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UNIVERSITY OF OKLAHOMA

GRADUATE COLLEGE

THE IMPACT OF SYSTEMS CHANGE COMPONENTS
ON SPECIAL EDUCATION POLICY

A Dissertation

SUBMITTED TO THE GRADUATE FACULTY

in partial fulfillment of the requirements for the

degree of

Doctor of Philosophy

By

Lisa Jane Lawter
Norman, Oklahoma
1997

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THE IMPACT OF SYSTEMS CHANGE COMPONENTS
ON SPECIAL EDUCATION POLICY

A Dissertation APPROVED FOR THE
DEPARTMENT OF EDUCATIONAL PSYCHOLOGY

BY

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Abstract

The field of education continuously experiences changes. Specifically, the field of special education advanced a systems change strategy. The US Office of Special Education and Rehabilitation Services promoted the Statewide Systems Change Priority to ensure that all children, including students with severe disabilities, were provided equitable educational opportunities. The purpose of this study was to identify components of systems change in special education state policy that promoted students with severe disabilities moving from segregated educational settings to integrated educational settings. A descriptive research design was used to explore fourteen components of systems change, the components were derived from an extensive review of the literature. The components included: parent and community involvement, personnel, policy, organizational structure, practices, information, resources, evaluation, vision, leadership, political climate, collaboration, institutions of higher education, and relationship. The sample for this study included states that received a Statewide Systems Change grant for five years, four years, and three years. For comparison purposes, states that did not receive Statewide Systems Change grants were also included. State directors of special education participated in this study. The study

focused on identifying components evident in state plans and determining if there was a relationship between years of funding and the number of components found in special education state plans. Data were collected through a policy analysis instrument, semi-structured telephone interviews, and closed format questionnaires. The results indicated that the practices component was fully addressed in state policies. Several components were partially addressed in state plans. The resource and relationship component were not addressed in any state plans. The study concludes with implications for policy makers at the state and local level.

CHAPTER 1

Introduction

The field of education continually experiences pressure to change practices (Fullan, 1993). Educators are presently in the midst of reforming and restructuring current practices to meet the demands of the public. A Nation At-Risk, published in 1983, marks the beginning of the school excellence reform movement. Two major changes specified in the school excellence reform movement are accountability and additional state control (Pazey, 1993). The report also recommends higher standards for high school graduates, a longer school day, and teacher-tests for certification. No single report has so dramatically affected the average American's perspective on education as A Nation At-Risk (Sailor, Gee, & Karasoff, 1989). The input from this report became known as the "first wave" of educational reform (Vinovskis, 1996).

In 1991, the restructuring movement began with the American 2000 report. This report led to the development of Goals 2000, which advances a set of national goals for the entire field of education. This legislation is intended to stimulate reform throughout each state's education system (United State Department of Education, 1995) School systems will have to restructure their practices to achieve these goals. School-based change, shared decision making, and

school-site management are all components of school restructuring (Sailor, 1991). This became known as the "second wave" of educational reform (Vinovskis, 1996).

In addition to Goals 2000, special educators have experienced other reform and restructuring mandates. One of the most prominent catalyst for reform in the field of special education was the Education for All Handicapped Children Act of 1975 (EHA), now the Individuals with Disabilities Education Act (IDEA). This is a federal law directly impacting special education programs. The Individuals with Disabilities Education Act requires school districts to educate students with disabilities in the least restrictive environment (LRE) to the maximum extent appropriate (Yell, 1995). The LRE mandate's purpose is to end the segregation of students with disabilities. A federal strategy was developed to assist local education agencies in providing education to students with disabilities in the least restrictive environment.

Federal Strategy

The federal laws require public agencies to ensure appropriate education for children with disabilities in the least restrictive environment (Gartner & Lipsky, 1987; Skrtic, 1991). A federal strategy to ensure all children, including those with severe disabilities, were provided equitable educational opportunities, was developed through

the United States Office of Special Education and Rehabilitation Services (OSERS). This strategy has become known as the Statewide Systems Change Priority. The priority was prompted by the fact that state placement data indicated significant numbers of children with severe disabilities continued to receive educational services in separate classrooms and facilities despite the least restrictive environment provision of IDEA (Danielson & Bellamy, 1989). The Office of Special Education and Rehabilitative Services defines "separate class" placement as students receiving special educational services and related services for more than 60% of the school day in self-contained special classrooms. The student may receive instruction for 40% of the school day in regular classrooms or the student may receive all instruction in self-contained classes on a regular school campus. The Statewide Systems Change Priority provides an opportunity for states to design a comprehensive educational model for students with severe disabilities in the least restrictive environment (Smith & Hawkins, 1992).

A Definition of Systems Change

The concept "systems change" has many meanings. According to Fuhrman and Massell (1992), two definitions dominate the literature. The first definition uses the term to refer to comprehensive change including multiple aspects

of the system. The second definition stresses the notion of policy integration and coordination focusing on a central goal. The definition conceptualized in this study referred to systems change as a comprehensive change including many components of a system requiring policy integration to achieve a primary goal.

Many conceptual frameworks have been developed to identify components of systems change. Most frameworks focused on change in the general education setting. Only one framework, statewide systems change developed from the California Research Institute (1992), focused on special education. Three comprehensive frameworks monopolize the current literature. These frameworks included restructuring, (Murphy, 1991), educational change (Fullan, 1991), and systemic reform (Smith & O'Day, 1991). Each of these identified many components that in theory require revising or modification when changing a system. The LRE mandate, along with the Statewide Systems Change Priority, advocate change in the current educational system. Changing the educational system to provide educational opportunities for students with severe disabilities in the least restrictive environment requires changing multiple aspects of the system (Haring & Lovett, 1992).

