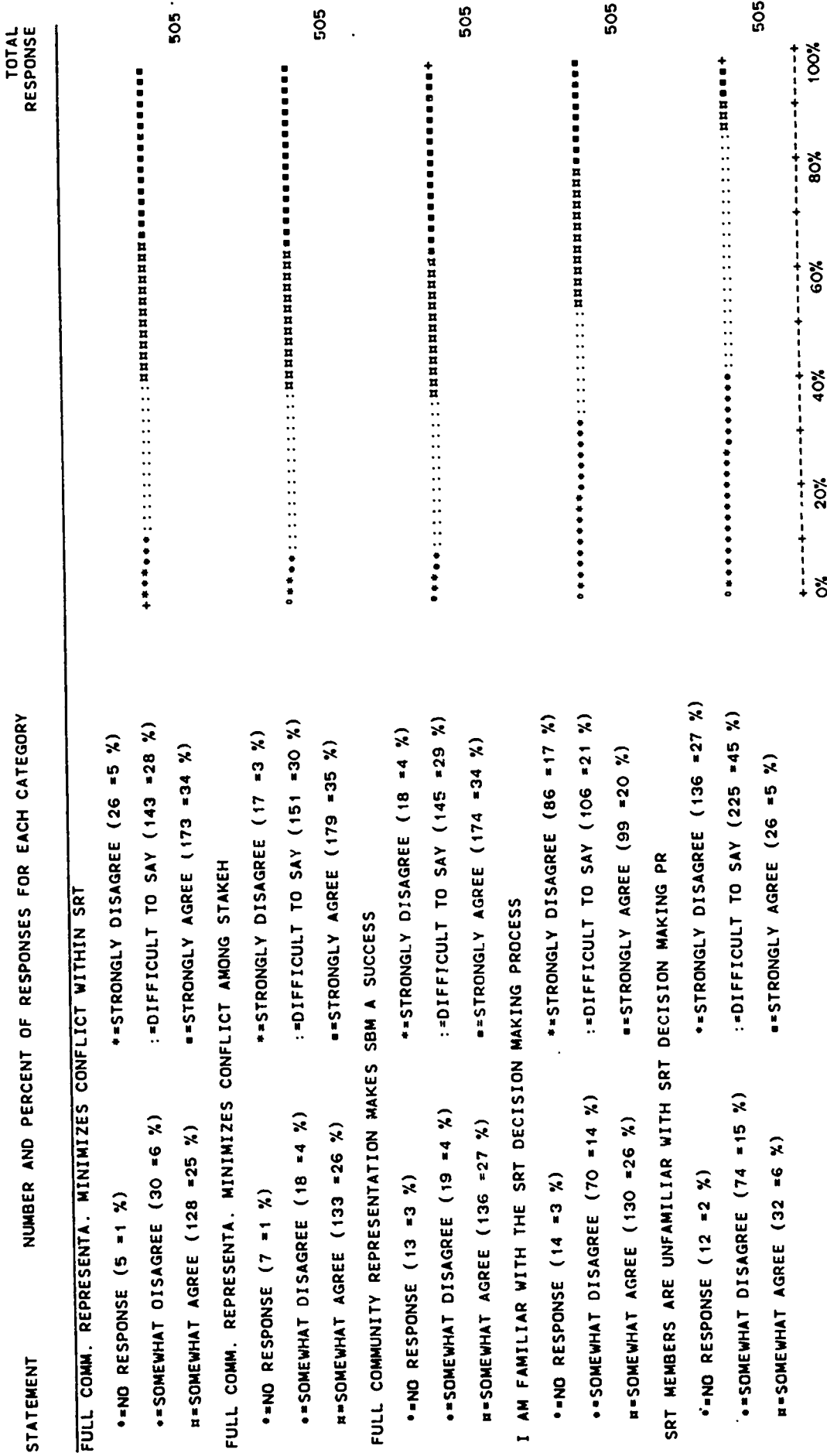
505

+-----+-----+-----+-----+-----+-----+-----+-----+-----+-----+
 0% 20% 40% 60% 80% 100%

