

Restructuring Schools Incentives Pilot Project

Summative Evaluation Report

1992-1993

Submitted to the Arizona Department of Education

and

The Joint Legislative Committee

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Executive Summary
Summative Evaluation Report
1992-93

This *Summative Evaluation Report* (1992-93) includes the following sections:

- I. Introduction, Evaluation Plan, Evaluation Strategies;
- II. Review of the literature: Toward A Definition of Restructuring;
- III. Findings from the project schools, organized as responses to four evaluation questions:
 - A. *How are the 15 individual schools progressing with respect to their stated project outcomes?*
 - B. *How can each of the 15 school sites improve their restructuring efforts?*
 - C. *How effective are Arizona's efforts to offer incentives to schools to restructure?*
 - D. *How can Arizona improve its statewide effort to restructure?*
- IV. Conclusion.

Section I.

The introductory section summarizes Senate Bill 1552 (1990), outlines the evaluation plan in terms of the four guiding evaluation questions, and explains the evaluation strategies used to collect data from the 15 project schools, including the following data sources:

1. Self-evaluation reports submitted by each school;
2. On-site visits by external evaluators;
3. Rubric evaluations of six project goals;
4. 45 focus group interviews conducted with parents, teachers, and students;
5. Survey data from 390 responding teachers in the 15 schools.

Section II.

This section presents an executive summary of the review of literature conducted by the external evaluators. The purpose of including an abridged review in the summative report was to provide for readers the context in which the 15 project schools have directed their restructuring efforts. The most significant finding from the review of literature was the notion that genuine restructuring centrally focuses on the improvement of student achievement. The three most significant contributors to increasing student achievement are: 1. School-based decision making; 2. An aligned model of curriculum/instruction/assessment; and, 3. Professionalism in the workplace. From the review of literature and through a series of interviews conducted by the external evaluators during 1991-92, a structural model (Figure 1, p. 5) for restructuring was constructed, showing the relationships among the discrete goal areas outlined in S.B. 1552 (1990). The development of the model should assist policy makers with framing future legislation aimed at offering financial incentives to schools to conduct business differently.

Section III.

Organized as responses to the four evaluation questions, this section presents the findings from the 15 project schools respective of the six goal areas defined in S.B. 1552 (1990). The rubrics constructed by the external evaluators, based on Hall's Concerns-Based Adoption Model, are displayed in Tables 1-4 (pp. 9-12; p. 14). The findings from the application of the rubrics are displayed in individual school profiles (Figures 2-16, pp. 15-22). The profiles demonstrate the developmental nature of restructuring as well as the evolutionary stages through which the project schools have progressed over two years. The data from the rubric evaluations should assist policy makers with understanding that the success of any one school is dependent on the character of the culture and values developed prior to the initiation of the project funding. Each school began its restructuring efforts at unique points and its progress along the continuum of school improvement to restructuring is evidence that careful selection of project schools will determine the success of a statewide effort to restructure schooling.

Tables 5-7 (pp. 23-25) profile the range of restructuring activities aimed at improving efficiency and effectiveness, improving the learning environment, and meeting the unique needs of students with respect to four stages of innovation: Planning; implementation; improvement; and, refinement. These data should assist policy makers with understanding the wide scope of activities that project schools have undertaken. Each school demonstrated strengths and these data are summarized in Table 8 (p. 27).

A critical aspect of the external evaluators' role was to provide formative information to the 15 project schools that will assist participants with pursuing genuine restructuring. Both process and product recommendations were offered to each school. Table 9 (p. 29) summarizes the levels of sophistication at which the schools conducted their self-evaluation studies (process). Table 10 (p. 28) summarizes the single recommendation offered to each project school that has the most potential to impact its restructuring efforts (product).

A survey of teachers (N=390) assigned to the 15 project schools was conducted, parallel to a survey disseminated by the Arizona Department of Education to randomly selected schools throughout Arizona. The purpose of the survey was to determine the teachers' perceptions about decentralization issues. The findings are displayed in Figures 18-24 and in Tables 11-13 (pp. 33-43). The conclusions, pp. 44-45, indicated that, even among teachers assigned to schools with funded restructuring projects, there are perceptions of control exerted by central offices regarding schoolwide issues and building principals regarding classroom issues. The most significant finding from the survey data was the extent to which the responding project teachers felt that their schools had enacted a plan for restructuring. These data are summarized in Table 15 and reveal a discouraging trend that teachers perceive efforts in their schools to restructure differently than do their administrators.

Table 15

Percent of Responding Teachers Indicating Schools are Restructuring

Choices	Per cent
None	1
Discussed possibilities	10
Began planning	26
Enacted plan	62

All 15 project schools perceived that they endured mitigating circumstances or barriers to restructuring. These data are summarized in Table 14 (p. 46). In addition, the external evaluators offered seven observations (pp. 47-48) that could impact future efforts in Arizona to offer incentives to schools to restructure. These observations collapse into two categories:

1. The appropriateness of S.B. 1552 (1990) that encouraged restructuring rather than mandating significant changes; and,
2. The selection criteria for project participation.

To ensure the success of a statewide effort, the project schools must be carefully selected based on their respective political climates, their demonstrated progress in planning for systemic change, their track records with implementing research-based programs and practices such as multi-age grouping, inclusion models of regular and special education, year-round education, etc., their institutionalized abilities to collect data and critically analyze the outcomes, the extent to which their facilities are conducive to restructured programs and practices, and their financial commitment and capacity to sustain their efforts both during and after the funding cycle.

Section IV.

A summary of the *Summative Evaluation Report* was offered in the context that Arizona policy makers ought to be proud of their efforts to encourage schools to restructure. The 15 project schools were commended for asking tough questions about educating students and responding with heartfelt activities designed to improve education in public schools in Arizona.

Acknowledgements

The external evaluators, Susie Cook and Tom Haladyna, would like to thank the following people/organizations for their contributions to the evaluation effort. Any effort to evaluate people's work is received with mixed emotion. Without the full cooperation of administrators, teachers, parents, and students in the 15 project schools, this effort could not have been accomplished. In addition, we would like to thank:

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Summative Evaluation Report

1992-1993

I. Introduction

Senate Bill 1552 (1990) offered monetary incentives to schools to restructure. Fifteen pilot schools were selected to participate in a three-year funding cycle and were encouraged to examine, and alter if appropriate, their practices, focusing on six goals:

1. Increasing Parental Involvement;
2. Increasing Student Achievement;
3. Improving Professionalism and Cooperation of Teachers;
4. Improving Efficiency and Effectiveness;
5. Improving the Learning Environment; and
6. Meeting the Unique Needs of Students.

This *Summative Evaluation Report* (1992-93) will outline the evaluation plan and strategies used to collect data from the 15 project schools, offer a summary of the national review of literature conducted by the external evaluators, and present the findings from the project schools, organized as responses to four guiding evaluation questions.

Evaluation Plan

A three-year evaluation plan was designed to measure the success of the 15 pilot school sites that were offered incentives by the Joint Legislative Committee (S.B. 1552, 1990) to restructure. Four evaluation questions guided the three-year plan:

1. How are the 15 individual schools progressing with respect to their stated project outcomes?
2. How can each of the 15 school sites improve their restructuring efforts?
3. How effective are Arizona's efforts to offer incentives to schools to restructure?
4. How can Arizona improve its statewide effort to restructure schools?

Evaluation Strategies

To answer the four evaluation questions, the external evaluators collected data from two fundamentally different sources: 1. Data generated by project personnel in each of the 15 sites through the process of self-evaluation; and 2. Data generated by the external evaluators through planned data collection.

Self-Evaluation: The commitment to self-evaluation was made after considerable thought and deliberation and was based on a national review of the literature (Akpe, 1991; Koehler, M., 1990; Pazruski, 1990; Uphoff, 1991). Self-evaluation is a natural aspect of school restructuring because restructuring implies that decision making is shifted to a broader base of stakeholders (teachers, parents, and students). These educational stakeholders, then, ought to be responsible for identifying both the outcomes to be evaluated and the criteria to determine whether these outcomes have been achieved. With increased responsibility for self-evaluation comes increased accountability for defining significant project outcomes that are characteristic of genuine restructuring and for ensuring that sound data collection and analysis procedures are applied to the project outcomes.

Self-evaluation is a developmental process. Over a two-year period, the external evaluators have observed that the personnel in the 15 project schools have defined more appropriate outcomes, developed more relevant means to collect significant data from parents, teachers, and students, increased data collection and improved analysis procedures, and focused their projects on improving student achievement, which is the central focus of genuine restructuring. Perhaps of equal importance to policy makers and educators, self-evaluation offers schools an institutionalized plan for evaluating both restructuring efforts beyond the funding cycle of S.B. 1552 (1990) and other programs and practices that traditionally either are continued/discontinued without benefit of evaluation or require external consultation at the expense of individual schools.

External Evaluation: While self-evaluation provided one set of data regarding the attainment of project outcomes, the external evaluation plan had three additional major purposes:

1. To provide technical assistance to project personnel to help them complete their self-evaluations;
2. To digest and summarize the findings of the self-studies to compile a holistic, formative view of restructuring across project schools; and
3. To collect specific data from the project schools that addressed the major questions of the evaluation plan.

The first two purposes were accomplished throughout the 1992-1993 school year, initiated by a technical assistance workshop hosted by the Morrison Institute, continued through site visits by the external evaluation team, and concluded by a formative evaluation report prepared by the external evaluators for each project school. Each school site received a formative report in July 1993 for review, that included a summary of project outcomes and analyses of the extent to which they were accomplished. The 15 site reports were compiled into one report. The third purpose of the evaluation plan was accomplished by the external evaluators through three major data collection and analysis efforts:

1. A series of 45 focus group interviews conducted with parents, teachers, and students in each of the 15 project schools to determine how schools are defining and measuring student achievement (the central focus of genuine restructuring);
2. A set of rubrics designed to characterize the developmental stages of genuine restructuring and to evaluate the extent to which the project schools accomplished outcomes organized around the six goals set forth in S.B. 1552 (1990);
3. An anonymous survey of teachers in the 15 project schools designed to determine their attitudes about decentralization. (This survey was designed in parallel form to the survey disseminated to randomly selected schools throughout Arizona by the Arizona Department of Education so that comparisons between the 15 project schools and the statewide sample could be analyzed for the third-year summative report.)

These data, combined with the formative evaluation data, are summarized in subsequent sections of this summative report. Implicit in the presentation of findings from the 15 project schools is a shared understanding of the nature of genuine restructuring and its relationship to school reform or school improvement that has characterized schooling in the United States since the 1970s. The following executive summary of the review of literature has been included to illustrate the framework in which the 15 schools have directed their restructuring activities in 1992-93 as well as to summarize key findings from the evaluation effort conducted during the 1991-92 school year.

II. Toward a Definition of Restructuring

Mounting public and political pressure to change the way schools operate and educate students has created formidable challenges for policy makers, researchers, and educators. Questions about process, definitions, and the implicit relationships among reform, restructuring, and reconstruction have been largely answered by prescriptions, how-to manuals, legislative mandates, and trial-and-error efforts in schools.

This executive summary of the review of literature will argue that, in order to effect the wide-sweeping educational change that constitutes restructuring, the stakeholders in public education must:

1. Create clear language about successful educational practices;
2. Construct a vision of a restructured school;
3. Plan for systemic change; and
4. Refocus the mission of schools on the educative functions.

The term, *restructuring*, as it applies to schools, has frequently become synonymous with school choice, teacher empowerment, school-based decision making, parent involvement, national standards for curriculum and assessment, accountability, decentralization, or any combination of these practices. Seemingly, the concept of restructuring or substantively changing the ways schools educate and operate appears nested in practice. The challenge for schools, then, is to lift the conceptual framework from practice so that the vision of a restructured school can drive meaningful changes in organizational structure and classroom activities.

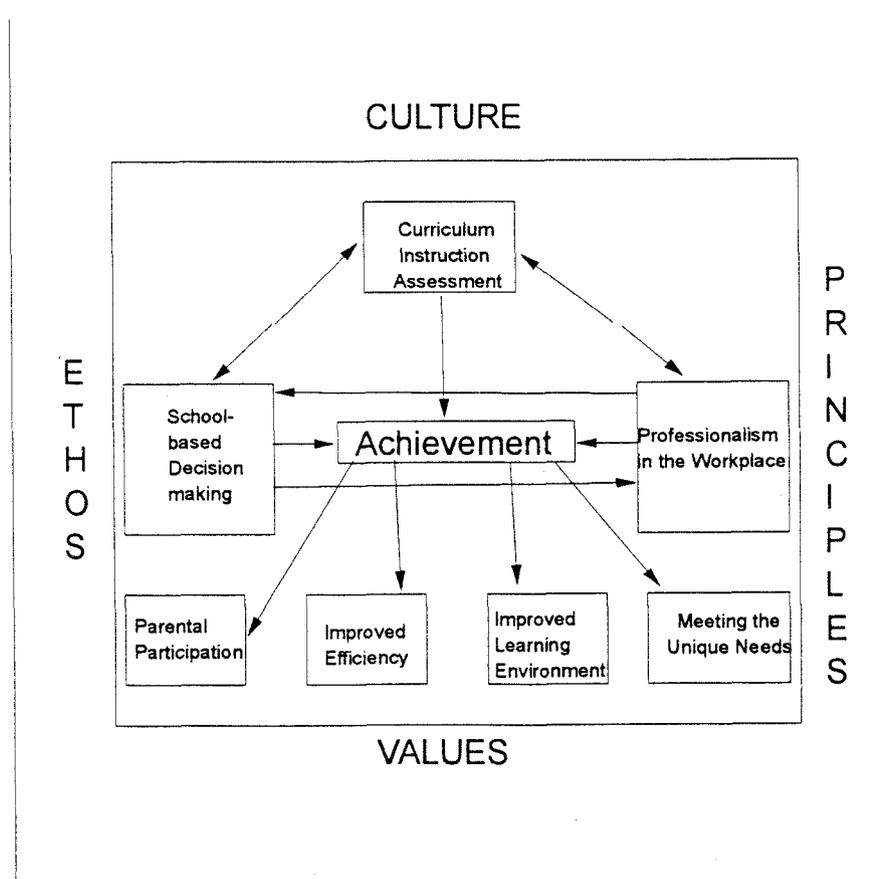
Procedurally, Arizona's Senate Bill 1552 (1990) offered financial incentives to 15 schools to restructure. Without wholesale mandate, schools were appropriately encouraged to examine governance, curriculum and instruction, parental involvement, meeting the unique needs of special student populations, effectiveness and efficiency, student achievement, the roles of teachers, and the learning environment. An evaluation of the schools' efforts in 1991-92 revealed that concrete images of restructured educational practice seemed to focus on three areas:

1. Decision making: Teachers, parents, and students make substantive decisions about the problems and issues that confront their local schools;
2. Curriculum, instruction, and assessment: Schools recognize the inextricable relationship among these three entities and seek alternative, research-based delivery strategies; and

3. Professionalism in the work place: Redefining governance and changes in curriculum and pedagogy generate new roles and relationships among teachers, parents, students, and school leaders.