Statewide Systems Change Priority

The Statewide Systems Change Priority was a critical element of a Federal strategy to ensure that all children, including students with severe disabilities, were provided equitable educational opportunities. The purpose of the priority was to encourage large scale adoption of educational practices that allow students with severe disabilities to move from segregated educational settings to integrated settings (Smith & Hawkins, 1992). The Office of Special Education and Rehabilitation Services allowed states to apply for federal funding through a competitive application process to develop a statewide plan to integrate students with severe disabilities into the general education environment. To be considered for funding, states had to address the following requirements as stated in the Federal Register Application (1987) (CFDA 84.086J):

- 1) Establish a project advisory board that was responsible for providing recommendations on project activities. Members of the board had to include: parents of children with disabilities, service providers, institutions of higher education, and relevant professional organizations.
- 2) Determine resources, both human and fiscal, available at the community level to provide quality services

to children with severe disabilities as well as resources available through other agencies.

3) Carry out activities that assisted children with severe disabilities to achieve their highest potential outcomes in general education settings within their neighborhoods. This activity included policy analysis, if necessary policy revision or further policy development. In addition, public awareness activities were required. Further, product development, dissemination, site development, staff and parent training, and technical assistance were required.

4) Dissemination of written policies and procedures to relevant state agencies, institutions of higher education, local education agencies, and other relevant community agencies and professional and parent organizations had to occur.

5) Coordinate activities with the State and Multi-State Service Project for Children with Deaf-Blindness, the State Educational Agency and the State Transition Project.

6) Implement an evaluation plan that included performance measures. The measures included changes in the delivery of special education and related services, movement of children and youth with severe disabilities in the State from segregated settings to neighborhood general education settings -- alongside their peers of the same age, the

effectiveness of the training and technical assistance products and procedures, and the types and numbers of sites where activities were conducted. Funded states received \$250,000.00 per year for five years. OSERS funded Statewide Systems Change Project from 1987 to 1995. A total of twenty-seven states received systems change funding. These included California, Colorado, Illinois, Kentucky, Virginia, Indiana, New Hampshire, Vermont, Hawaii, Michigan, Utah, Washington, Arizona, New York, Pennsylvania, South Dakota, Maryland, Minnesota, Kansas, Louisiana, Maine, Oklahoma, Vermont, Wisconsin, Georgia, Hawaii (Pacific Rim), and Massachusetts. Each state was given broad discretion to develop a five year plan to move students with severe disabilities from segregated educational settings to integrated settings.

This study utilized the federal definition of multiple disabilities and severe disabilities. "Multiple disabilities" is defined as "disabilities that include a combination of two or more impairments, the combination of which causes such severe educational problems that the student cannot be accommodated in special education programs solely for one of the impairments" (34 CFR 300.101). For example, a student who has mental retardation and orthopedic impairments is considered to have a multiple disability. "Severe disabilities" is defined in the Federal Register as

"children who because of the intensity of their physical, mental, or emotional problems, or a combination of such problems, need educational, social, psychological, and medical services beyond those which are traditionally offered by regular and special education programs, in order to maximize their potential for useful and meaningful participation in society and for self-fulfillment. (p. 118)

Inclusive Model of Education

The inclusive model of education has been promoted as a vehicle to meet the LRE mandate. This model advocates educating all students in the mainstream regardless of ability (Sailor, 1991). The philosophy of inclusive education is that all children can learn (Sailor, 1991; Stainback & Stainback, 1984). Because this model views students as individuals rather than members of categorical groups, its primary goal is to meet the specific needs of each student within the inclusive setting of mainstream education. Peers and other members of the school community work together toward this goal so that students with disabilities can receive educational services in the schools they would attend if they did not have disabilities.

Definition of Policy

In the field of special education, policy has driven changes in educational services (Schalock, Fredericks, Dalke, & Alberto, 1994). The term "policy" is ambiguous

and requires clarification. There are a variety of definitions of policy. The definitions of policy range from formal statements to informal plans of action. Harman (1982) defined policy as:

the implicit or explicit specification of courses of purposive action being followed or to be followed in dealing with a recognized problem or matter of concern and directed towards the accomplishment of some intended or desired set of goals. (p. 13)

Because such goals in part determine the cause of action required to meet them, policy sometimes has been used as a synonym for philosophy in referring to the abstract principles which lie behind specific regulatory requirements.

Policy dealing with programs and services for individuals with disabilities is considered public policy. Anderson (1982) (as cited in Stough, 1992) defined public policy as:

A purposive course of action followed by government in dealing with some topic or matter of public concern. Defined as a course of action, a public policy involves more than a simple decision by some governmental body to act -- or not to act.

Gerry (1985) provided a definition of policy related to P. L. 94-142 and EHA regulations. He stated "in the context of P. L. 94-142 a policy (or procedure) is a statement which explicates or translates a particular statutory or regulatory requirement into a measurable operational standard" (p. 10). He further stated that the term "policy" described a state education agency (SEA) standard which prescribed or proscribed the actions of the staff of another agency, usually a local education agency (LEA) or state-operated special education program. Gerry also provided a definition of "procedure" as an operational standard of a SEA or LEA which prescribed the actions of that agency's staff.

Role of the State in Policy

Policy is set at the federal level as well as the state level. State education agencies assume a leadership role in setting state policy, while implementation generally occurs at the local level. The primary role of the SEA in the implementation of special education programs is to develop policies and regulations regarding the delivery of special education services, to provide technical assistance to local education agencies, and to provide a framework for the implementation of federal mandates. SEAs are charged in the IDEA regulations with setting operational standards which describe the actions of another agency, usually a local

education agency or a state-operated special education agency. One traditional indicator of state policy is the state plan. This policy document generally provides a statement of how a state will respond to regulatory requirements of specific legislation.

In addition to defining policy, the state plan also traditionally serves as a procedural instrument through which states describe the services provided to students with disabilities as well as functions as a blueprint for LEAs attempting to implement special education policies and programs (Stough, 1992). States submit a state plan to the US Department of Education Office of Special Education Programs every three years in order to receive funding to support special education services within the state. Essentially, the state plan is a statement of formal policy and regulation within a state that governs its special education programs. Policies can exist elsewhere or can be informal statements of purpose and not necessarily a major statement of requirement or intent (Stough, 1992).