NOTES: + = LESS THAN 2 PERCENT

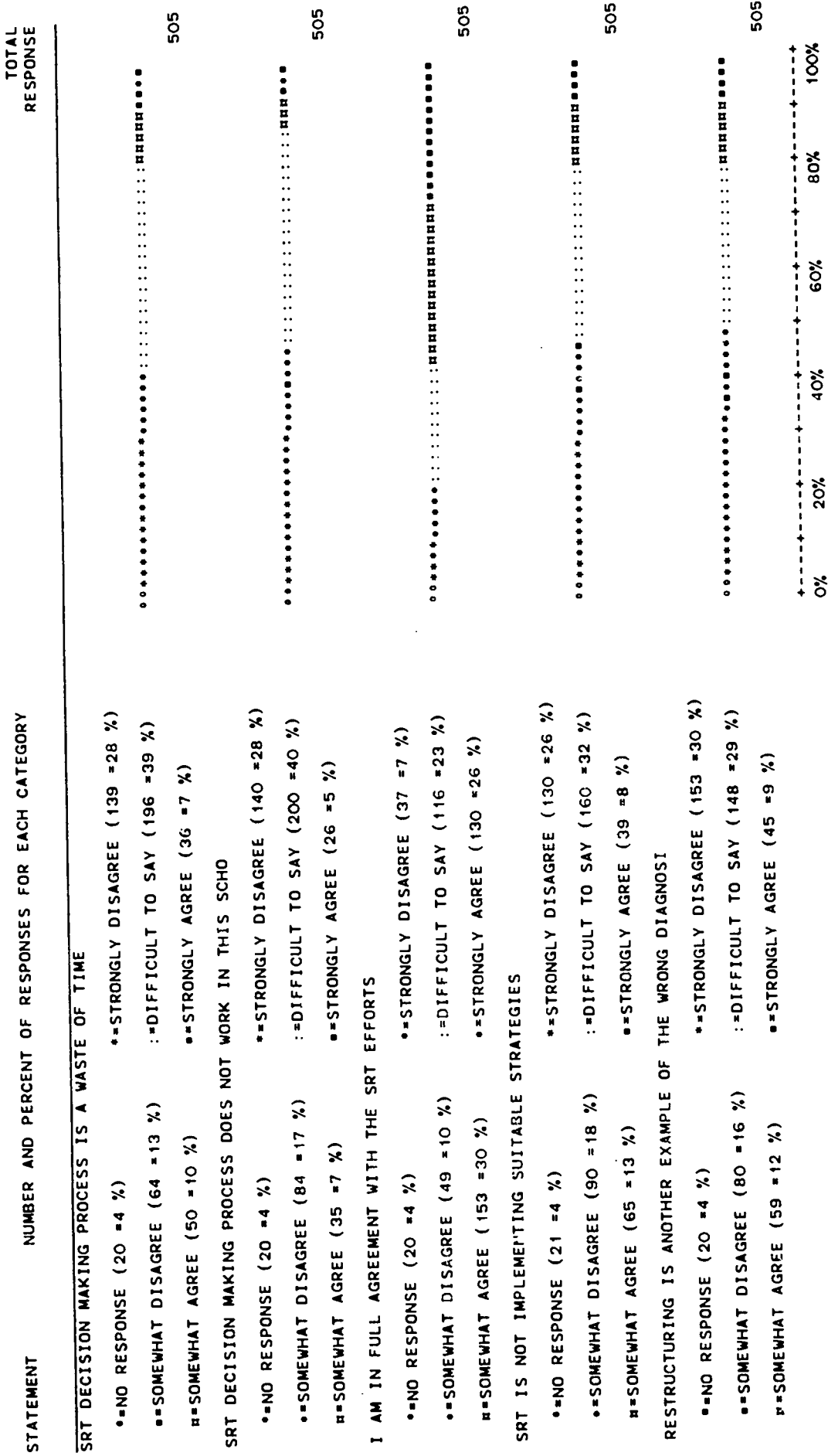
FIGURE 1

ITEM FREQUENCY DISTRIBUTIONS OF SCHOOL RESTRUCTURING PILOT PROJECT EVALUATION DATA 1992



NOTES: + = LESS THAN 2 PERCENT

FIGURE 1