In over 90 interviews conducted with parents, teachers, and students in 1991-92 in the 15 pilot schools, comments from these stakeholders did not cluster evenly or naturally around the six goals set forth in S.B. 1552 (1990). Rather, the interview data showed that parents, teachers, and students felt that increasing student achievement is the central focus of genuine restructuring. The findings offered further evidence that the three most significant contributors to increasing student achievement were school-based decision making, an aligned model of curriculum/instruction/assessment, and improved professionalism among teachers. With these variables in place, parental involvement increased, the unique needs of students were more easily met, the climate or learning environment improved, and efficiency and effectiveness of school operations were improved. These findings offered support for a structural model (Figure 1) of restructuring that can be fitted to any set of political, social, and cultural values defined by local stakeholders.

Figure 1



Implications of the Model

To apply the model to schools, student achievement must be appropriately defined and measured. Schools are currently left with a puzzling dilemma when they try to demonstrate that change, reform, or restructuring has occurred or has succeeded in the wake of the national crisis about defining and measuring student achievement in the context of complex learner outcomes. Further implications of the model include using these concrete images and appropriate language to effect policy development at local, state, and national levels. Consistent with the literature, top-down mandates are the antithesis of genuine restructuring. However, policy makers ought to establish procedures for encouraging parents, teachers, and students to conduct business differently. Finally, educators must develop rich descriptions of the settings in which local schools are restructuring. Without defining and describing the values to which the stakeholders subscribe, schools will proceed once again down the long road of change for merely the sake of change and deal with the tragedy of wasted time and wasted money.

Summary

In reviewing the educational reform literature, it is clear that incremental reform has obscured the vision for substantially changing the way schools educate students. Genuine restructuring requires a vision of what a restructured school looks like replete with clear language about successful educational practices in the classroom. Stakeholders must define their values within the context of their local cultures, and policy makers can assist by appropriately encouraging schools with incentives to engage in meaningful change.

III. Findings from Project Schools (1992-93) Organized by Four Evaluation Questions

A. Question One: How are the 15 individual schools progressing with respect to their stated project outcomes?

Each of the 15 project schools summarized their settings, defined project outcomes based on the six goal areas set forth in the legislation, measured their outcomes, analyzed their findings, and discussed future plans for restructuring in their self-evaluation studies. In addition, rubrics were designed by the external evaluators, based on Hall's Concerns-Based Adoption Model, that characterize the evolutionary stages of restructuring respective of the six goals. Project personnel evaluated themselves on each of these rubrics on a scale ranging from orientation to renewal. These self-ratings were validated by the external evaluators based on independent observations by six evaluators over two years and data gathered during site visits. It must be noted that for nearly all of the project schools, the ratings on the rubrics were adjusted by the external evaluators. Either the schools underrated or overrated their progress. In cases of overrating, it was assumed by the evaluators that educators are accustomed to marketing their projects to specific audiences and, therefore, the project personnel perceived that only the highest levels of attainment on the rating scales would cast them in favor. Actually, few schools participating in the restructuring project, or in any restructuring effort throughout the nation, would merit rankings at the highest, renewal, stage. Moreover, rankings above the mechanical stage are considered significant of genuine restructuring efforts. Finally, focus group interviews were conducted with parents, teachers, and students in each of the 15 project schools. The following figures, tables, and discussion summarize these findings by setting and goal area (ref. S.B. 1552, 1990).

School Profiles

Figures 2-16 illustrate individual school profiles that include three of the goal areas: Student achievement; professionalism; and, parental involvement; as well as a measure of overall restructuring. The data are summaries from the rubric evaluations and presented as individual school profiles to avoid inappropriate comparisons among schools. Clearly, each school is unique and initiated restructuring at differing levels, prohibiting comparisons among schools by goal areas. Tables 5-7 show four stages of innovation: planning, implementing, improving, and refining with respect to the remaining three goal areas: efficiency and effectiveness; the learning climate; and, meeting the unique needs of target populations.

Settings

Demographically, the 15 project schools varied in ethnic and linguistic composition, organizational configurations, grade levels served, geographic location, and size. Eleven sites are elementary schools; four are high schools. Of the 11 elementary schools, six are configured to serve grades K-5; three are configured to serve grades K-6; one serves grades K-8; and, one serves grades K-3. Eight of the schools are located in Maricopa County; three are in the Tucson area; two are in Yuma; one in Chino Valley; and one in Safford. The largest school participating in the restructuring pilot project is Rancho Viejo, enrolling 1146 students; the smallest school is Carminati, enrolling 380 students. Three schools, C.J. Jorgensen, Rancho Viejo, and Westwood, enrolled a student population of which 85% or more of the students received free or reduced lunch, indicating the low socioeconomic status of the students and community. Five schools, C.J. Jorgensen, Palmcroft, Papago, Rancho Viejo, and Westwood, enrolled students of which 50% or more of the students were non-White. Each of these variables contributed to the mix of restructuring efforts underway in the 15 project schools.

Overall Restructuring

A rubric of seven stages of overall restructuring was constructed based on the review of literature. Each consecutive stage implies a progression from learning about restructuring to pursuing restructuring based on considerable experience and success. All of the 15 project schools demonstrated progress on the identified levels of attainment from 1991-92 to 1992-93. Ten of the 15 schools attained significant levels at the routine level or above in 1993. Table 1 displays the seven stages of overall restructuring. Figures 2-16 show the growth in overall restructuring made over two years by school.

Table 1

Rubric A

Stages of Restructuring Attainable by Site Teams

Directions: Place an X in the column on the right that indicates your level of attainment in 1992. Place a Y in the same column that indicates where you are in 1993.

Levels of Attainment	Description	Rating By Year
Renewal	After considerable experience and success, the school is pursuing its vision of restructuring in the context of improving student achievement.	
Integration	Restructured practice, governance, and professionalism of teachers are institutionalized and consistently evident throughout the school.	
Refinement	Based upon experience, the restructuring effort is undergoing evaluation. The mission of the school is focused on improving student achievement that has been appropriately defined and measured.	
Routine	School has engaged in restructuring, accounting for alternative delivery strategies in curriculum, instruction, and assessment, school-based decision making, and improved professionalism of teachers.	
Mechanical	School has initiated restructuring with a three-five year plan for systemic change.	
Preparation	Stakeholders understand the relationship between incremental reform and genuine restructuring and can articulate a vision for a restructured school.	
Orientation	School is learning about restructuring and is acquainting stakeholders with the needs to develop a vision, to clearly articulate its educational practices, to develop a plan for systemic change, and to refocus the mission on improving student achievement.	

Goal 1: Increased Parental Involvement

The evolutionary nature of parental involvement ranges from apathy of parents to take part in school activities to volunteering in classrooms to involvement in shared decision making to parents who initiate restructuring activities and are actively involved in the leadership of the school. Table 2 shows these seven developmental stages of parental participation. Figures 2-16 demonstrate the levels of involvement by parents by school in 1991-1992 and 1992-93. Across all 15 schools, parental involvement was defined as increasing parental participation in school events such as parent/teacher conferences and special schoolwide activities. Significantly, every school documented participation rates. Several schools, e.g. University High School, Glendale High, Kyrene del Sureno, and Litchfield, defined parental involvement as increasing voluntarism and participation in decision making committees. Some schools, e.g. Palmcroft, Rancho Viejo, and Westwood, increased parental involvement and measured the perceptions of parents about their opportunities to be involved in meaningful activities in the school. Every school, except C.J. Jorgensen, increased the level of parental involvement from 1991-92 to 1992-93 as evidenced by the school profiles (Figures 2-16).

Table 2
 Rubric D
 Parental Participation

Levels of Attainment	Levels and Types of Parental Participation	Rating By Year
Renewal	Several parents are initiating leadership of restructuring activities based on prior experiences and successes.	
Integration	Several parents are routinely involved in the leadership and operations of the school.	
Refinement	Parents are routinely involved in all aspects of school life, including the classroom, and some are beginning to be meaningfully involved in school-based decision making.	
Routine	Several parents are routinely involved in a variety of activities in this school and understand school-based decision making.	
Mechanical	Some parents are involved in this school in various ways such as working in the library and office and volunteering to help some teachers in classrooms.	
Preparation	Some parents are involved in this school primarily in special events, parent-teacher conferences, and attendance at student performances.	
Orientation	The majority of parents don't take advantage of opportunities to be involved in school activities.	

Goal 2: Increased Student Achievement

Defining and measuring student achievement appropriately are challenges for all schools. Nationally, there is movement away from using single, standardized sets of measures of student achievement. Yet, a clear path to measuring complex learner outcomes remains obscure. The Arizona Student Assessment Program, with its technical problems, represents the radical changes that are occurring across the nation in student assessment. There are no appropriate data from the ASAP to assist individual project schools with year-to-year comparisons. However, several of the 15 project sites utilized sophisticated curriculum-referenced measures that have been aligned with local curricula to measure student achievement. Glendale High School, Kyrene del Sureno, Westwood, and Litchfield exemplified appropriate use of pre-post CRT assessments. Other project schools such as Rancho Viejo, Palmcroft, Gilbert, Papago, Carminati, and Mountain View High used a variety of indicators to augment test scores such as dropout rates, attendance, and participation rates in student-based curriculum programs to document evidence of increased student achievement. Safford High, Laguna, C.J. Jorgensen, and Del Rio relied more on published tests and classroom-developed indicators. Because of its uniquely academically gifted student population, University High School successfully measured student achievement on traditional standardized instruments such as the SAT and ACT. Significantly, all of the project schools showed evidence of thinking about student achievement differently over the two-year evaluation period. Table 3 shows the evolutionary nature of activities involving measuring student achievement. Figures 2-16 show the levels of activity by project school from 1991-92 to 1992-1993. Significantly, 13 of the 15 schools demonstrated progress in 1993 at the refinement level or above.

Table 3

Levels of Attainment	Stages of Activity Concerning Defining and Measuring Student Achievement	Rating By Year
Renewal	We use a variety of indicators of school success including the state's ASAP, standardized tests, district tests, and outcome measures developed by our teachers.	
Integration	We use performance measures in addition to other types of measures of student outcomes.	
Refinement	We are making changes in achievement measurement that reflect student outcomes that are more meaningful and important.	
Routine	We use district/school-developed paper-and-pencil tests and other indicators (e.g. attendance, dropout rates, etc).	
Mechanical	We use district/school-developed paper-and-pencil tests and published tests.	
Preparation	We use published tests and other indicators (e.g., attendance, dropout rates, etc.).	
Orientation	We use published tests exclusively.	

Focus Group Interviews Regarding Student Achievement

To assist project schools with a clearer understanding of the importance of defining and measuring student achievement appropriately in a restructured school, 45 focus group interviews were conducted in the 15 project schools. The purpose of the interviews, conducted with parents, students, and teachers, was to determine "what" is measured in schools, "how" it is measured, and how it could be measured differently. The data were clustered to make comparisons of the comments offered by parents, students, and teachers. Preliminary analysis revealed the following themes among the comments. (Final analysis will be provided in the third-year summative report.)

1. Teachers and parents generally disregard and distrust the results of standardized tests.
2. Teachers generally support the use of the ASAP as a measure of students' writing and critical thinking skills.
3. Teachers generally considered the administration of the ASAP over the last two years as a trial effort to work out the technical problems.
4. Parents generally regarded the ASAP as a more accurate measure of student performance than a standardized test.
5. Teachers generally support the use of curriculum-referenced tests, but are unclear as to how they are developed, who develops them, and how they are used by district/school administrators.
6. Parents generally are unaware of the content of curriculum-referenced tests, their purposes, and where they come from.
7. Teachers generally indicated that they know when students have learned and that awareness doesn't come from tests. Rather, the awareness generally comes from affective means, e.g. facial expressions, behaviors, attitudes, expressions of motivation, etc.
8. Students generally indicated that they learn best from projects, demonstrations, hands-on activities, writing, science experiments, and math manipulatives.

9. Parents generally indicated that they know when their children have learned when their students are happy about going to school and talk about their accomplishments and school activities.
10. The single common thread among all interview data was that multiple indicators of student achievement have more meaning than any single indicator.

Goal 3: Improved Professionalism and Cooperation

During the last 20 years, educators have focused efforts to improve the professionalism of teachers on staff development activities. Currently, all of the 15 project schools included staff development in their definitions of this goal area with documented evidence of participation rates by staff. However, several of the project schools offered additional evidence of the extent to which teachers and staff members have increased time and effort to collaborate in planning for the delivery of curriculum and instruction. More significantly, several of the schools have defined project outcomes in this goal area in terms of shared decision making, an activity closely linked with the goal area of improving efficiency and effectiveness. With technical assistance from the Morrison Institute, most of the 15 schools are in various stages of implementing a school-based decision making model of governance. For example, shared decision making is the cornerstone of projects such as University High, Glendale High, Papago, Palmcroft, and Rancho Viejo, each exhibiting varying degrees of sophistication. Schools such as Palmcroft and Westwood conducted surveys of parents, teachers, and students that offered substantial evidence of their progress in improving the professionalism and cooperation among teachers and staff as well as progress in shared decision making. Table 4 shows the levels of teacher professionalism that range from teachers isolated by definition of their teaching assignments to teachers with redefined roles as active participants in the governance, curriculum, and planning efforts in their schools. Figures 2-16 demonstrate the progress in professionalism and cooperation by school from 1991-92 to 1992-93. Twelve of the 15 schools increased their levels of attainment over the two year evaluation period. Significantly, 12 of the 15 schools demonstrated progress in 1993 at the routine level or above.