However, state plans are a source of information regarding a state's policy with respect to provisions of systems change. Policy is one component of systems change that must be addressed to promote modifications and alteration in current practices. The development of special education policies and procedures by state education

agencies was envisioned by Congress as a central feature of the implementation of P. L. 94-142 and its ensuing amendments (Gerry, 1985; Stough, 1992).

In 1992 the National Association of State Boards of Education (NASBE) introduced "Winners All: A Call for Inclusive Schools." The report, written by Virginia Roach, presented NASBE's "Stand on Inclusion," namely that schools must provide an inclusive system that strives to produce better outcomes for all students. The report gave possible suggestions for policy changes at the state level. The following policy changes were recommended: (a) develop a state vision for inclusion, (b) change teacher training programs to help both general and special educators work with more diverse students, and (c) change state finance mechanisms severing the links between funding, placement, and student labeling.

In 1995, Katsiyannis, Conderman, and Franks conducted a survey of all 50 states to determine the nature of state inclusion policy. The results indicated only eighteen states had developed policies regarding inclusion. More than half the policies included a belief statement, a mission statement, a definition of inclusion, a statement indicating that a continuum of special services must be available, a statement indicating that services provided must be based on each student's unique needs as noted in the

IEP, a description or listing of the characteristics of inclusionary programs, objectives for schools or school districts, and strategies for realizing inclusion.

Special education state plans serve as a procedural instrument to ensure appropriate services and safeguards are provided for students with disabilities. Research has been conducted to determine if states are adopting inclusive education policy (Katsiyannis, Conderman, & Franks, 1995). Research has been done in the area of special education policy regarding Part H of the Individuals with Disabilities Act (Harbin, 1993); implementation of the least restrictive environment mandate (Hasazi, Johnston, Liggett, & Schattman, 1994); discipline of students with disabilities (Ahearn, 1994); and supported employment (Kregel, Shafer, Wehman, & West, 1989). However, since the federal strategy of the Statewide Systems Change Priority has been promoted further research was needed to determine if state policy reflected the necessary recommended components for statewide systems change to occur.

Statement of the Problem

IDEA provides numerous students with disabilities access to educational services that had previously been unavailable. The LRE provision allows many of these students to be mainstreamed into general education classes (Katsiyannis, Conderman, & Franks, 1995). However, separate

classrooms and segregated schools remain the placement option for a majority of students with severe disabilities (Danielson & Bellamy, 1989). In addition, the Sixteenth Annual Report to Congress (1994) indicated that students with multiple disabilities receive the majority of their educational services in separate classes.

The Statewide Systems Change Priority advocated changing the educational system to encourage integrated education for students with severe disabilities (Smith & Hawkins, 1992). The concept of systems change is a recent development in special education (Haring & Lovett, 1992). It is apparent that systems change is still needed in all schools to enable students with severe disabilities to receive educational services in the least restrictive environment. The inclusive model of education has been promoted as a vehicle to enable students with severe disabilities to receive educational services in the least restrictive environment (Sailor, 1991). To promote inclusive education, systems change must occur. Conceptual frameworks identifying components of systems change have been developed. Based on the conceptual frameworks and systems change literature the following components of systems change were identified: (a) parent and community involvement, (b) personnel, (c) policy, (d) organizational structure, (e) practices, (f) information, (g) resources,

(h) evaluation, (i) vision, (j) leadership, (k) political climate, (l) collaboration, (m) involvement of institutions of higher education, and (n) relationship. Policies are needed to promote systems change that lead to students with severe disabilities receiving education in the least restrictive environment. The problem this study addressed was: Students with severe disabilities continue to receive educational services in segregated educational settings; therefore, systems change is needed to move students with severe disabilities from segregated settings to integrated educational settings.

Purpose of the Study

The purpose of this study was to examine state policy to determine if components of systems change were reflected in special education policy. This investigation also examined state policy to determine if there was a relationship between the number of years a state had a Statewide Systems Change Grant and the percentage of components of systems change found in the special education policy. For comparison purposes, this investigation included states that did not receive Statewide Systems Change Grants. In addition, this investigation determined which components of systems change were found in state policy.

Significance

The significance of this study was threefold. First, information gained from this study will impact future policy makers. This information will strengthen the emerging paradigm of policy analysis as well as illuminate the course of future policy that reflects systems change. Second, the information will assist policy makers in designing policy that directly influences the education of students with multiple and severe disabilities in the least restrictive environment. Third, the information gained may be used to determine the impact of Statewide System Change projects on current state policy.

Research Questions

- 1) Which of the fourteen components of systems change were found most often in state policy?
- 2) In states that have had system change grants for five years, what percentage of the fourteen components of change are found in the state policy?
- 3) In states that have had systems change grants for four years, what percentage of the fourteen components of change are found in the state policy?
- 4) In states that have had systems change grants for three years, what percentage of the fourteen components of change are found in the state policy?

5) In states that have not had a systems change grant, what percentage of the fourteen components of change are found in the state policy?

Chapter Summary

Pressure to change the current educational system is strong. Currently in the field of special education, the inclusive education movement is providing pressure to change the educational service system for students with severe disabilities. To encourage placement of students with severe disabilities in the least restrictive environment, OSERS promoted Statewide System Change. Statewide systems change was a multifaceted endeavor. There are many parts of a system and, to change the system, all parts must be considered. NASBE suggested changing current policy to reflect inclusive education (Roach, 1995). Further research is needed to determine if policies include all the theoretically postulated components necessary for systems change.