ITEM FREQUENCY DISTRIBUTIONS OF SCHOOL RESTRUCTURING PILOT PROJECT EVALUATION DATA 1992



NOTES: + = LESS THAN 2 PERCENT

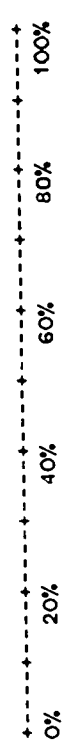
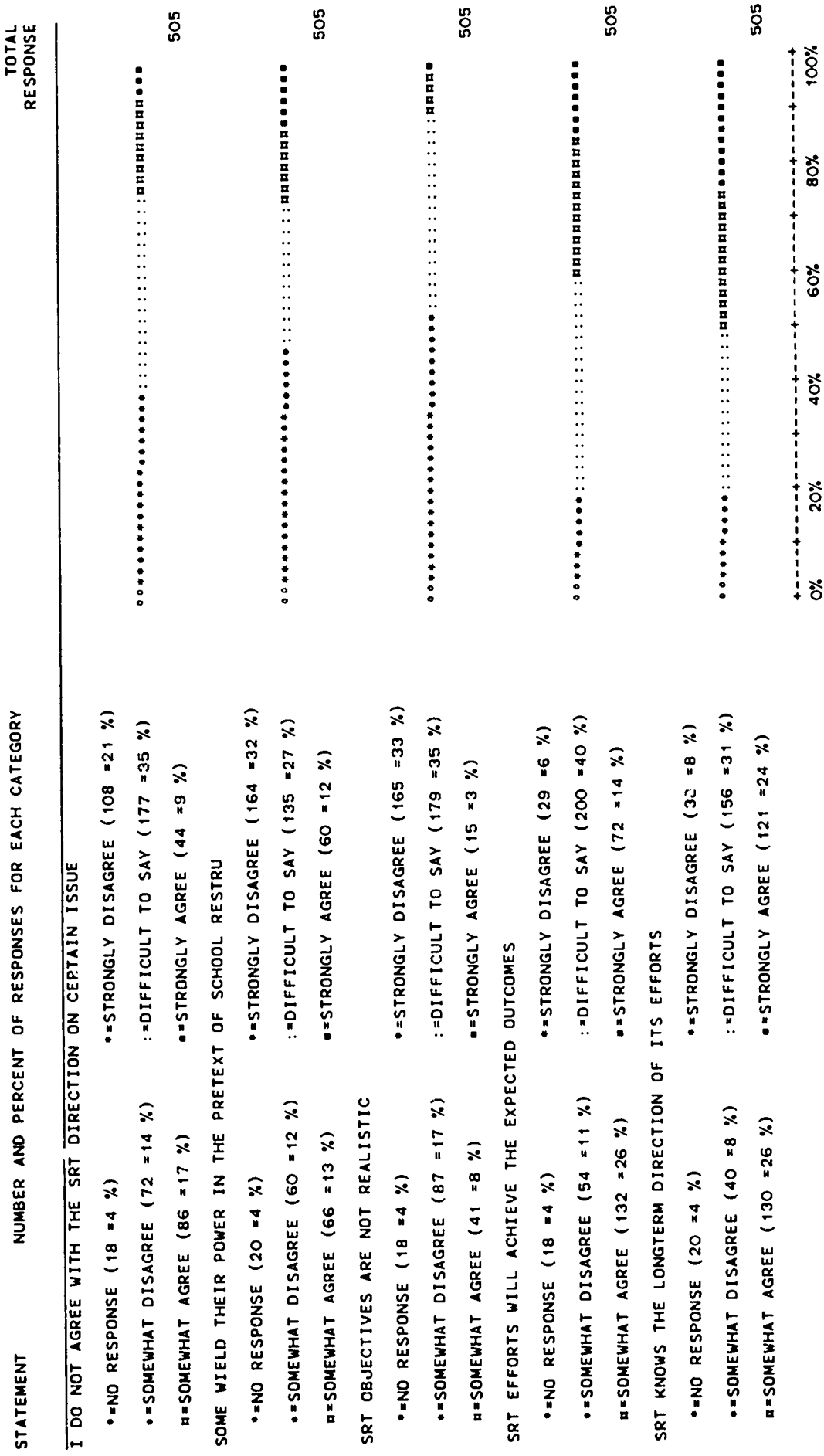