Table 4

**Rubric C
Teacher Professionalism**

Directions: Place an X in the column on the right that indicates your level of attainment in 1992. Place a Y in the same column that indicates where you are in 1993.

Levels of Attainment	Teacher Professionalism	Rating By Year
Renewal	Teachers have redefined their professional roles through collaboration, meaningful contributions to school governance, and cooperative efforts to change their educational practices.	
Integration	Teachers are working together to initiate restructuring efforts based on prior successes.	
Refinement	Teachers initiate opportunities for professional development and support is provided. Teachers routinely seek collaborative relationships with colleagues to plan curriculum and instruction activities. Teachers are routinely involved in school-based decision making.	
Routine	Teachers are routinely involved in school-based decision making. A variety of restructured practices is integrated into the curriculum, e.g., multi-age grouping, infusion of technology, cooperative learning, etc.	
Mechanical	Teachers are beginning to become involved in school-based decision making. Teachers routinely meet to collaboratively plan for restructured classroom activities.	
Preparation	Teachers plan curriculum activities together and routinely meet to discuss student progress for purposes of designing classroom activities.	
Orientation	Teachers are isolated by definition of their teaching assignments. Little planned effort is made for collaboration and cooperation.	

School Profiles: Figures 2-16

The following school profiles, included alphabetically by school name, show the levels of attainment with respect to seven developmental stages for four areas: Overall restructuring; student achievement; professionalism; and parental participation. Each profile demonstrates trends from 1991-1992 (darker block) to 1992-1993 (lighter block) in each of the four areas. The preceding tables 1-4 indicate descriptions for each of the seven developmental stages, ranging from orientation (level 1) to renewal (level 7). Again, it must be noted that attainment at the routine level or above is significant of efforts to genuinely restructure. It was expected that few, if any, schools would attain rankings at level 7. Similarly, few, if any, schools should have only attained level 1 after two years of project funding.