CHAPTER 2

Literature Review

Changing an educational system is a difficult task (Schalock, Fredericks, Dalke, & Alberto, 1994). General educators as well as special educators have attempted to change the current educational systems. The Office of Special Education and Rehabilitative Services has promoted the concept of statewide systems change. Most United States Department of Education changes in the field of special education have been initiated by policy. This review provides (a) a brief synopsis of the events leading to the development of special education policy, (b) an explanation of the least restrictive environment clause of Individuals with Disabilities Educational Act, (c) a definition of systems, (d) a review of major conceptual frameworks, and (e) the components of systems change.

Synopsis of Events Leading to Special Education Policy

Throughout the history of the field of special education, efforts to remove individuals with disabilities from segregated settings has been a major issue. Holcott, Martin, and McKinney (1990) presented a historical survey of the integration of children with disabilities in the field of special education. In the early 1800's individuals who were deaf, blind, or considered "feeble-minded" were placed in institutions. By the end of the 1800's, special

education classes began to appear in public schools. The typical placement for individuals with disabilities was separate special classes. The popularity of this practice increased with the development and use of the intelligence tests. Special class placement also became the preferred setting for those students whose academic or behavioral problems might be disruptive to other students (Skrtic, 1987) and was clearly preferred over residential placement after the establishment of special education programs. However, until the deinstitutionalization movement, the primary placements for individuals with severe disabilities were large state institutions. Self-contained, special class placement was the standard option throughout the first half of the 20th century and into the 1960's.

Dunn's Influence

The first major challenge to special class placement appeared in 1968 with Lloyd Dunn's influential article "Special Education for the Mildly Retarded--Is Much of It Justifiable?" Dunn recommended a departure from the typical service delivery model. He argued for discontinuing segregated special classrooms and leaving students with mild disabilities in the general education setting. The argument was based on four principles: (a) there was no evidence indicating special class placement encouraged higher academic progress for children with mental retardation than

the general education classroom, (b) labels were stigmatizing, (c) general education was capable of providing effective individual instruction to slow or mentally retarded pupils, and (d) self-contained classes for mentally retarded children also tended to segregate black children from white children. Dunn proposed segregated classes be replaced with general education classes. This change would allow the general educators to have responsibility for children with mild disabilities. Special educators would serve as resource teachers and tutors for children with disabilities. Dunn specifically excluded change in the existing separate special education programs for children with moderate and severe mental retardation and children with multiple disabilities.

Civil Rights Movement

At the time Dunn's article was published, the Black Civil Rights Movement was in progress. Holcott, Martin, and McKinney (1990) characterized the Civil Rights movement as a powerful domestic force. It opposed the unequal treatment of minority students and separation of children of color. Potential discrimination based on race, sex, or handicapping conditions were major concerns. The landmark civil rights case, *Brown v. Board of Education* (1954), established the ground work for the rights of students with disabilities. This case affirmed the importance of education to the "life

and minds" of children, established the inequality of separate education, and provided a model for change.

Deinstitutionalization

Lloyd and Gambatese (1990) examined issues that led to the Regular Education Initiative, including the deinstitutionalization movement. This movement occurred in the late 1960s and early 1970s. At this time, it was common practice to place individuals with disabilities such as mental retardation or severe behavior disorders in large residential facilities. Blatt and Kaplan (1966) published a pictorial essay depicting the deplorable conditions in state hospitals. This drew public attention to the realities of the living conditions in state institutions.

Normalization

The normalization movement developed at about the same time as the deinstitutionalization movement. In North America, Wolfensberger (1972) helped launch the normalization movement in the area of mental retardation. The concept of "normalization" is to provide individuals with mental retardation with patterns and conditions of everyday life which are as close as possible to the norms and patterns of the mainstream of society.

Cascade of Services

Following Dunn's article, Deno (1970) proposed the "cascade of services" delivery model for special education

in schools. In the cascade system, the location and intensity of services were to be "matched" to the child's level, need, or disability. The Local Education Agency (LEA) offered a range of services from full-time placement in the regular classroom to full-time placement in special classes, home, hospital, or residential institution. The "cascade of services" model was built into both law and regulations pursuant to the enactment of P. L. 94-142. This law, later termed the Individuals with Disabilities Act, became the guide to special education services.

Individuals with Disabilities Education Act

The Individuals with Disabilities Education Act (IDEA) guarantees services to students with disabilities. This federal law was enacted to protect the educational rights of students with disabilities. It provides a pledge to "free appropriate public education and related services to all students with disabilities." One clause of IDEA that directly impacts classroom placement is the least restrictive environment mandate.

Least Restrictive Environment Mandate

The least restrictive environment (LRE) provision of IDEA specifies:

1. That to the maximum extent appropriate, children with disabilities, including children in public or private institutions or other care

facilities, are educated with children who are not disabled; and

2. That special classes, separate schooling or other removal of children with disabilities from the regular educational environment occurs only when the nature or severity of the handicap is such that education in regular classes with the use of supplementary aids and services cannot be achieved satisfactorily. (34 CFR. Sec. 300.550)

IDEA provides students with disabilities access to educational services that had previously been unavailable. This mandate is the most litigated policy in special education (Osborne, 1992). Danielson and Bellamy (1989) conducted a nation-wide examination of educational placements for students with disabilities. Despite the amount of litigation surrounding LRE this examination found that approximately 30% of the students with moderate to severe disabilities received educational services in separate classrooms, separate facilities, and residential facilities. These findings indicated students with moderate to severe disabilities remained in segregated educational settings.

Regular Education Initiative

After a decade of implementing IDEA, the goals of the Act had not been fulfilled. Will (1986), then secretary of

the Office of Special Education and Rehabilitative Services (OSERS), brought the issue of large numbers of students receiving special education services to the nation's attention. Will called for reform at all levels of education. This became known as the Regular Education Initiative (REI).