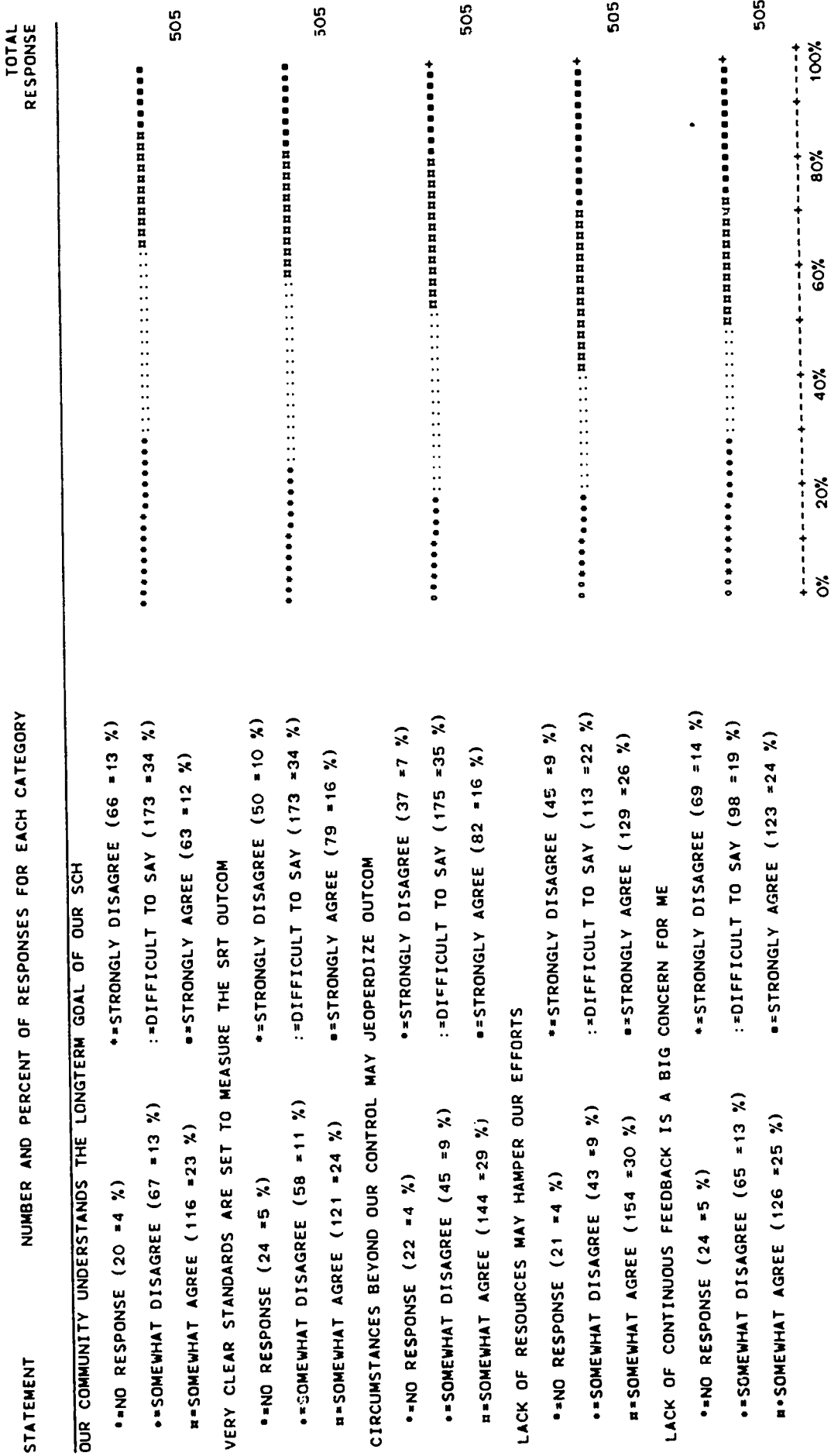
FIGURE 1

ITEM FREQUENCY DISTRIBUTIONS OF SCHOOL RESTRUCTURING PILOT PROJECT EVALUATION DATA 1992