Figure 2

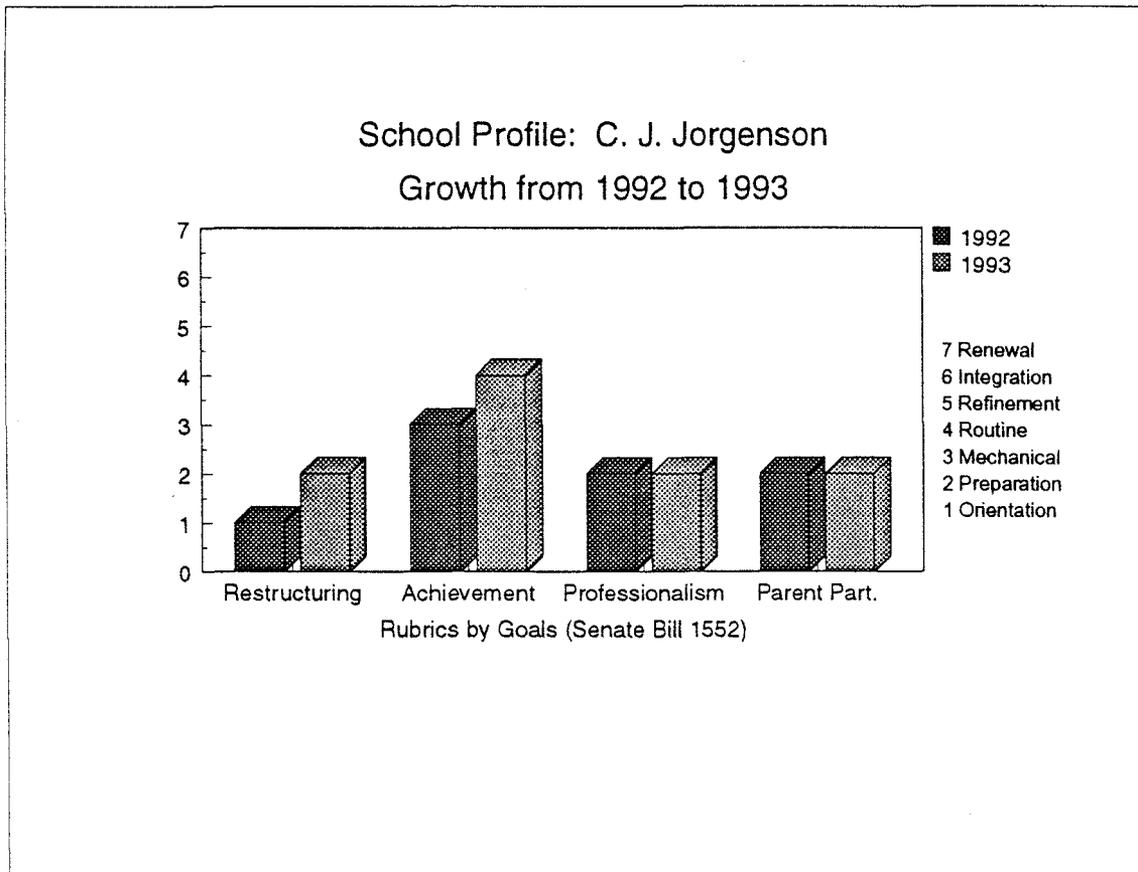


Figure 3

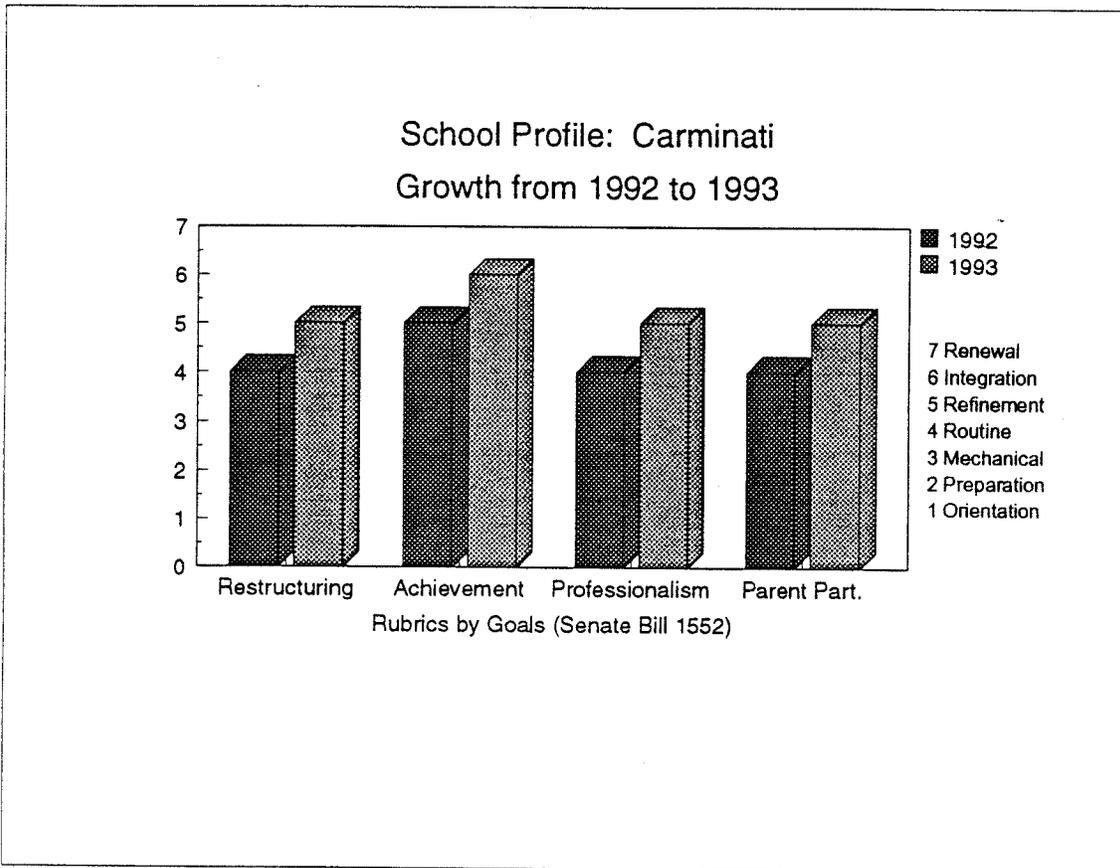


Figure 4

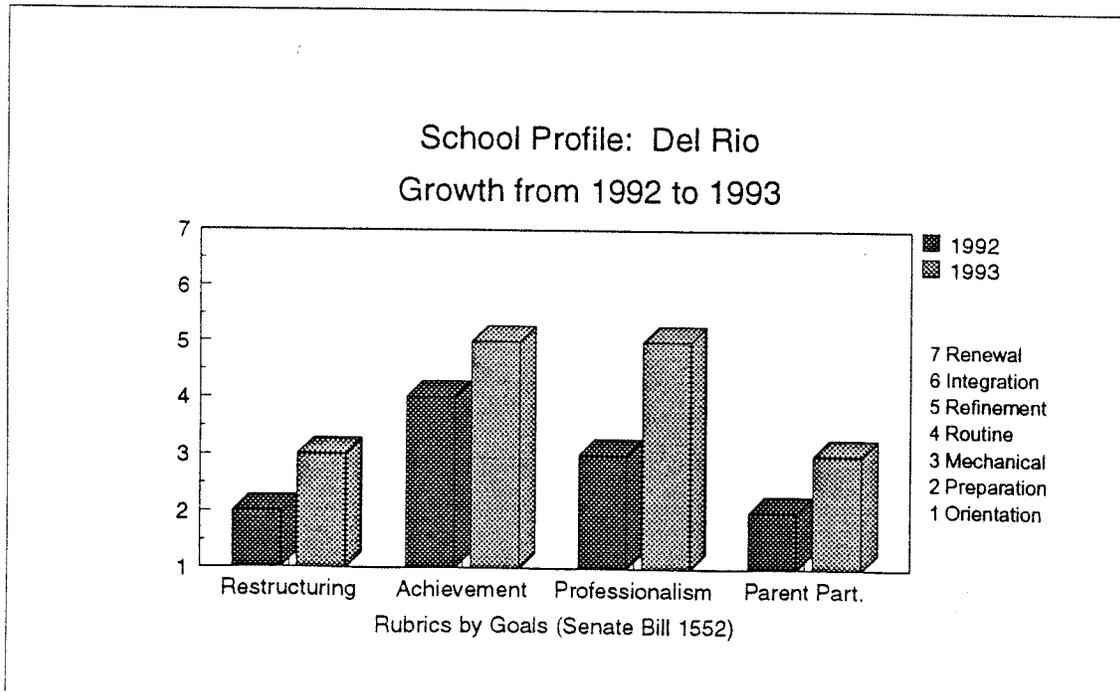


Figure 5

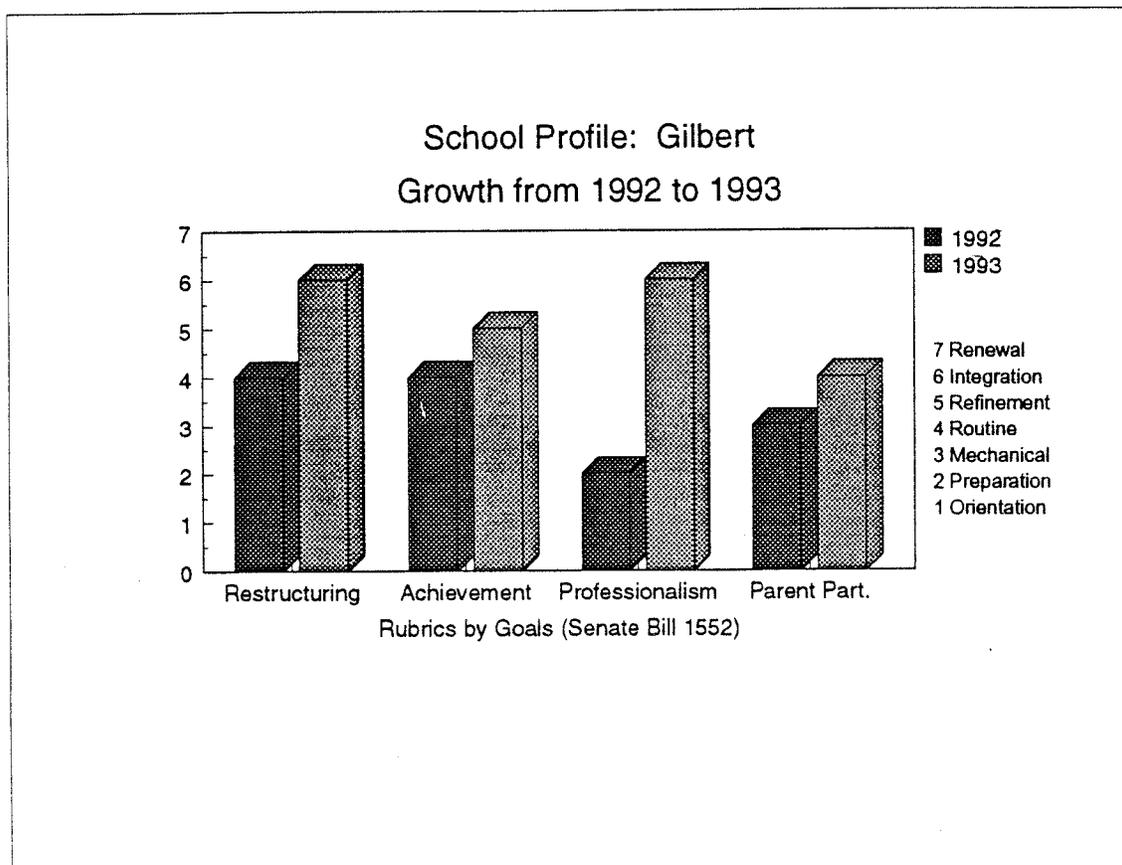


Figure 6

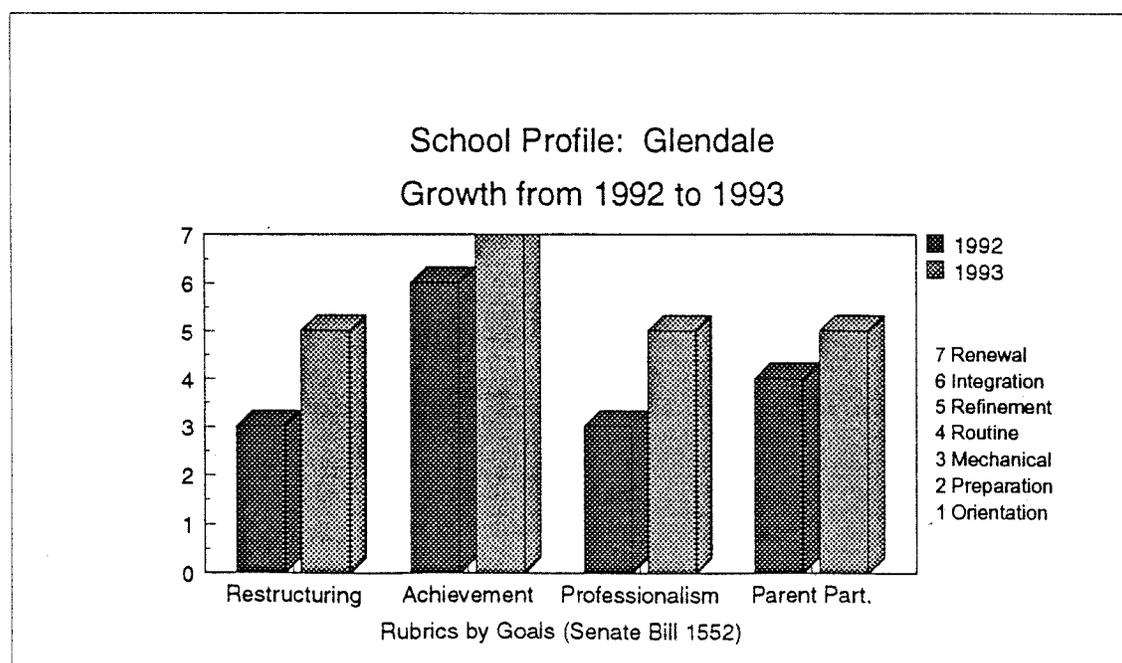


Figure 7

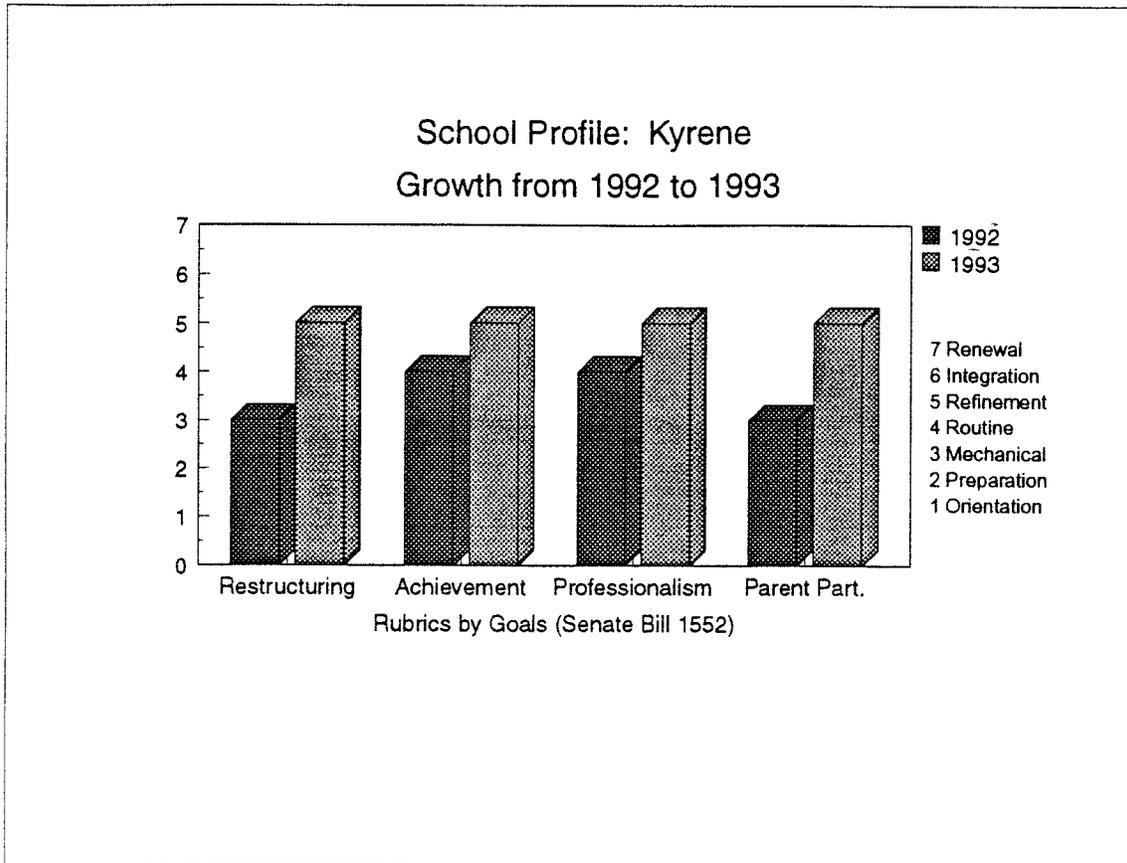


Figure 8

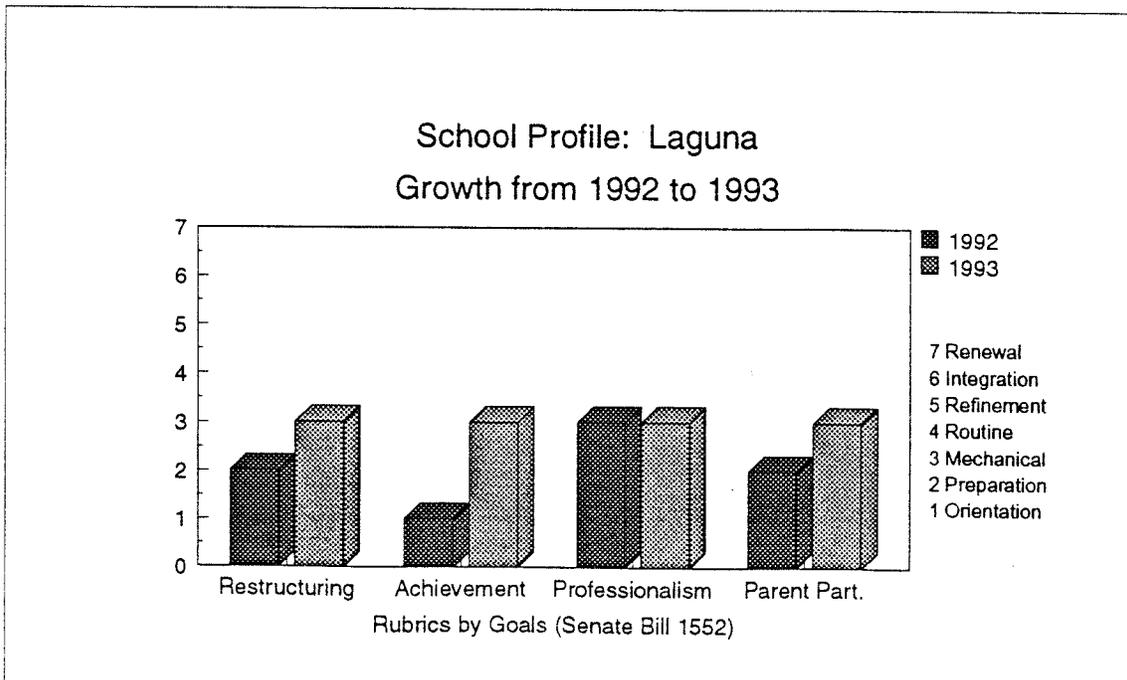


Figure 9