Four problems with the special education system were identified in this initiative. The first problem was the fragmentation of services provided by the distinct categorical programs. Will (1986) labels the practice of removing students from regular classrooms for services and failing to coordinate instruction as the second problem. The third area identified was the problem of students in segregated special programs being stigmatized by their placement. This led to lower self-esteem and unhealthy attitudes toward learning. The last area recognized by Will was the rigid eligibility requirements associated with special programs. These requirements have created conflicts between parents and school personnel who may disagree about a student's placement in a particular program.

Will specified changes needed in the educational services for children with disabilities. These changes would effect all levels of the educational system. The first change needed was at the building level. Will advocated building level administrators having more control

over decisions in their buildings. Second, early intervention was necessary to avoid problems growing progressively worse. Third, Will suggested exploring a better method of assessment. The final suggestion was to employ effective practices based on the research literature. Will called for a shared commitment to the future of all children with special learning needs.

The Regular Education Initiative was an effort by the federal government to review, improve, and coordinate instruction for students with disabilities within general education classrooms. This initiative endorsed by OSERS supported experimental programs designed to educate students with mild and moderate disabilities in general education classes. Jenkins, Pious, and Jewell (1990) examined the basic assumption underlying the Regular Education Initiative. The authors concluded that even though Will did not specify students with severe educational needs in the REI, the precedent had been set to include students with severe disabilities. The Regular Education Initiative received attention from parents, advocacy groups, and professionals and set the tone for the development of the inclusive model of education.

Inclusive Model of Education

The inclusive model of education became the model of education promoted by the REI movement. There are many

definitions of inclusion. The definition by Stainback and Stainback (1992) was cited the most often in the literature. Stainback and Stainback defined inclusive schools as "a school or classroom that educates all students in the mainstream" (p. 34). This means that all students -- including students with learning and physical disabilities, those "at-risk", homeless, and gifted -- are included in integrated general education classes. It also means providing all students within the mainstream appropriate educational experiences that are challenging yet geared to their capabilities and needs; and furthermore providing any support and assistance they or their teachers require.

Sailor (1991) defined inclusive education by providing six basic components of a full inclusion model of education. The six components included: (a) all students attend the school to which they would go if they had no disability; (b) a natural proportion (i.e., representative of the school district at large) of students with disabilities occurs at any school site; (c) a zero-rejection philosophy exists so that typically no student would be excluded on the basis of type or extent of disability; (d) school and general education placements are age and grade-appropriate; (e) no self-contained special education classes should operate at the school site; cooperative learning and peer instructional methods receive significant use as general instructional

practices at the school site; and (f) special education supports are provided within the context of the general education class and in other integrated environments.

Basically, inclusive education means educating students with disabilities in the general education classroom with support rather than in separate settings. Efforts to implement this model caused considerable controversy in the field of special education.

The Debate

The inclusion model of education has strong proponents as well as opponents. Proponents of the inclusive model of education claim the model benefits all students (Sailor, 1991; Stainback & Stainback 1984). Students with disabilities learn many communication skills (Hunt, Staub, Alwell, & Goetz, 1994), social skills (Forest & Lusthaus, 1989; Strain & Odom, 1986), and functional skills (Snell, 1989) through sustained interactions with peers. Further, Stainback and Stainback (1992) cited equality as the most important reason for inclusion. They stated:

it is discriminatory that some students, such as those labeled disabled, must earn the right or be gotten ready to be in the general education mainstream or have to wait for educational researchers to prove that they can profit from the mainstream, whereas other students are allowed

unrestricted access simply because they have no label. (p. 31)

The proponents of the inclusive model of education promote a single system of education where special educators and general educators share the responsibility of teaching all students.

There are many opponents to the inclusion model of education. Fuchs and Fuchs (1994) oppose the inclusive model of education. These authors claim "general education cannot be trusted always to respect the needs of special needs children" (p. 295). Similarly, Kauffman, Gerber, and Semmel (1989) argue:

teachers who are more competent do not necessarily have more positive attitudes toward handicapped or difficult to teach students being placed in their classrooms, nor does school reform/school improvement necessarily mean that difficult to teach or handicapped students will be instructed more effectively." (p. 6)

Further, Schumaker and Deshler (1988) note that integrating secondary students poses unique challenges due to the structural limitations of secondary settings. Specifically, the instruction required for students with disabilities is far too intense to be provided in the general education environment. Those opposed to the

inclusive model of education advocate for separate classes with highly specialized instruction. This controversy led to many courts throughout the United States hearing cases concerning educating students with disabilities in the least restrictive environment.

Court Decisions

Lipton (1994) and Yell (1995) reviewed court cases regarding least restrictive environment (LRE) policy. Lipton (1994) examined court cases dealing with LRE between 1989-1994. Prior to 1989, rulings in court cases regarding LRE were mixed and inconsistent. However, Lipton found court cases between 1989-1994 consistently ruled to provide educational services to students with severe disabilities in the general education classroom. Lipton's examination found that four federal appellate courts have addressed the issue of LRE. Yell (1995) also reviewed the LRE mandate and current court cases. Yell found the federal appellate courts have shown consistency in applying the LRE mandate. In addition, the courts established a standard to answer questions regarding application of the LRE mandate.

The first of the four court cases reviewed by Lipton (1994) was Daniel R.R. v. State Board of Education in the Fifth Circuit Court. The case involved the education of a child with mental retardation in a general education class. The court applied a two-pronged test to determine compliance

with the LRE mandate in the Daniel R.R. Case. This two-pronged test became known as the Daniel R.R. test.

Yell (1995) described the two part test as follows, in the first part of the test, the court asked whether education in the general classroom, with the use of supplementary aids and services, could be satisfactorily achieved. To make this determination, schools must take steps to accommodate children with disabilities in the general classroom. If accommodations were not made, the school failed the first part of the test and the inquiry ends because the school has violated the LRE mandate. The second part of the test was to determine whether the child will receive educational benefit from general class placement. The inquiry must extend beyond academics to the entire educational experience (e.g. social benefits). The third consideration brought out in the Daniel R.R. case was the effect of the child with disabilities on other children. In Daniel R.R., the court determined that the school had met the requirements of the two-pronged test. Daniel received satisfactory support, but his behavior was detrimental to other students.