NOTES: + = LESS THAN 2 PERCENT

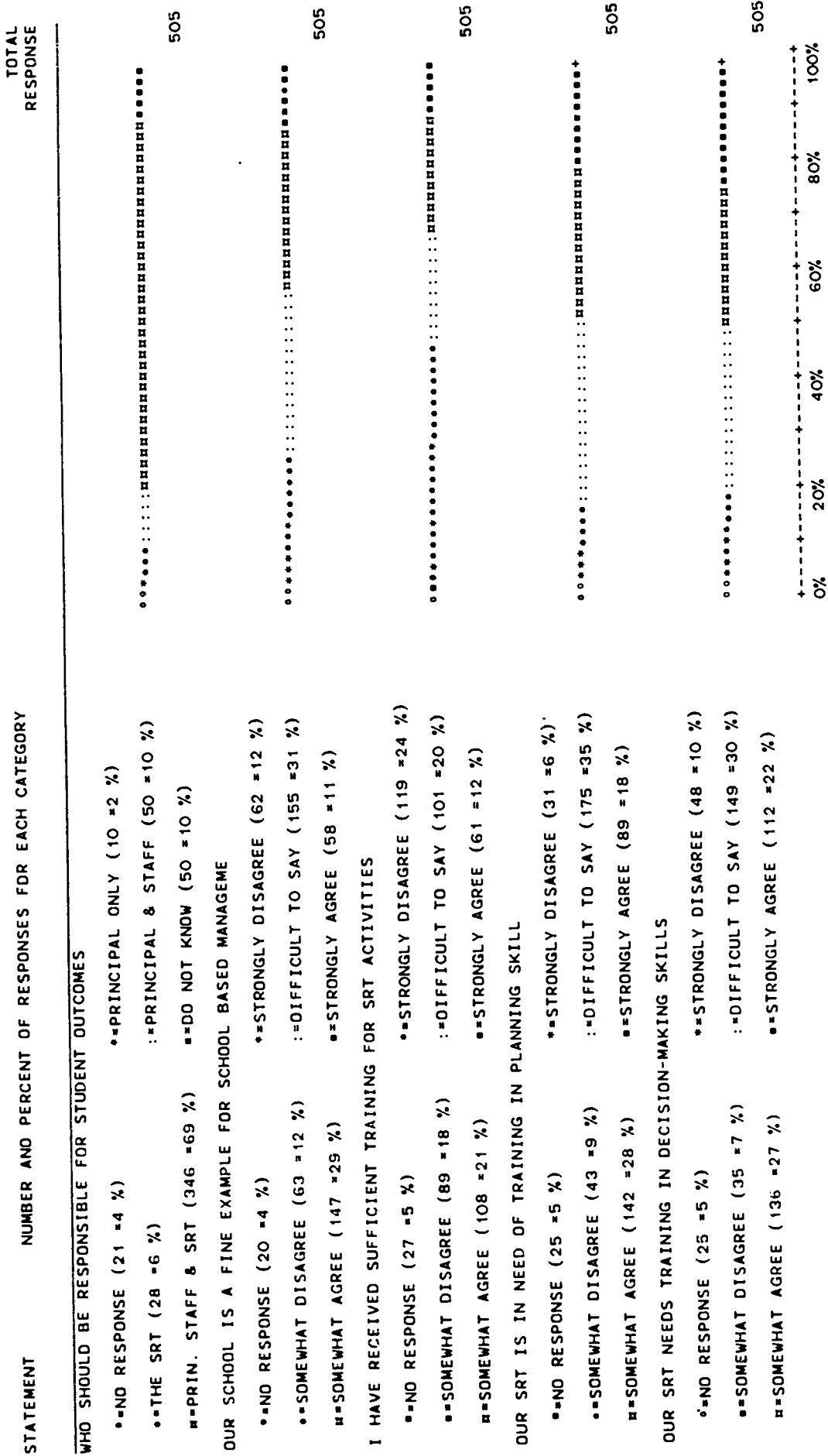
FIGURE 1
ITEM FREQUENCY DISTRIBUTIONS OF SCHOOL RESTRUCTURING PILOT PROJECT EVALUATION DATA 1992