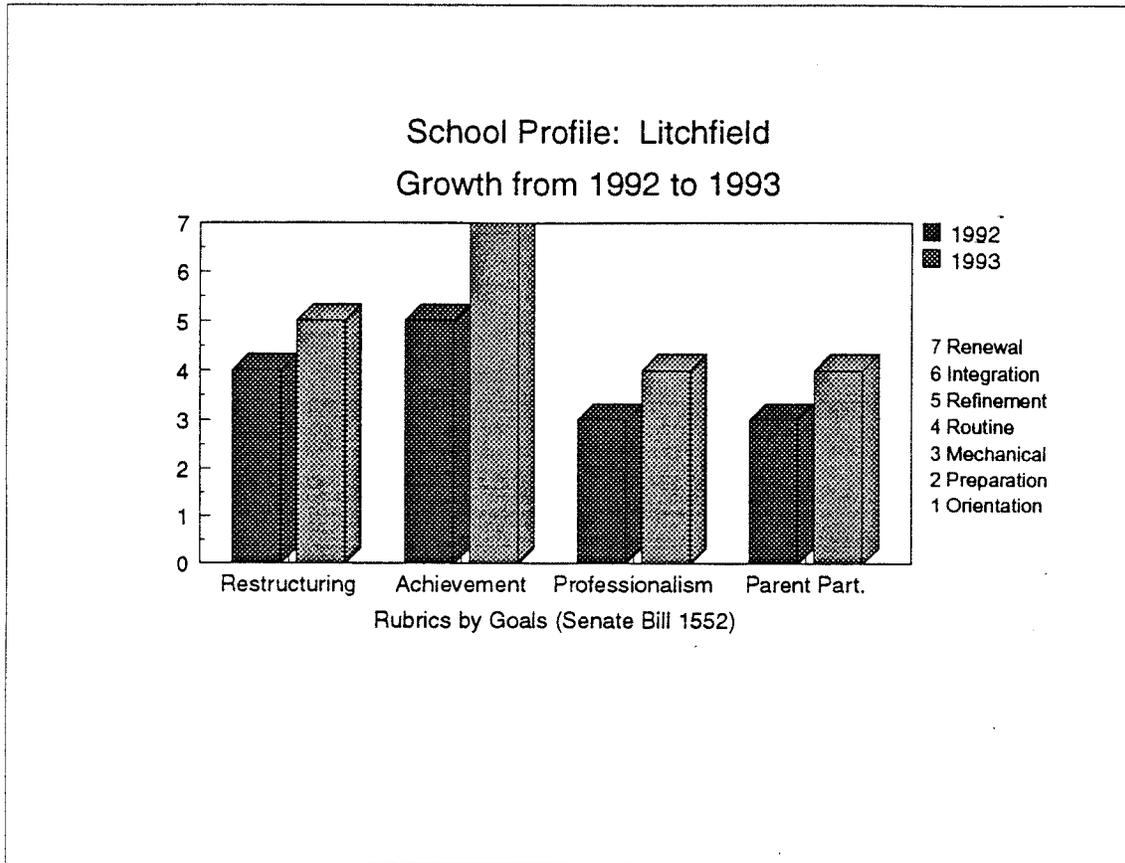


Figure 10

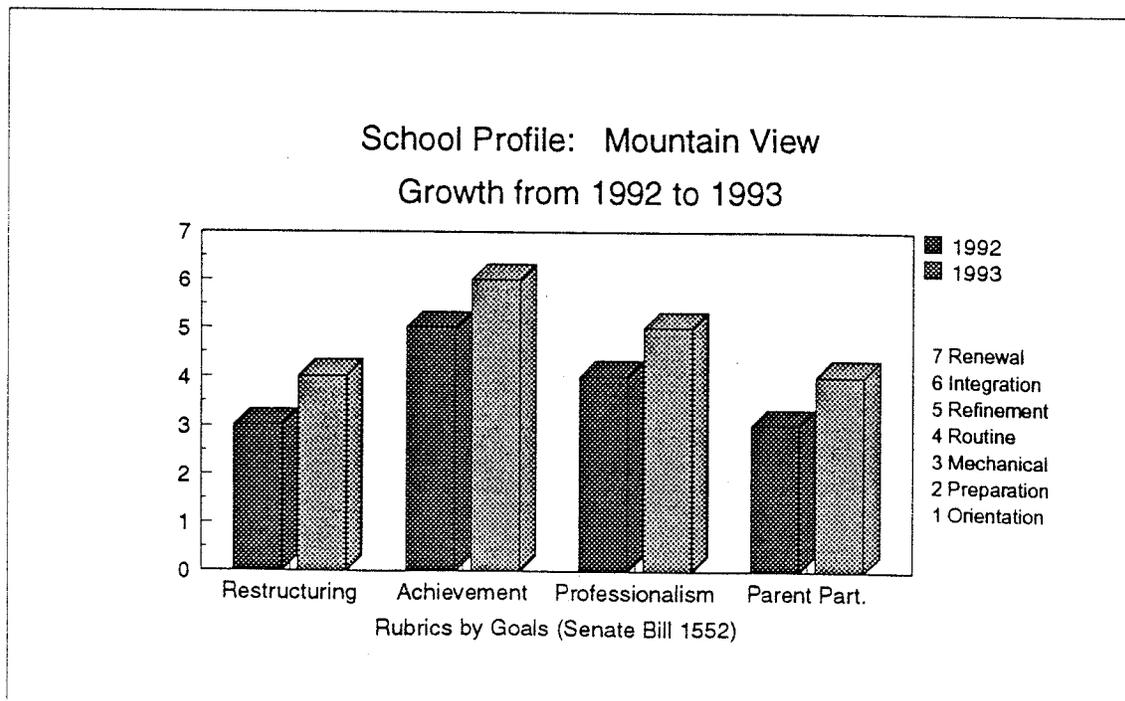


Figure 11

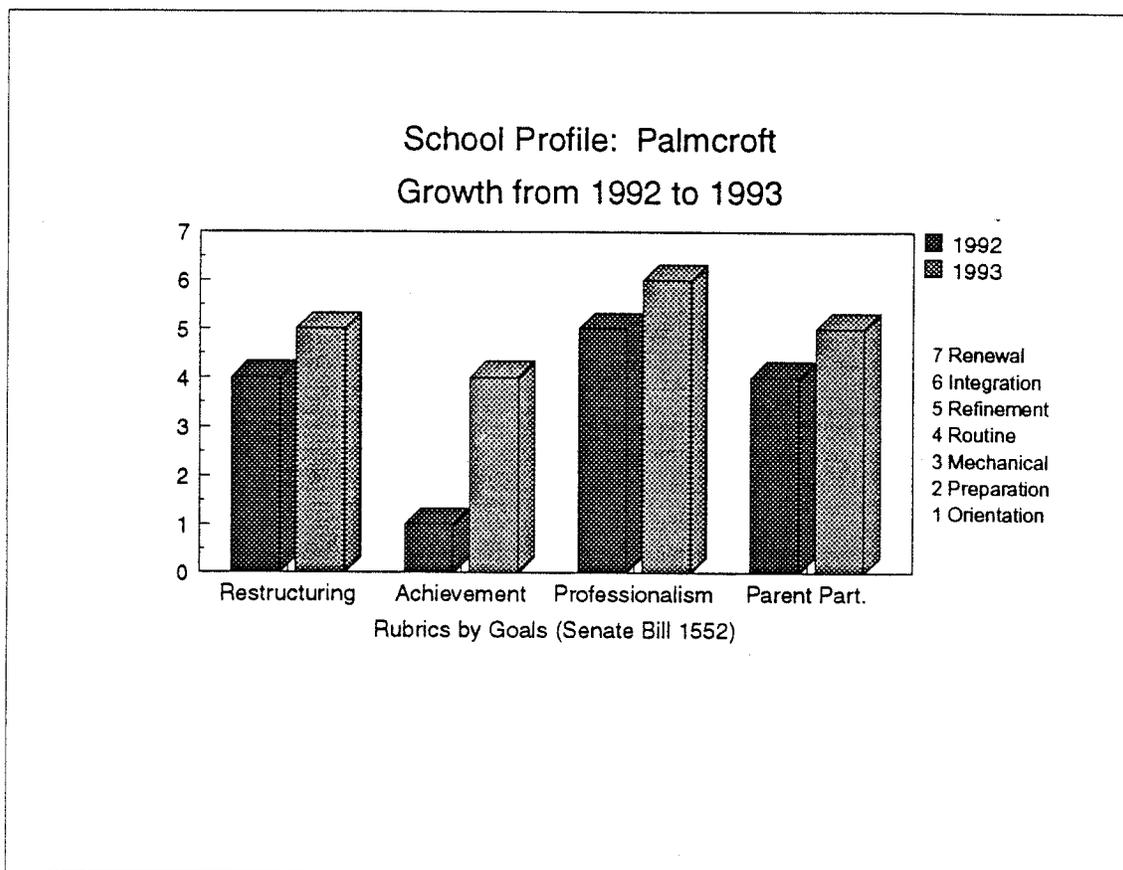


Figure 12

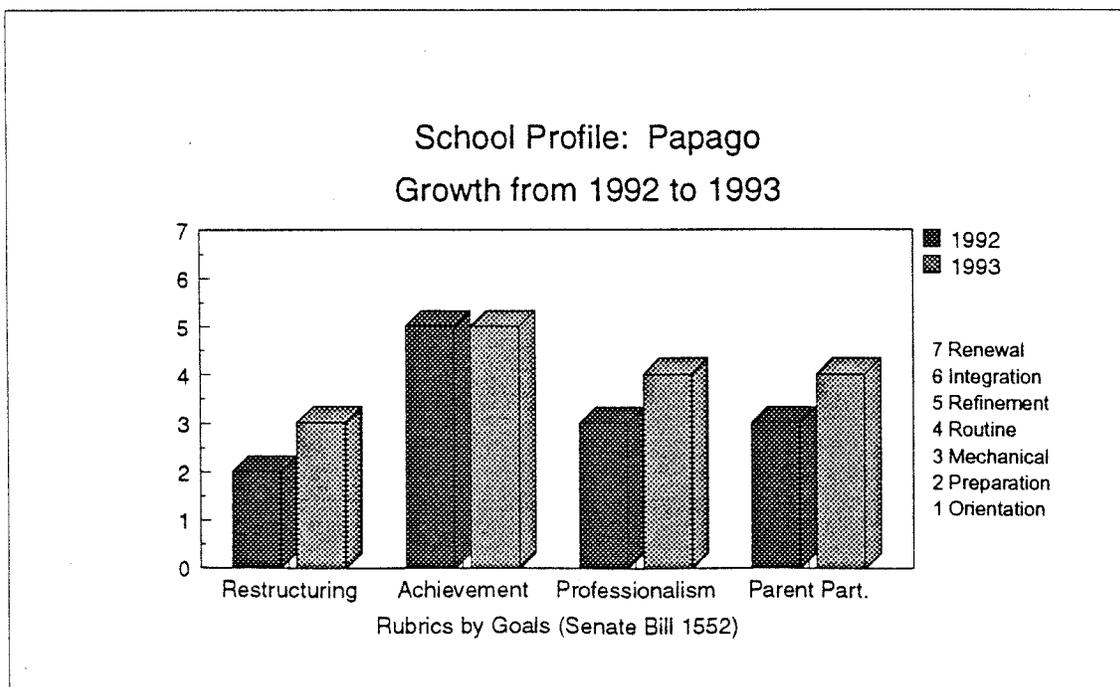


Figure 13

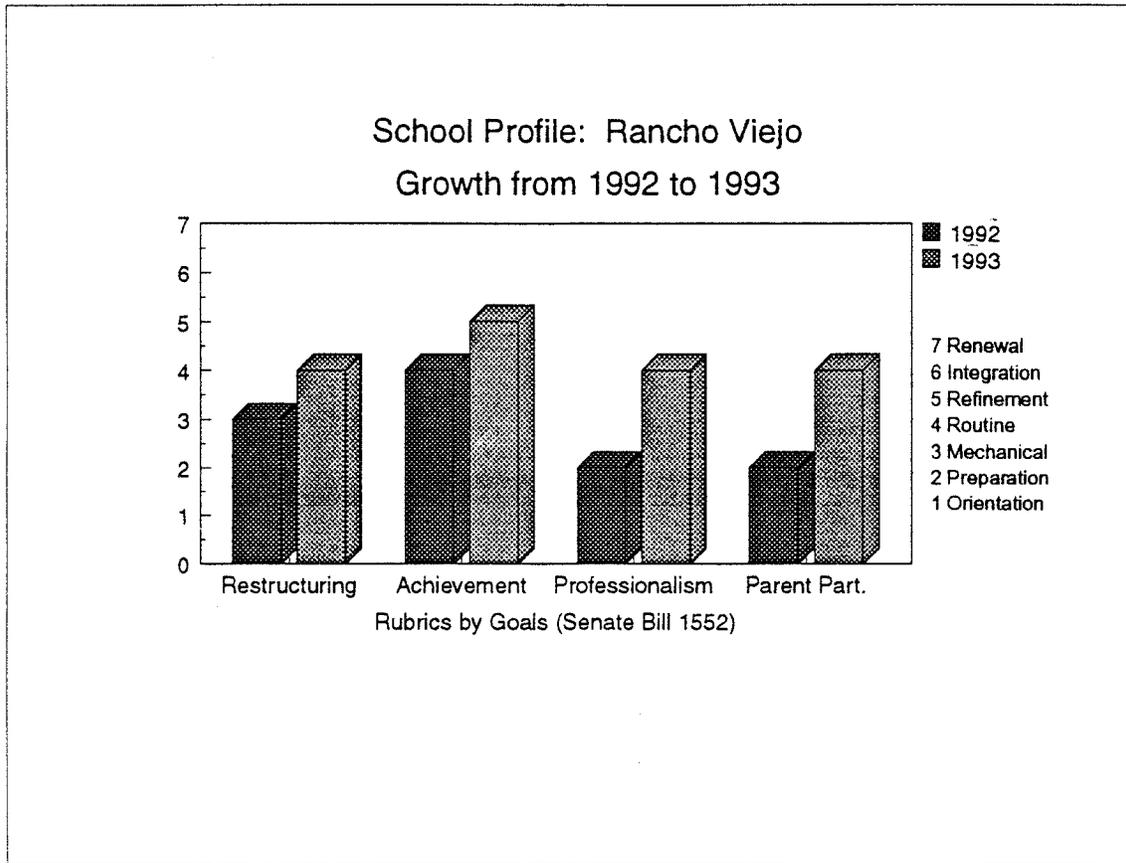


Figure 14

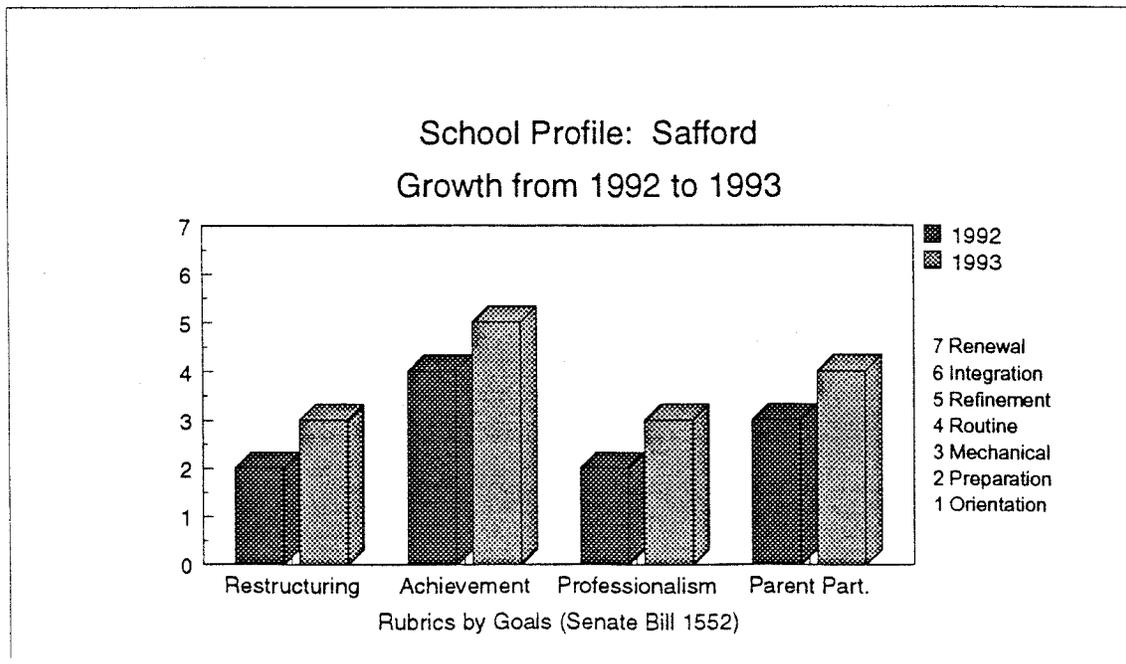


Figure 15

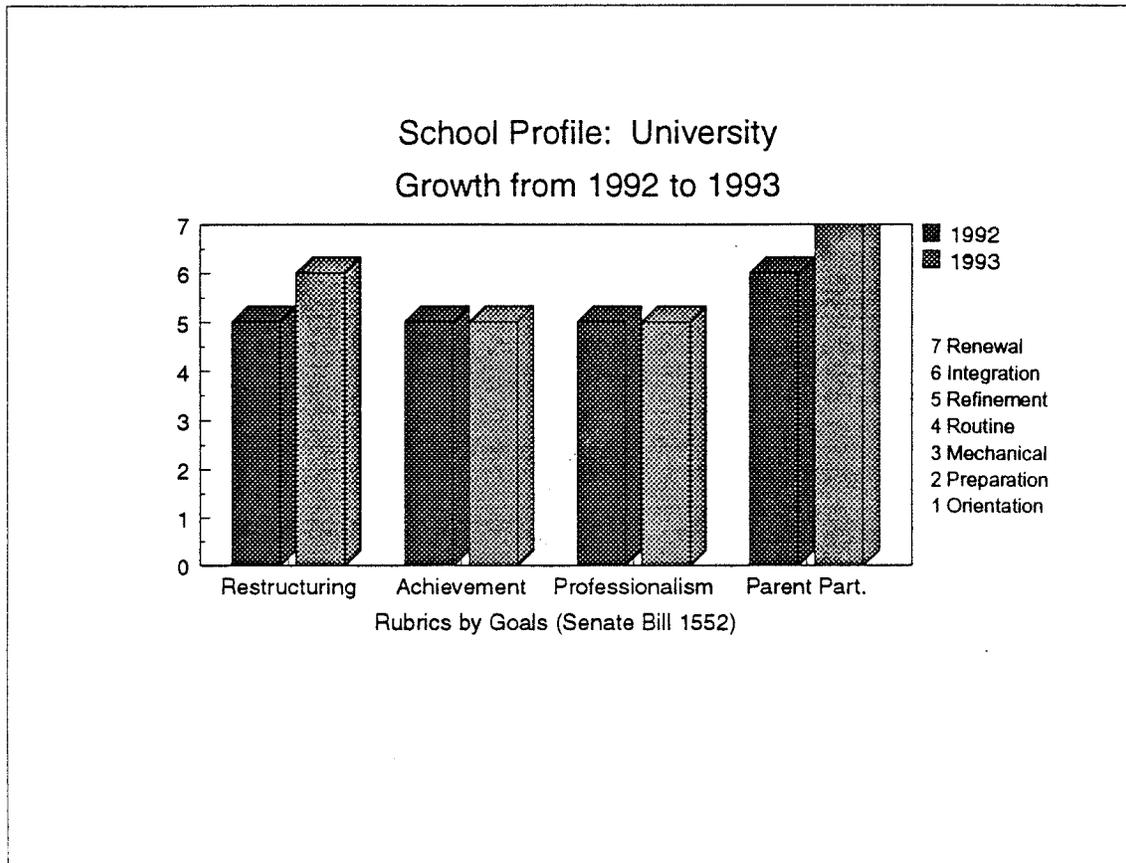
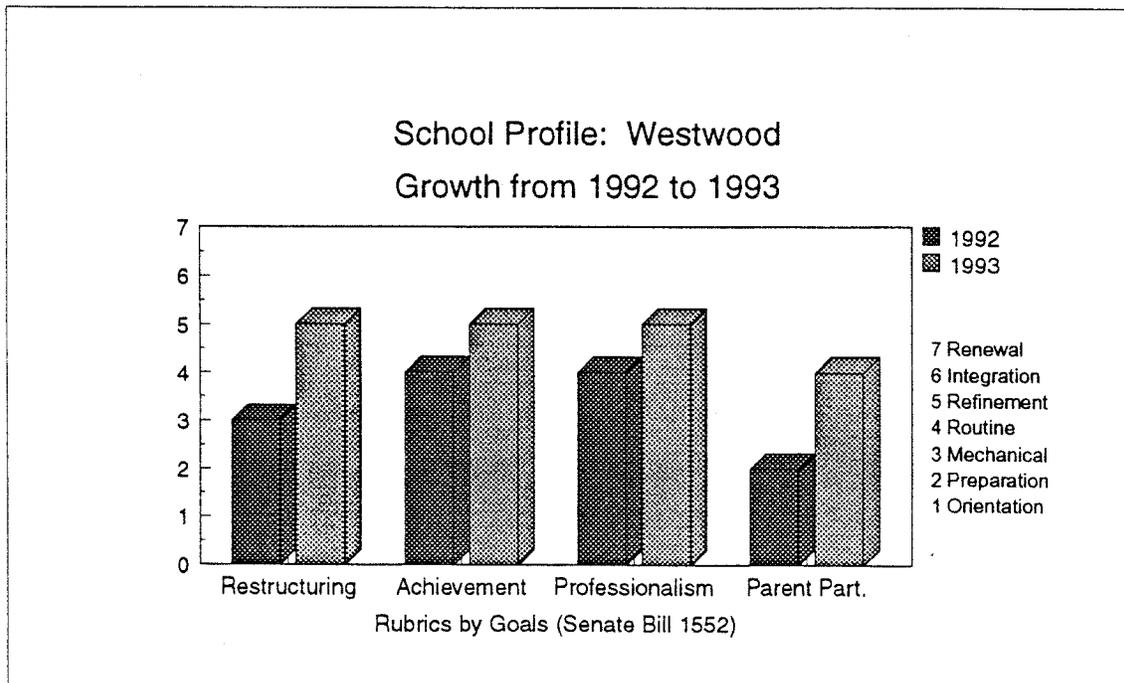