The two pronged test was applied in the second court case reviewed by Lipton (1994). The case, Greer v. Rome City School District, was heard in the Eleventh Circuit. The Court considered whether the school district was

obligated to place a child with Down Syndrome in the general classroom in the neighborhood school. The child functioned at the moderate mental retardation level and had deficits in language and articulation. The Court discussed several factors to determine whether education in the general classroom could be achieved satisfactorily. As in the Daniel R.R. case, use of supplementary aids and services, educational benefit, and adverse effects to other children in the classroom were considered. In addition, the cost of supplemental services were considered. The Court found that the school district violated the integration requirements. The school failed to consider the full range of supplemental aids and services and benefits of general education placement.

Following the Greer case, the next court to address the specific issues of general education placement was the Third Circuit in Oberti v. Board of Education of Clementon Schools District (Lipton, 1994). The court considered the appropriate factors in removing an 8-year-old boy with Down Syndrome from the general classroom and placing him in a segregated special education class. The child displayed behavior difficulties. Even after any behavior difficulties abated in the following years the school still did not take any steps to integrate the child into general classroom. In this case, the Third Circuit determined that the school had

failed to consider the appropriate factors in removing the child from the general education classroom. The Court's decision stated that "the school made only negligible efforts to include the child in the general education classroom" (p. 6). Specifically the Court felt the school failed the first prong of the Daniel R. R. test. The school did not provide adequate support for the student in the general education classroom.

The final case Lipton (1994) analyzed was the Sacramento City Unified School District v. Rachel Holland, in the Ninth Circuit. The Ninth Circuit court adhered closely to the standards set forth by the Circuit Courts in Daniel R.R., Greer, and Oberti to analyze this case. The facts of the case were similar to previous cases. The case dealt with the issue of whether the child, who was moderately mentally retarded, could be educated full-time in a general classroom with supplementary aids and services. The courts examined four factors: (a) the educational benefits of full-time placement in the general education class, (b) the nonacademic benefits of such placement, (c) the effects on the teacher and other children, and (d) the cost of the placement. Weighing the four factors, the court determined that the appropriate placement was full-time in the general education classroom with supplemental aids and services. Lipton (1994) and Yell (1995) stated that the

principles in these cases clarified the LRE mandate. The adoption of the Daniel R.R. test in four circuit courts established a standard for LRE cases.

Research

In addition to court cases, studies regarding the integration of students with severe disabilities were beginning to appear in the literature. Qualitative studies regarding the movement of students with severe disabilities into the general education classroom were conducted. The following studies were conducted in states that received state-wide systems change grants.

Hamre-Nietupski, Nietupski, and Maurer (1990) conducted a statewide case study in Iowa. The purpose of the case study was to illustrate comprehensive systems change in an effort to integrate students with moderate to severe disabilities in the state of Iowa. Six strategies were employed to facilitate integration. The strategies included: (a) development of a position statement on integration of students with moderate/severe disabilities, (b) gaining support of the position statement by the state superintendent of education, key organizations, and individuals such as The Association for Retarded Citizens and the Iowa chapter of The Association for Persons with Severe Handicaps, Directors of Special Education, community members, and local school boards, (c) obtaining State Board

of Education approval, (d) development and dissemination of integration materials for local education agencies, (e) providing technical assistance and workshops to local education agency personnel and parents. Sixty segregated schools in the state of Iowa were the focus of this study. The results indicated a decrease in segregated public schools. The Department of Education placement records showed a decrease of segregated public school from 60 segregated schools in 1976 to 43 segregated schools in 1984. The Department of Education records also indicated the number of students with moderate to severe disabilities attending regular schools increased from 6% to 37% over a four year period. The data reflected physical integration. More students with severe disabilities were educated in integrated settings allowing many separate sites to close.

A second study from a statewide systems change project focused on perception about integrated education. Janney, Snell, Beers, and Raynes (1995) conducted a qualitative study to determine perceptions of teachers and administrators in serving students with moderate to severe disabilities in the general education classroom instead of a segregated special education classroom. The purpose of the study was to gather advice about integration from general and special education teachers and administrators. The teachers and administrators were a part of the statewide

systems change project. Participants included 53 teachers and administrators from five Virginia school districts that participated in the statewide systems change project. A total of ten schools participated in the study. The results indicated two major themes defining success and 15 themes of advice. The first success theme related to the positive benefits for students. The benefits for students with disabilities included increased independence, improved functional skills, increased alertness, and increased social opportunities. The second success theme compared the costs in terms of teacher time and energy against the rewards in terms of benefits to the students. The teachers expressed that the benefits to the students outweighed the cost of additional time. Initially, teachers were resistant. Following implementation, the teachers reevaluated the balance between the cost of the teachers time and energy as compared to the benefits for students and judged the integration effort successful. The 15 advice themes essentially comprised the elements of support required from district administrators, building administrators, special education teachers, and general education teachers. The advice themes included: do what is best for all students, direct without dictating, set a positive tone, start with a volunteer teacher, involve everyone in planning, provide information, provide resources, start small, give teachers

freedom, interpersonal skills of the special educator were vital, provide task-related supports, have an open mind, solve problems as a team, and help the student belong. The majority of interviewees reported the integration effort in their schools had been successful.

York, Giangreco, Vandercook, MacDonald, Heise-Neff, and Caughey (1992) also explored the effects of integrating students with severe disabilities into the general education classroom. Questionnaires were administered to general educators, special educators, and peers who had experienced integrated education in a middle school for one year. The results of this study were consistent with previous studies. Integration of students with severe disabilities into general education middle school classes was perceived positively by all of the general and special educators and by the classmates involved. Repeatedly in the data, educators and students recommend continuing integration into general education classes.