NOTES: + = LESS THAN 2 PERCENT

FIGURE 1

ITEM FREQUENCY DISTRIBUTIONS OF SCHOOL RESTRUCTURING PILOT PROJECT EVALUATION DATA 1992



NOTES: + = LESS THAN 2 PERCENT

FIGURE 1

ITEM FREQUENCY DISTRIBUTIONS OF SCHOOL RESTRUCTURING PILOT PROJECT EVALUATION DATA 1992

STATEMENT NUMBER AND PERCENT OF RESPONSES FOR EACH CATEGORY TOTAL RESPONSE

OUR SRT NEEDS TRAINING IN TROUBLE SHOOTING SKILLS

•=NO RESPONSE (23 =5 %) •=STRONGLY DISAGREE (42 =8 %)
 •=SOMEWHAT DISAGREE (25 =5 %) :=DIFFICULT TO SAY (156 =31 %)
 ■=SOMEWHAT AGREE (139 =28 %) •=STRONGLY AGREE (120 =24 %)



505

OUR SRT NEEDS TRAINING IN PLAN IMPLEMENTATION SKILLS

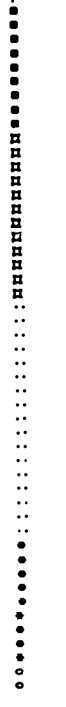
•=NO RESPONSE (23 =5 %) •=STRONGLY DISAGREE (38 =8 %)
 •=SOMEWHAT DISAGREE (37 =7 %) :=DIFFICULT TO SAY (158 =31 %)
 ■=SOMEWHAT AGREE (145 =29 %) •=STRONGLY AGREE (104 =21 %)



505

OUR SRT NEEDS TRAINING IN IDENTIFYING DATA REQUIREMENT

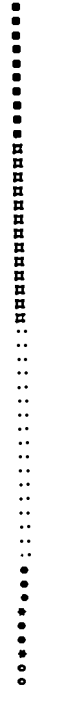
•=NO RESPONSE (24 =5 %) •=STRONGLY DISAGREE (41 =8 %)
 •=SOMEWHAT DISAGREE (50 =10 %) :=DIFFICULT TO SAY (172 =34 %)
 ■=SOMEWHAT AGREE (123 =24 %) •=STRONGLY AGREE (95 =19 %)