Figure 16



Goal 4: Improved Efficiency and Effectiveness

Each of the 15 project schools was asked to indicate their progress with respect to planning, implementation, improvement, or refinement of 19 areas of restructured educational practice. The 19 areas on the matrix represent a spectrum of restructured activities such as aligned curriculum/instruction/assessment models, shared decision making, alternative school calendars, and alternative student grouping practices. No school was expected to demonstrate progress in all 19 areas as each school has selected a focus for its restructuring effort. For example, Palmcroft and Rancho Viejo are the only two project schools currently implementing or improving year-round education programs. Table 5 aggregates the data across all 15 schools, providing a frequency count of the innovations that are underway in the project schools. Significantly, all of the schools showed progress in their respective areas of focus over time.

Table 5
Profile of Restructuring Activity by Level of Development

Restructuring Activity	Planning	Implement.	Improving	Refining
Year-round school	3	1	1	0
Multi-age grouping	1	2	4	4
Technology to improve communication	2	3	4	3
Technology to improve instruction	1	2	9	2
Technology to improve management	2	6	7	0
Integration of special and regular education	0	3	6	5
Community service projects	1	5	4	1
School-based decision making	4	4	5	2
Staff development	0	3	7	5
Interdisciplinary studies	0	3	4	3
Extended-day kindergarten	0	5	2	2
Cross-age and peer tutoring	1	3	5	4
Mentoring programs for faculty/students	0	3	3	2
Integrated curriculum	2	1	5	4
Extracurricular/extended-day program	2	3	4	2
Aligned curriculum-referenced testing	5	1	6	3
Performance testing	3	3	3	4
Portfolios assessment	2	3	5	2
Other:	0	1	0	1

Goal 5: Improved School Climate/Learning Environment

Each of the 15 project schools was asked to indicate its status with respect to planning, implementing, improving, or refining its school and learning climate. Project personnel rated their progress with respect to using multiple measures to determine the attitudes of teachers, parents, and students regarding the school climate and to rate the extent to which the relationship between an improved school climate and improved student achievement is recognized and valued. Notably, several of the schools, e.g. Palmcroft, Rancho Viejo, Kyrene del Sureno, and Westwood, administered surveys to parents, teachers, and students that provided a rich data base for making decisions about restructuring activities. Some of the schools surveyed one group of stakeholders, e.g. University High surveyed students; Safford High and Del Rio surveyed parents; Carminati surveyed teachers and parents. These findings provided substantive evidence of the learning climates. All schools were encouraged in their formative evaluation reports to systematically survey all stakeholders as a measure of progress in all goal areas. Table 6 aggregates the data across all 15 schools, providing a frequency count of the extent to which the schools are measuring and valuing an improved learning environment.

Table 6

School and Learning Climate

School and Learning Climate	Planning	Implementing	Improving	Refining
We are measuring our school climate with multiple measures of teachers, parents, and students.	0	5	3	7
We recognize the value of an improved learning climate and are working on restructuring activities (see Rubric E) to improve our climate.	0	1	9	5

Goal 6: Meeting the Unique Needs of Students

Each of the 15 project schools was asked to indicate the nature of the innovations that addressed the needs of special student populations with respect to planning, implementation, improvement, and refinement. Fourteen target populations were identified on a matrix, ranging from gifted students to students with various handicapping conditions. Each school enrolled unique student populations. Therefore, no school was expected to respond in all 14 areas. Several schools, e.g. Glendale High, Palmscroft, and Rancho Viejo, have uniquely addressed the language needs of students whose primary home language is other than English. Other schools, e.g. Kyrene del Sureno, Gilbert, and Carminati, have addressed unique needs through multi-age grouping patterns or through the integration of special and regular education programs. All project schools documented evidence of providing programs for their respective targeted populations, each exhibiting varying degrees of innovation. Table 7 aggregates the data across all 15 project schools. These findings provide a frequency count of the schools that are using restructuring funding to meet the unique needs of students with special challenges.

Table 7

Meeting Unique Needs of Students¹

Target Populations	Planning	Implementing	Improving	Refining
Bilingual	0	1	0	2
ESL	1	1	2	3
Gifted	1	0	3	3
Talented (Fine Arts)	0	2	3	0
Honors/AP	0	1	1	2
Emotionally Handicapped	1	2	1	2
Mentally Handicapped	0	1	1	4
Physically Handicapped	0	1	1	1
Developmentally Delayed	2	4	4	2
Attention Deficit Disorder	1	2	2	0
Learning Disabled	1	3	1	0
Hearing Impaired	0	1	0	0
Visually Impaired	0	1	0	0
Latch-Key	1	2	3	1
Other	0	3	1	0

¹Unique needs met through restructuring project

Summary of Findings Related to Evaluation Question One

Each project school's restructuring efforts in the six goal areas of S.B. 1552 (1990) were evaluated with multiple measures. The *Formative Evaluation Report* provided to each school summarized specific accomplishments in each goal area, analyzed those accomplishments in the context of stated projected outcomes as well as recommendations for future activities, and commended the schools for specific innovations, procedures, and practices. This *Summative Evaluation Report* presented the findings from a variety of data collected by the external evaluators.

The commendations offered to each school in the *Formative Evaluation Report* were designed to encourage schools to continue those practices that are research-based or are showing promise of improving student achievement. Table 8 groups the commendations offered to schools based on their accomplishments during 1992-93. These commendations are important because they illustrate the specific strengths of each school project.

Table 8

Strengths of Project Schools

	C. J. Jorgensen	Carminati	Del Rio	Gilbert	Glendale High	Kyrene	Laguna	Litchfield	Mountain View	Palmcroft	Papago	Rancho Viejo	Safford	University	Westwood
Prepared clear self-evaluation reports	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●
Demonstrated understanding of relationship between reform and genuine restructuring				●	●		●	●	●						●
Collected meaningful data from parents, teachers, and students as evidence of progress in six goal areas		●			●		●	●	●		●				●
Wove aspects of restructuring into a cohesive, focused project across all six goal areas		●		●	●		●				●				●
Demonstrated evidence of significant innovations in curricular and instructional practices		●		●			●		●		●				
Demonstrated exemplary progress with shared decision making									●						●
Designed project to meet complex needs of families through linkages with social service agencies							●			●	●				
Critically analyzed progress in six goal areas with candor and honesty	●				●		●	●	●						●
Designed age- and content-appropriate programs for young children		●		●							●				●
Defined and measured student achievement in terms of an aligned curriculum/instruction/assessment model					●	●									
Endured significant mitigating circumstances/barriers to restructuring	●		●										●		
Fully cooperated with self-evaluation and external evaluation efforts	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●

B. Question Two: How can each of the 15 school sites improve their restructuring efforts?

The improvement of individual restructuring efforts in the 15 project schools will be discussed in two dimensions: 1. A summary of the process of self-evaluation in which each school engaged; and 2. A summary of the recommendations offered to each school with respect to specific restructuring outcomes, activities, and results.

Process

Because of the evolutionary nature of genuine restructuring, each school's restructuring activities varied, depending upon their initiation points. However, the process of studying and evaluating programs and practices was constant across schools in that the self-evaluation concept was new to all of the project personnel. In reviewing the self-evaluation reports, which were all formatted similarly based on the model reports provided for each school, four common themes emerged: Outcome identification; Outcome assessment; Critical analysis of progress; and, Directions for the future. These themes are summarized across all 15 schools in Table 9, providing a profile of the levels of sophistication at which the schools conducted their self-evaluation studies. The most marked difference among the reports was the extent to which the schools were willing to honestly discuss their progress. All public schools are subject to considerable scrutiny and criticism. Therefore, it was assumed by the external evaluators that few educators are willing to take the necessary risks to critically analyze their successes and failures in terms of using what they know to make decisions about future directions. Yet, the ability to collect appropriate data and use it to make decisions has enormous potential to impact the lives of students, teachers, and parents. Table 9 highlights those project schools that were successful in four areas as well as those that can improve.

Recommendations about Restructuring

In each formative evaluation report, recommendations were made to each project school regarding the nature of their restructuring activities across the six goal areas. Table 10 summarizes the recommendations offered to each school that have the most potential to make a difference in the evolution of its restructuring effort.

Table 9

Formative Evaluation Summary Based on Self-Evaluation Reports

OUTCOME DEFINITION	C. J. Jorgensen	Carmichael	Dial Rob	Gilbert	Glendale High	Laguna	Litchfield	Nyrene	Mountain View	Palmscroft	Petaluma	Rancho Viejo	Safford	University	Washwood
Defined project outcomes that are characteristic of genuine restructuring	⊗	⊗	⊗	⊗	⊗	⊗	⊗	⊗	⊗	⊗	⊗	⊗	⊗	⊗	⊗
Defined project outcomes that are more characteristic of school reform	⊗	⊗		⊗					⊗			⊗			
Defined project outcomes characteristic of trial-and-error practices															
OUTCOME ASSESSMENT															
Collected/analyzed meaningful data from parents, teachers and students						⊗	⊗	⊗	⊗		⊗				
Collected some data and showed evidence of how to analyze and display	⊗	⊗	⊗	⊗	⊗					⊗		⊗	⊗	⊗	⊗
Did not systematically collect data to evaluate project outcomes															
CRITICAL ANALYSIS															
Critically analyzed and drew conclusions that will impact future outcomes						⊗	⊗	⊗	⊗						
Discussed progress regarding goals and project outcomes				⊗	⊗	⊗					⊗				⊗
Discussed progress based on marketing project to audiences	⊗	⊗	⊗							⊗		⊗	⊗		
DIRECTION FOR FUTURE															
Demonstrated clear focus for future outcomes				⊗	⊗		⊗	⊗	⊗	⊗	⊗				
Demonstrated some direction in the context of key activities	⊗	⊗			⊗					⊗		⊗	⊗	⊗	
Demonstrated lack of direction because focus has shifted	⊗														

Table 10

Summary of Recommendations Offered to Project Schools

It is recommended that:

C.J. Jorgensen pursue an understanding of the fundamental differences between reform and genuine restructuring in order to withstand the substantial internal barriers that have occurred during the project funding cycle. Successful restructuring can occur only when the political climate either allows the stakeholders to plan, implement, and evaluate systemic change or the stakeholders are prepared to manipulate the political climate.

Carminati pursue the development of curriculum-referenced tests in all content areas that provide a richer picture of student achievement at all grade levels.

Del Rio pursue the design and development of an aligned curriculum/instruction/assessment model so that there is a consistent match between what is taught and what is tested across all grade levels.

Gilbert extend its data collection efforts and analysis procedures so that more illustrative information is provided regarding student performance on curriculum-referenced tests and so that evidence of the effectiveness of shared decision making is available.

Glendale High consider collecting data from teachers and students regarding their perceptions of the learning environment as well as of specific curricular programs and practices.

Laguna pursue the design and development of an aligned curriculum/instruction/assessment model so that stakeholders can systematically participate in determining what is to be taught at all grade levels, and ensuring that what is taught is tested and vice versa.

Litchfield pursue the formalization of its shared decision making process and collect information from teachers as to their perceptions of the extent to which their input is valued, utilized, and meaningful to the daily operations of the school.

Kyrene del Sureno provide evidence of the effectiveness of its committee structures, which facilitate shared decision making, by gathering information from the participants.

Mountain View continue to formalize its process for shared decision making. Efforts are underway and clear evidence was provided about current progress, indicating that there is some resistance, as anticipated, from teachers.

Palmcroft pursue the design and development of curriculum-referenced tests that provide a more accurate measure of student achievement in the context of the local curriculum and the State Essential Skills.

Papago refine its procedures for displaying data and drawing appropriate conclusions from the collected evidence across all six goal areas (S.B. 1552, 1990).

Rancho Viejo pursue the design and development of an aligned curriculum/instruction/assessment model that accurately reflects local curriculum and the State Essential Skills.

Safford High continue to refine its scopes and sequences at the department level (a school improvement activity) with an eye to developing an aligned curriculum/instruction/assessment model that is more characteristic of restructuring.