Summary

Throughout history there have been concerns about segregating individuals with disabilities. Special class placement in public schools was preferred to institutionalization. Then part-time placement in the general education classroom was more desirable than self-contained placement. Now, placement in the general

education classroom for most or all of the school day is preferred. The inclusion movement proposes a single, unified system for managing educational resources and calls for more integrated forms of education for students who are unjustifiably segregated in separate programs (Wang, 1988). The authors of PL 94-142 included the LRE mandate to insure students with disabilities are not totally segregated. The United States Department of Special Education promoted the Statewide Systems Change Priority to encourage placement of students with severe disabilities in the LRE. The concept of systems change appears in the general education literature and the special education literature. However, the concept of systems is vague and difficult to define (O'Neil, 1993).

Definition of Systems

Systems have been defined by describing how systems operate, by specifying characteristics, and by outlining the parts that make up a system. Systems are dynamic and complex, therefore difficult to define. Many authors have attempted to define systems.

Weick (1982) defined systems by describing their characteristics as either tightly coupled or loosely coupled. Tightly coupled systems have four basic characteristics: established rules, general agreement of the rules, a compliance component, and feedback designed to

improve compliance. For example, bus schedules are tightly coupled. Students and drivers know the location of the bus stop and when buses arrive. In contrast, loosely coupled systems preserve novelty, adapt to small changes, and adjust quickly to conflicting demands. For example, loosely coupled systems allow teachers to modify instruction to meet the individual needs of the student. Weick's definition described how systems operate.

Sarason (1990), on the other hand, determined that systems were made up of parts. He states:

System is a concept we create to enable us to indicate that in order to understand a part we have to study it in relation to other parts. It would be more correct to say that when we use the concept system it refers to the existence of parts, that those parts stand in diverse relationships to each other...and trying to change any part of the system requires knowledge and understanding of how the parts are interrelated. At the very least, taking the concept of system seriously is a control against overly simple cause-and-effect explanations and interventions that are based on tunnel vision. (p. 13)

Sarason's definition did not identify the parts included in a system. The definition only stated systems have parts and each part must be considered.

Schalock, Fredericks, Dalke, and Alberto (1994) defined the parts of a system. The authors conducted a review of the literature on systems change. Schalock and his colleagues found that a concrete definition of systems was missing in the literature. The authors examined self-renewing systems and the theory of chaos. Through this examination the authors developed a functional definition of systems. This definition included components that make up a delivery system and the bounding factors that may be important to the operation of the system. The component parts included: leadership, policies/laws, services/programs, resources/materials, physical environment, operational structures, practices/procedures, system personnel, information, decision making/evaluation, and clients/constituents. The bounding factors were mission, culture, and relationships. In addition, the authors defined several different "administrative levels" in which service delivery systems operate. The administrative levels of a system included: national, state, regional, local, neighborhood, and student and family. These parts were found in educational systems as well as in broader social service institutions. Schalock and his colleagues

provided a thorough definition of systems. The identification of parts of a system make the concept understandable and useable. The bounding factors capture the dynamic phenomena often overlooked. The incorporation of specific levels indicated the comprehensive nature of a system.

Concept of Systems Change

The concept of systems change became popular in education during the Sputnik crisis (Rogers, 1995). At that time, the federal government became motivated to improve the United States educational system. School improvement was encouraged by the federal government by establishing funding priorities to support changing ineffective practices. A variety of terms have been used to describe change. The educational literature regarding systems change was based on anecdotal accounts and individual perceptions. Very few empirical studies have been conducted. Many authors only mention systems change while others identified changes that need to be made in the educational system. As shown in Table 1, four authors thoroughly examined systems change in the field of education. Murphy (1991) developed a conceptual framework for restructuring schools. Fullan (1991) provided a lengthy examination of educational change while Smith and O'Day (1991) developed a conceptual

Table 1

Systems Change Conceptual Frameworks

Component	Murphy	Fullan	Smith & O'Day	CRI	Other
Parent/Community	x	x	x	x	
Personnel	x	x	x	x	
Policy	x	x	x	x	
Organizational Structure	x	x	x	x	
Practices	x		x	x	
Information		x	x	x	
Resources		x	x	x	
Evaluation		x		x	
Vision		x	x	x	
Leadership		x	x	x	
Political Climate					x
Collaboration					x
IHE					x
Relationship	x	x	x	x	

framework that includes restructuring and educational reform. Murphy's, Fullan's, and Smith and O'Day's conceptual frameworks focused on the general education system. One conceptual framework focusing on changing the special education system was found in the literature. The California Research Institute developed a conceptual framework to promote changing the current educational system to an integrated educational system. The above frameworks will be examined in this section of the review of the literature.

Restructuring

The first conceptual framework included in this review was restructuring. Murphy (1991) examined the concept of school restructuring. Three broad areas were included in Murphy's school restructuring framework. Restructuring included (a) work design, (b) changing organizational and governance structures, and (c) altering core technologies.

The first area in Murphy's (1991) restructuring framework was work redesign. Basically, work redesign alters the relationships among all individuals involved in the educational process. This included redefinition of the roles and responsibilities of the professional staff. Specifically, relationships between the superintendent and the principal and between the principal and the teachers must be redesigned. In general, restructuring work signals

a major shift in how people in school systems think about their roles and relationships. Restructuring emphasized interdependence and cooperative teamwork as well as changing the bureaucratic structure of school systems to allow decisions to be made at the local level.

The second area of change identified by Murphy (1991) was the governance and organization structures. According to Murphy, for schools to transform, individual school communities must become the focus of attention. Resources and the authority to change must reside with teachers, parents, and administrators. This was described as decentralization. Murphy identified five domains of decentralization: goals, budget, personnel, curriculum, and organization structures. The domains were further divided into four broad categories of change: change among roles at the school level (shared decision making), changes between the school and its regulatory environment (waivers), and changes between the school and the larger community (partnerships and choice).