505

OUR SRT NEEDS TRAINING IN BUDGETING AND FINANCIAL PLAN

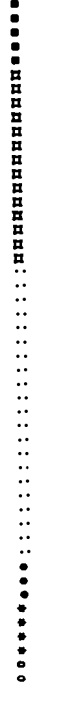
•=NO RESPONSE (23 =5 %) •=STRONGLY DISAGREE (39 =8 %)
 •=SOMEWHAT DISAGREE (34 =7 %) :=DIFFICULT TO SAY (176 =35 %)
 ■=SOMEWHAT AGREE (131 =26 %) •=STRONGLY AGREE (102 =20 %)



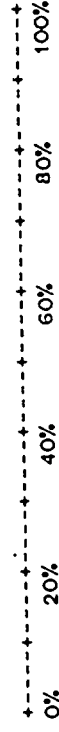
505

WE ENJOY SUFFICIENT FREEDOM FROM THE CENTRAL OFFICE

•=NO RESPONSE (25 =5 %) •=STRONGLY DISAGREE (39 =8 %)
 •=SOMEWHAT DISAGREE (34 =7 %) :=DIFFICULT TO SAY (214 =42 %)
 ■=SOMEWHAT AGREE (139 =28 %) •=STRONGLY AGREE (54 =11 %)



505



NOTES: + = LESS THAN 2 PERCENT

FIGURE 1

ITEM FREQUENCY DISTRIBUTIONS OF SCHOOL RESTRUCTURING PILOT PROJECT EVALUATION DATA 1992

STATEMENT NUMBER AND PERCENT OF RESPONSES FOR EACH CATEGORY TOTAL RESPONSE

PAPER WORK RELATED TO WAIVER PROCESS IS TIME CONSUMING

•=NO RESPONSE (24 =5 %) **=STRONGLY DISAGREE (19 =4 %) *****+
 •=SOMEWHAT DISAGREE (22 =4 %) :=DIFFICULT TO SAY (377 =75 %) :+-----+
 ■=SOMEWHAT AGREE (45 =9 %) ■=STRONGLY AGREE (18 =4 %) :+-----+
 505

TIME LAG RELATED TO THE WAIVER PROCESS IS A PROBLEM

•=NO RESPONSE (25 =5 %) **=STRONGLY DISAGREE (13 =3 %) *****+
 •=SOMEWHAT DISAGREE (10 =2 %) :=DIFFICULT TO SAY (372 =74 %) :+-----+
 ■=SOMEWHAT AGREE (43 =9 %) ■=STRONGLY AGREE (42 =8 %) :+-----+
 505

COMMITMENT OF THE SRT TO ITS RESTRUCTURING EFFORTS

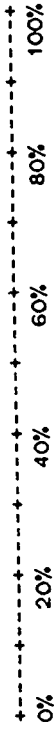
•=NO RESPONSE (34 =7 %) **=HIGHLY INADEQUATE (15 =3 %) *****+
 •=NOT ADEQUATE (44 =9 %) :=AVERAGE (169 =33 %) :+-----+
 ■=ABOVE AVERAGE (135 =27 %) ■=EXCELLENT (108 =21 %) :+-----+
 505

COOPERATION AMONG THE MEMBERS OF THE SRT

•=NO RESPONSE (38 =8 %) **=HIGHLY INADEQUATE (14 =3 %) *****+
 •=NOT ADEQUATE (53 =10 %) :=AVERAGE (176 =35 %) :+-----+
 ■=ABOVE AVERAGE (130 =26 %) ■=EXCELLENT (94 =19 %) :+-----+
 505

SRT DECISION MAKING PROCESS AT OUR SCHOOL

•=NO RESPONSE (40 =8 %) **=DOES NOT WORK (15 =3 %) *****+
 •=WORKS POORLY (71 =14 %) :=SEEMS WORKING (261 =52 %) :+-----+
 ■=WORKS WELL (83 =16 %) ■=EXCELLENT (35 =7 %) :+-----+
 505