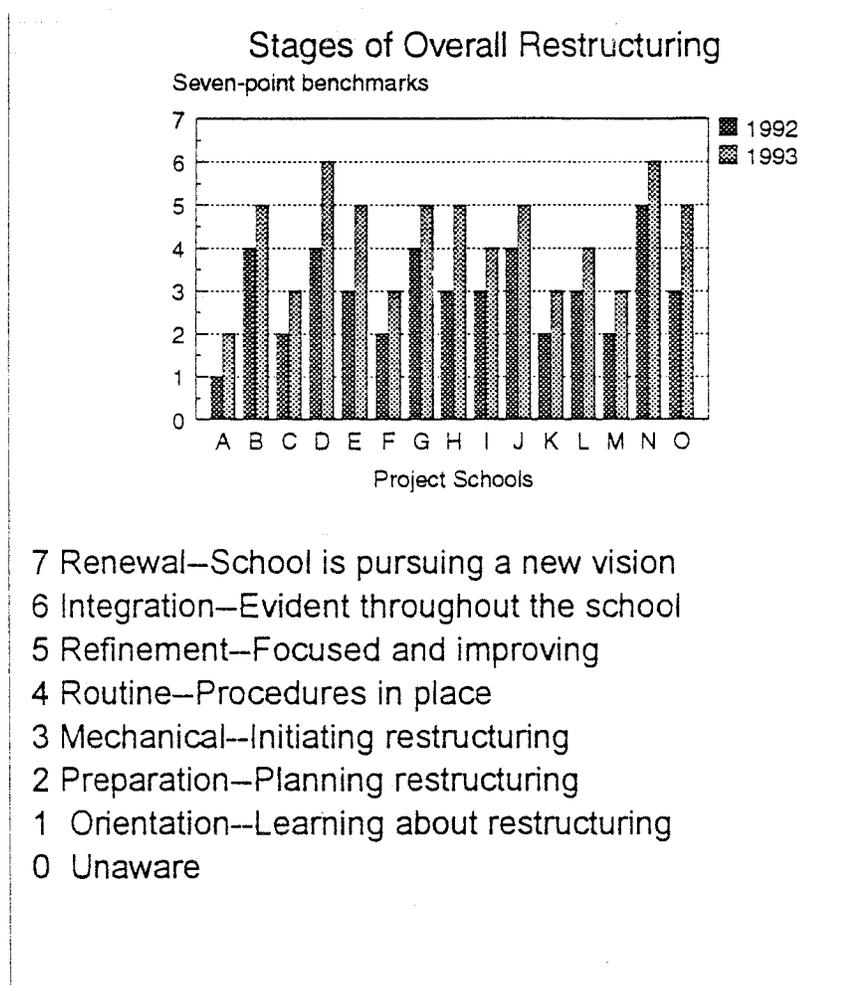
University High analyze the data collected from students in the Senior Exit Questionnaire to provide more information about students' perceptions of programs, curriculum, and the climate.

Westwood pursue formalization of a shared decision making model and analyze its effectiveness in the context of determining direction for future activities.

Summary of Findings Related to Evaluation Question Two

The rubric evaluations of overall restructuring offer the clearest evidence of how the 15 project schools might improve their restructuring efforts. Figure 17 shows growth trends for all 15 project schools over two years with respect to overall restructuring. Referring back to Table 1 in which the stages of restructuring are described, each school has information to formulate its direction, in conjunction with the recommendations and commendations offered in the *Formative Evaluation Report*, for future years.

Figure 17



C. Question Three: How effective are Arizona's efforts to offer incentives to schools to restructure?

To answer this evaluation question, a survey of restructuring project teachers (N = 390) was conducted, parallel to a survey disseminated by the Arizona Department of Education to randomly selected schools throughout Arizona. The purpose of surveying project teachers was to obtain their perceptions about decentralization issues. For this *Summative Evaluation Report*, the data have been aggregated across all 15 schools by survey item. The findings are presented in a series of figures with discussion. The third-year summative report will disaggregate the data by school and will present comparisons between the restructuring project teachers' attitudes about decentralization and the statewide sample. These comparisons will offer substantive evidence of the extent to which S.B. 1552 (1990) has impacted the attitudes of project teachers about shared decision making and related governance issues.

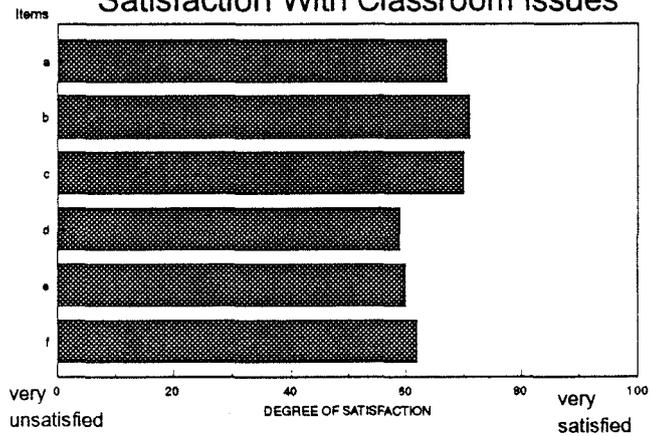
Survey Design

The survey of teachers was formatted into three categories: Participant Characteristics; Current Practices; and, Restructuring. The items clustered under current practices assessed the teachers' perceptions of their levels of satisfaction pertaining to specific classroom issues, influence over classroom and student issues, requirements to use textbooks, and decision making authority. The items clustered under restructuring assessed the teachers' perceptions of who should have the most influence in decisions concerning classroom and schoolwide issues, school level autonomy, willingness to serve on school-based decision making committees, and the teachers' perceptions of whether restructuring is occurring in their schools. The surveys were bulk-mailed out to project teachers and returned through the mail by school. Teachers were not identified by name. The response return rate was 86%.

Findings

Figure 18 graphs the degree of satisfaction indicated by project teachers (N=390) regarding six current practices in the classroom. The scale, 0-100, represents four equal interval quadrants ranging from very unsatisfied (0-25), unsatisfied (26-50), satisfied (51-75), to very satisfied (76-100). The mean responses are graphed, suggesting that teachers are satisfied with the selection of core materials, content, topics, and skills that are taught, the grading system, the discipline of students, and the use of physical space.

Figure 18
Satisfaction With Classroom Issues



4. On the whole, how satisfied are you with the following current classroom issues?
- a. selection of core materials
 - b. content, topics, and skills that are taught
 - c. sequence in which content, topics, and skills are taught
 - d. grading paradigm or system
 - e. discipline of students
 - f. use of physical classroom space

N = 390

Table 11 indicates the percentage of teachers (N=390) that felt they had adequate influence over six issues. The responses suggest that the project teachers significantly felt they had adequate influence over the selection of core instructional materials, the content, topics, and skills that are taught, grading paradigm or system, discipline of students, and use of physical classroom space.

Table 11
Teacher Influence in the Classroom

5. Do you personally feel you have adequate influence over the following issues that affect your students?

Items	yes per cent	no per cent
a	79	21
b	82	18
c	91	9
d	69	31
e	77	23
f	79	21

N = 390

- a. selection of core instructional materials
- b. content, topics, and skills that are taught
- c. sequence in which content, topics, and skills are taught
- d. grading paradigm or system
- e. discipline of students
- f. use of physical classroom space

Item 6 addressed the extent to which teachers felt they had decision making authority in their classrooms. Of the 390 responding teachers, 85% felt they had adequate authority and 15% felt they did not. These findings corroborate other findings that show that 5-15% of teachers never feel they have an adequate voice in determining what they do in schools (Aquila & Galovic, 1988; Rogers, 1971). However, in restructuring schools, we might hope to find a lower percentage of teachers who feel helpless to control the decisions made in the classroom about students and instruction.

Item 7 addressed textbook policies. Teachers were asked if they were required by policy to use specific textbooks as primary teaching tools. Of the 390 respondents, 254 indicated that some policy requiring the use of textbooks existed in their schools. Table 12 shows the percent of classes/subjects in which these 254 respondents felt textbooks were required for use. These findings indicate a heavy reliance on textbooks both by policy and in practice.

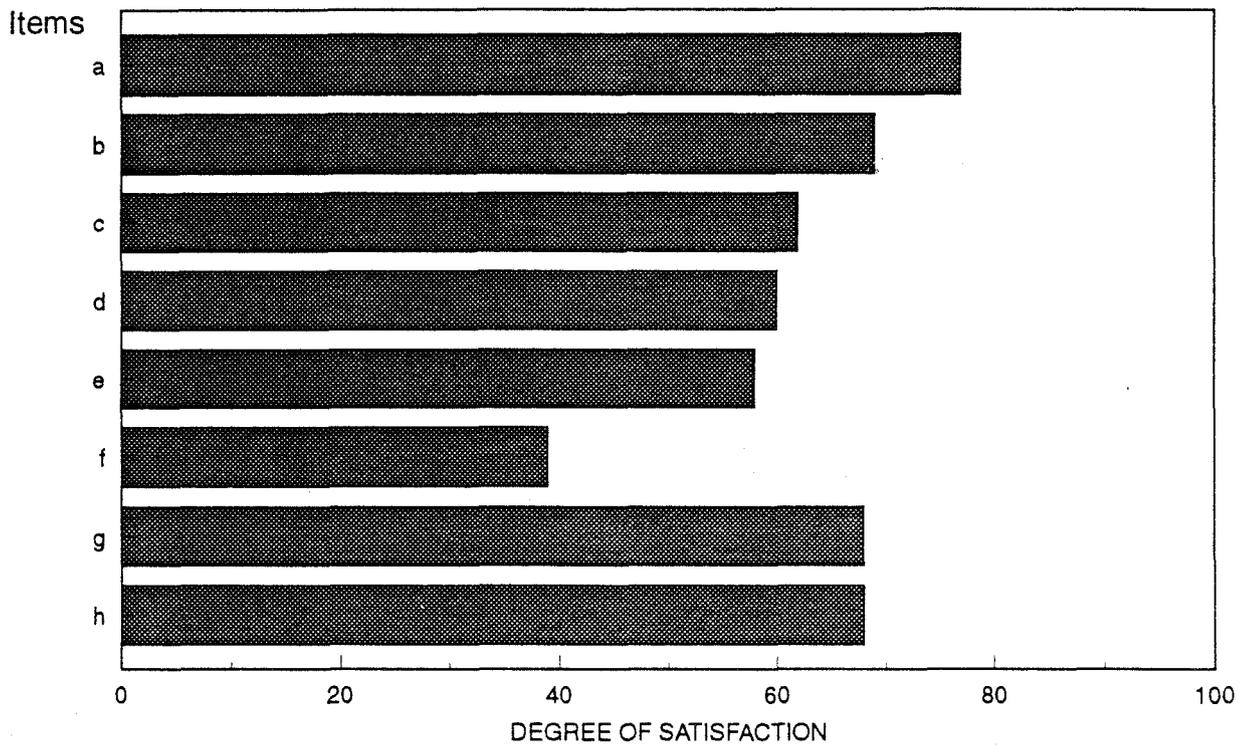
Table 12

Percent of Classes/Subjects That Require Textbooks

Choices	Per cent
All	18%
More than half	52%
About half	16%
Less than half	14%

Figure 19 graphs the degree of satisfaction indicated by project teachers (N = 390) regarding eight schoolwide issues. The scale, 0-100, represents four equal interval quadrants ranging from very unsatisfied (0-25), unsatisfied (26-50), satisfied (51-75), to very satisfied (76-100). The mean responses are graphed, suggesting that teachers are satisfied with the subject/class assignments, the hiring of teachers and administrators, the promotion of personnel, allocation of funding, and the length of the school day and class periods. However, teachers indicated that they are unsatisfied with the determination of teachers' salaries in their schools.

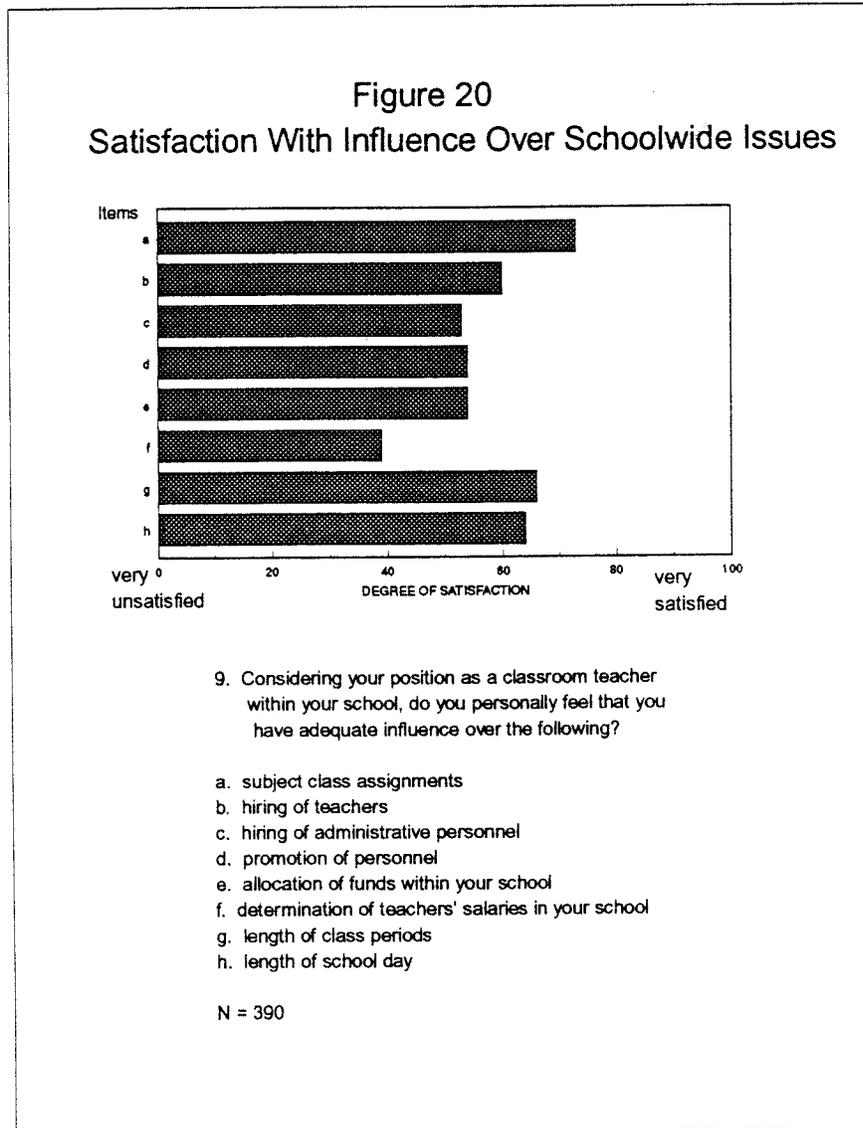
Figure 19
Satisfaction With Schoolwide Issues



8. In the following schoolwide issues, on the whole, how satisfied are you with the current:
- a. subject class assignments
 - b. hiring of teachers
 - c. hiring of administrative personnel
 - d. promotion of personnel
 - e. allocation of funds within your school
 - f. determination of teachers' salaries in your school
 - g. length of class periods
 - h. length of school day

N = 390

Figure 20 graphs the degree of satisfaction indicated by project teachers (N = 390) regarding the extent to which they felt they had adequate influence over eight issues. The scale, 0-100, represents four equal interval quadrants ranging from very unsatisfied (0-25), unsatisfied (26-50), satisfied (51-75), to very satisfied (76-100). The mean responses are graphed, suggesting that teachers are satisfied with their influence over class and subject assignments, hiring of teachers and administrators, promotion of personnel, allocation of funding, and the length of the school day and class periods. Teachers felt they were unsatisfied with the influence they have in the determination of teachers' salaries in their schools.



Item 10a asked the teachers to indicate which of seven groups of people currently have the most influence over decisions concerning classroom issues. Figure 21 shows the percentage of teachers responding yes to the respective groups. Sixty percent of the 390 respondents felt that the principal currently had the most influence over classroom decisions while only 25% of the respondents felt that a school site committee had influence. Item 10b asked the teachers to indicate which of seven groups currently had the most influence over schoolwide issues. Figure 22 shows the percentage of teachers responding yes to the respective groups. Of the 390 respondents, 63% felt that the district office/ superintendent had the most influence over schoolwide issues, while 60% of the teachers felt that the principal had the most influence over schoolwide issues. These are significant findings, suggesting that even among restructuring school project teachers, there remains a perception that central office personnel exert considerable control over school-based issues. Even more significant, only 23% of the teachers felt that the teachers as a group had influence over decisions concerning schoolwide issues. These findings suggest that shared decision making at the school level is still in its infancy.

Figure 21
Decision Making Authority
Classroom Issues

10 a. In your opinion, which group (s) CURRENTLY have the most influence in decisions made concerning classroom issues?

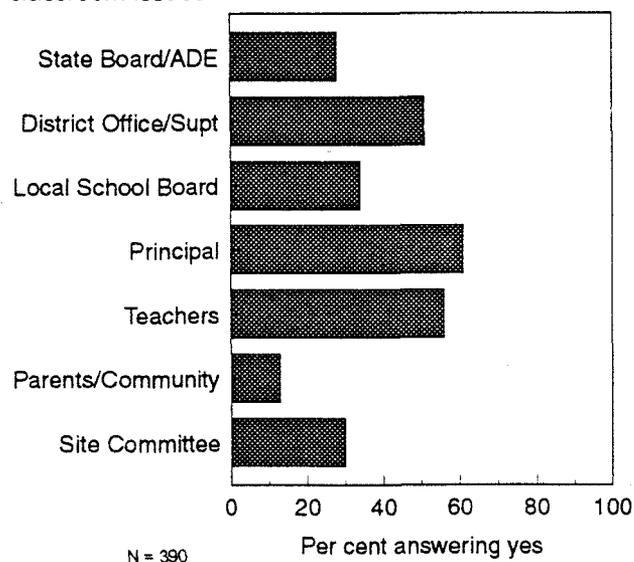
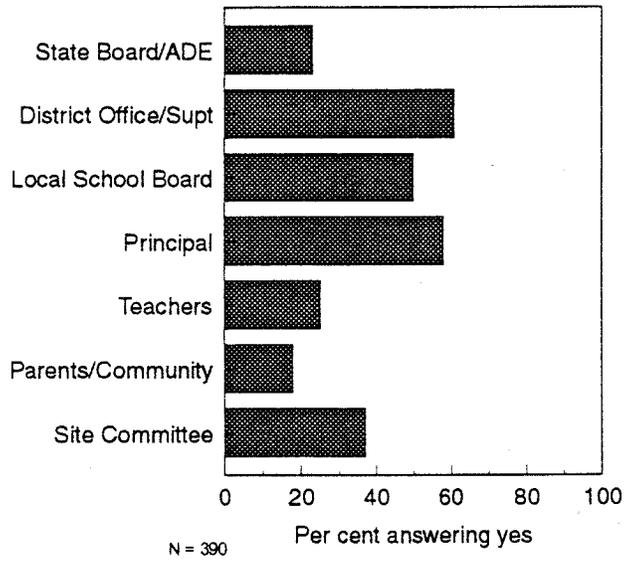


Figure 22
Decision Making Authority
Schoolwide Issues

10 b. In your opinion, which group (s) CURRENTLY have the most influence in decisions made concerning schoolwide issues?



In contrast, items 11 a and b asked the teachers which groups should have the most influence over decisions concerning classroom issues and schoolwide issues. Figures 23 and 24 graph the percentage of respondents who felt that decision making authority should rest with respective groups. Over 90% of the responding teachers felt that decisions about classroom issues should reside with teachers and 70% of the respondents indicated that decisions about schoolwide issues should be made by teachers.

Figure 23
Importance of Decision Making Authority
Over Classroom Issues

11a. In your opinion, which group (s) SHOULD have the most influence in decisions made concerning classroom issues?

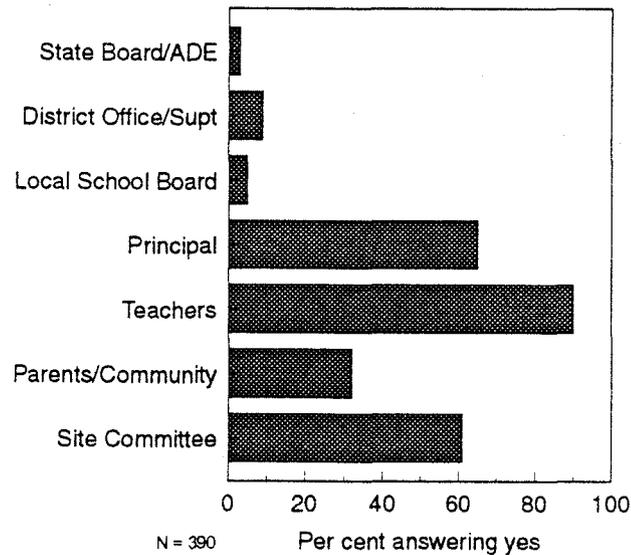
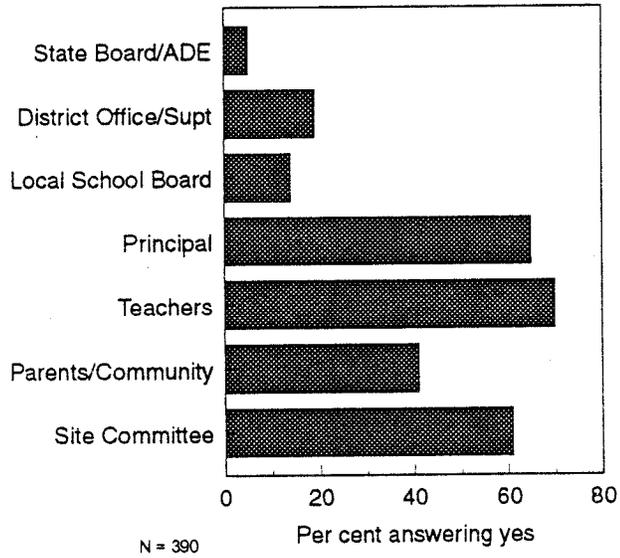


Figure 24
Importance of Decision Making Authority
Over Schoolwide Issues

11b. In your opinion, which group (s) SHOULD have the most influence in decisions made concerning schoolwide issues?



The project teachers were asked to respond to questions about the locus of decision making with respect to student interests. Table 13 shows the percentage of teachers that strongly agreed, agreed, disagreed, or strongly disagreed that students' interests would be best served if classroom and schoolwide decisions were made at the school site. The high percentages of respondents who agreed or strongly agreed that students' interest would be better served if decisions about classroom issues and schoolwide issues were made at the school level offer compelling evidence to involve more teachers, parents, and students at the school level in the decision making process.

Table 13

Would your students' interests be best served if the following decisions were/are made at the school site?

	13a. classroom issues	13b. schoolwide issues
strongly agree	61%	52%
agree	33%	38%
disagree	1%	5%
strongly disagree	5%	5%

When asked if they would participate in a school-level decision making committee, 85% of the 390 respondents indicated that they would. These findings are consistent with previous findings suggesting that 15% of teachers are not willing to participate in decision making or any other kind of activity that requires additional effort.

Finally, when asked if their school had taken any steps toward restructuring, 62% of the responding restructuring project teachers indicated that their schools had enacted a plan. Interestingly, 26% of the teachers indicated that planning had begun; 10% indicated that possibilities had been discussed; and 1% indicated there had been no steps taken to restructure. These findings are very revealing given that these responses came from teachers who are teaching in schools with funded restructuring projects!

Conclusions

These findings suggest several themes about the teachers' perceptions of programs and practices, aggregated across all 15 project schools. These themes offer evidence from teachers' perspectives of the extent to which Senate Bill 1552 (1990) has impacted restructuring in the project schools. A more complete picture of the impact of the legislation will be presented in the third-year summative report which will disaggregate these data by school and make comparisons to a statewide sample of teachers who have not taught in schools with funded restructuring projects. These findings suggest that significant numbers of responding project teachers felt that:

1. They are satisfied with current practices pertaining to classroom issues.
2. They are satisfied with their influence over issues that affect their students.
3. They are satisfied with current practices pertaining to schoolwide issues except for the determination of teachers' salaries.
4. They are satisfied with their influence over classroom issues.
5. They felt that the Principal still exerts control over decisions concerning classroom issues.
6. They felt that the central office still exerts control decisions concerning schoolwide issues.

7. They felt that teachers should have the most influence over decisions concerning classroom issues.
8. They felt that teachers, a school-site committee, and the principal should have the most influence over decisions concerning schoolwide issues.
9. They are willing to serve on school-based committees.
10. They perceive the extent to which their schools are involved in restructuring differently than do their administrators.

D. Question Four: How can Arizona improve its statewide effort to restructure schools?

A response to this evaluation question will be addressed by a series of observations that have been generated from the project schools and by the external evaluators. The project schools were asked to prepare a set of mitigating circumstances/barriers that prevented or impeded their restructuring progress. The data are presented in the following table, indicating a ranked list, from high to low, of circumstances most often incurred by the project schools. Based on the frequency of responses, the circumstances have been divided into major barriers and minor barriers.

Table 14

Barriers to and Mitigating Circumstances in Restructuring¹

Description: Major Barriers
Support system in the school district
District philosophy
Difficulties with change: struggles/battles
Governing Board
State laws
Arizona funding formula
Lack of support to develop CRT assessments
Tradition is a barrier to change

Description: Minor Barriers
Inadequate training for restructuring
Lack of time
Staff turnover
Changes in leadership
Student mobility rates
Socioeconomic status of students
Budget control by central offices
Inadequate evaluation support
Crowded/inadequate facilities
Glitches in installing technology

¹Major barriers reflect responses from five or more schools.

Based on the data gathered from the self-evaluation studies, on-site observations in each project school by a team of external evaluators, the rubric evaluations, survey data, and the review of literature, the following observations are offered to Arizona's policy makers regarding the Restructuring Incentives Pilot School Program:

1. Top-down mandates from policy makers, central offices, or governing boards to restructure schools are the antithesis of genuine restructuring. Therefore, encouraging schools to take risks to conduct business differently by offering financial assistance that is not available to other schools is an appropriate incentive.
2. Selecting schools that are already engaged in planning for genuine restructuring to participate in a statewide effort is a critical aspect of a successful pilot program. The participation of schools that were simply seeking additional funding for school improvement or that lack sufficient funds to carry on traditional programs has been a considerable barrier to statewide success.
3. Framing legislation in the context of offering incentives to schools to improve student achievement through shared decision making, an aligned model of curriculum/instruction/assessment, and an emphasis on redefined roles of teachers will significantly impact the ability of project participants to focus their outcomes on genuine restructuring.
4. Encouraging schools, through financial incentives, to implement research-based programs and practices and to track their successes and failures through systemic data collection with critical analyses of results will significantly impact further pilot efforts.
5. Recognizing the demands that genuine restructuring has on facilities or the impact that modern, carefully designed facilities has on the opportunities for parents, teachers, and students to engage in restructuring should be factored into the mix of selecting schools for participation in a pilot program.

6. Schools, educators, and communities must have the capacity to make meaningful changes. The political climates of schools and districts, the financial infrastructure, and the stakeholders' willingness to take risks all must be considered prior to a commitment to include schools in a pilot project to engage in restructuring.
7. The selection process for the participation of schools in a restructuring project should include a rigorous on-site interview with parents, teachers, students, and administrators in addition to an application procedure.

IV. Conclusion

This report has summarized the evaluation process and procedures that were applied to the Restructuring Schools Incentives Pilot Program during the 1992-93 school year. In addition, the report summarized the findings from the 15 project schools, organized as responses to four evaluation questions.

The *Formative Evaluation Report*, a compilation of 15 individual reports, and the *Summative Evaluation Report* provide a comprehensive overview of the outcomes, activities, and results of restructuring efforts undertaken by the 15 project schools. Policy makers can be proud of their efforts to appropriately encourage genuine restructuring in Arizona schools. To the extent that the process of restructuring is evolutionary, the 15 pilot sites ought to be commended for asking tough questions about schooling and responding with heartfelt activities designed to improve education in public schools in Arizona.

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