NOTES: + = LESS THAN 2 PERCENT

FIGURE 2
COMPARISON OF RESPONSES ON SELECTED ITEMS BY SRT MEMBER STATUS

STATEMENT	NUMBER	PERCENT DISAGREE <	PERCENT > AGREE	NUMBER
SRT NOT REPRESENTATIVE OF STAFF				
NON-SRT MEMBERS	100	46.3%	53.7%	116
SRT MEMBERS	70	64.2%	35.8%	39
COMMUNITY-APATHY INSURMOUNTABLE				
NON-SRT MEMBERS	102	38.3%	61.7%	164
SRT MEMBERS	54	50.5%	49.5%	53
A CERTAIN GROUP DOMINATES SRT				
NON-SRT MEMBERS	83	43.5%	56.5%	108
SRT MEMBERS	67	58.8%	41.2%	47
UNHAPPY WITH THE SRT DIRECTION				
NON-SRT MEMBERS	98	50.8%	49.2%	95
SRT MEMBERS	82	71.9%	28.1%	32
WE UNDERSTAND OUR LONGTERM GOAL				
NON-SRT MEMBERS	99	48.5%	51.5%	105
SRT MEMBERS	32	30.2%	69.8%	74
LACK OF FEEDBACK, A BIG CONCERN				
NON-SRT MEMBERS	79	29.9%	70.1%	185
SRT MEMBERS	53	45.7%	54.3%	63
LOCAL COMMUNITY SUPPORT, EXCEL.				
NON-SRT MEMBERS	112	64.7%	35.3%	61
SRT MEMBERS	39	44.3%	55.7%	49
STUDENTS-ENTHUSIASM, EXCELLENT				
NON-SRT MEMBERS	130	80.2%	19.8%	32
SRT MEMBERS	44	53.7%	46.3%	38

• = STRONGLY DISAGREE, ◻ = SOMEWHAT DISAGREE ◻ = SOMEWHAT AGREE, • = STRONGLY AGREE

NOTES: MISSING AND NEUTRAL RESPONSES ARE NOT ACCOUNTED IN THESE DATA.

Table 1
Results of Logistic Regression analysis and Hypothesis Testing

Logistic Regression	Parameter	Parameter Estimate	Odds Ratio Estimate	Chi Square Value	Probability Estimate	Null Hypothesis
1	Intercept Membership	0.1484 -0.7334	1.2 0.5	1.18 9.19	0.2767 0.0024	Rejected
2	Intercept Membership	0.4749 -0.4936	1.6 0.6	14.18 4.57	0.0002 0.0325	Rejected
3	Intercept Membership	0.2633 -0.6178	1.3 0.5	3.25 6.64	0.0713 0.0100	Rejected
4	Intercept Membership	-0.0311 -0.9099	1.0 0.4	0.05 12.90	0.8290 0.0003	Rejected
5	Intercept Membership	0.0588 0.7795	1.1 2.2	0.18 9.44	0.6745 0.0021	Rejected
6	Intercept Membership	0.8509 -0.6781	2.3 0.5	40.08 8.71	0.0000 0.0032	Rejected
7	Intercept Membership	-0.6076 0.8359	0.5 2.3	14.58 9.79	0.0001 0.0018	Rejected
8	Intercept Membership	-1.4018 1.2552	0.2 3.5	50.46 17.91	0.0000 0.0000	Rejected

Statement	Agreed	Disagreed	SRT member	non-SRT member
Logistic regression 1: SRT is not representative of staff	155	170	109	216
2: Community apathy is insurmountable	217	156	107	266
3: A certain group dominates SRT	155	150	114	191
4: Unhappy with the SRT direction	127	180	114	193
5: We understand our long-term goal	179	131	106	204
6: Lack of feedback is a big concern	248	133	116	264
7: Local community support is excellent	110	151	88	173
8: Student enthusiasm is excellent	70	174	82	162

NOTES:

1. Null Hypothesis tested in each of these regression analysis is that,

There was no difference of opinion between the SRT members and the non-SRT members on a given statement. (statements applicable to each regression analysis are stated above.)

2. Details on agreed and disagreed responses by membership category is given in Figure 2 on page 41.

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