The final area of restructuring identified by Murphy (1991) was changing the core technology of schools. Murphy identified core technologies as students, curriculum, instruction, equity, and delivery structures. Core technologies focused on instruction and student roles. For example, instruction focused on the use of original sources

of materials and less reliance on textbooks. Student roles would change from passive receivers of knowledge to active participants in learning activities. Changes in these areas would lead to educational practices that look quite different.

Murphy's (1991) framework contained three components. The changes were limited to three broad areas within an educational setting. In each area, Murphy provided a thorough examination of the changes necessary.

Educational Change

The second conceptual framework reviewed in this literature was Fullan's (1991) educational change framework. This framework included more components than Murphy's restructuring framework. Fullan provided a framework for change that included key factors and key themes. The factors and themes, according to Fullan, should be thought of as a system of variables that interact over time, in a dynamic process (p. 67).

Fullan (1991) identified nine factors involved in educational change. According to Fullan, these factors isolate and explain specific roles in the change process. The following factors were included in Fullan's framework: need, clarity, complexity, quality/practicality, district, community, principal, teacher, government and other agencies.

Fullan's (1991) first four factors addressed the characteristic of change and the school system where the change will occur. The first factor identified by Fullan was realization of the need for change. The school system must experience an event that alerts individuals to needed changes. The need must be perceived as important and relevant to other goals within the system. To understand the need for change all individuals must have a clear perception of the need. The second factor identified by Fullan was clarity. Individuals must have a clear idea about the expectations of the change. In addition, they must understand the goals of the change. Clarity of the goals was related to Fullan's third factor, complexity. The more complex the change, the more difficult it will be to clarify goals. Complexity referred to the difficulty and extent of change required by individuals responsible for implementation. Quality and practicality, Fullan's fourth factor, was related to complexity. Complex change required more attention to quality. Quality of change referred to the planning process, implementation strategies, and follow-up procedures used to promote change. If overlooked, change is unsuccessful. Practicality referred to changes that met salient needs and fit well with the teacher's situation. Also, practicality included the step by step process used to implement change in the setting.

Fullan (1991) identified four factors that were related to local situations. These included the school district, board and community characteristics, the principal, and the role of the teacher. These factors were social in nature. Fullan referred to the school district as district administration. Support of the central administrators is critical for change in district practice. The support must be more than verbal support, and the administrators must be active in the change process. Fullan stated that "individual teachers and single schools can bring about change without the support of central administrators, but district-wide change will not happen."

The second local factor identified by Fullan (1991) was the school board and community. According to Fullan, the direct influence of the board and community were difficult to determine, in part because "the role of communities and school boards is quite variable ranging from apathy to active involvement -- with the latter varying from conflict to cooperative modes depending on the conditions" (p. 76). Consideration must be given to the board and community because these entities influence change. Board members must take a leadership role in promoting and supporting the change. Further, community members must understand the change and participate in the planning of the change. Basically, individuals at the highest level of the

educational systems to individuals remotely related to the educational systems must have involvement in the change.

The principal was the third local factor identified by Fullan (1991). The principal's actions serve to justify change by shaping the organizational conditions necessary for success. This may include the development of shared goals, collaborative work structures, positive climate, and procedures for monitoring results. The principal provides support to teachers both psychologically and with material resources. According to Fullan, principals as well as teachers can act as the main agent or blocker of change (p. 76).

The final local factor identified by Fullan (1991) was the role of the teacher. Individual characteristics of teachers as well as collegial factors effect implementation of change. Teachers' psychological states regarding change effects how changes are made. Some teachers are change-oriented and other are not. Collegial factors referred to the interaction with others that influence implementation. The relationship between teachers was seen as critical variable for change. Collegiality, open communication, trust, support and help, learning on the job, getting results, job satisfaction and morale were identified by Fullan as interrelated factors that should be considered when implementing change.

The last factor identified by Fullan (1991) was the influence of state departments of education and federal agencies. These external factors influence policy, legislation, and new program initiatives. Government agencies provide resources, assess the quality of change, support staff development, and monitor implementation. The priorities established by state and federal agencies apply pressure on local change efforts.

In addition, Fullan (1991) provided key themes to implementations and defined them as capturing the dynamics of the change process. Six key themes were identified: vision-building, evolutionary planning, initiative-taking and empowerment, staff development and resource assistance, monitoring, and restructuring.

The first of these key themes was vision-building which Fullan (1991) defined as permeating the organization with values, purpose, and integrity for both the "what" and "how" of improvement. The second key theme was evolutionary planning. Fullan described this theme as adapting plans throughout the implementation. Evolutionary planning allows for the unexpected developments that occur during implementation. Initiative-taking was the third key theme identified by Fullan and referred to the individual who promotes the innovation. A variety of individuals can take initiative such as teachers, students, parents, and

administrators. Central to this theme was the concept of collaboration. Depending on who initiates the change, individuals may have to alter their roles in order to work together to implement change. The fourth key theme was staff development and resource assistance. Fullan specified the type of staff development needed as ongoing, interactive, cumulative learning necessary to develop new conceptions, skills, and behavior. Training must occur during implementation as well as in the initial planning stages.

Monitoring was the fifth theme Fullan (1991) identified. According to Fullan monitoring was not evaluation, but monitoring included information systems, resources, and acting on the results through problem-coping and solving. Fullan identified two functions of monitoring. The first function is making information on innovative practices available to provide access to good ideas, while the second function is to expose new ideas to scrutiny, to help avoid mistakes. The final theme identified by Fullan was restructuring. Fullan referred to restructuring as the organization of the school. This includes organizational arrangements, roles, finance and governance, and formal policies that explicitly build on working conditions that support improvement.

Fullan (1991) provided a comprehensive framework for change. The combination of key themes and key factors furnished a complete exploration of the concept of educational change. The key themes addressed the dynamic process of change that can be overlooked, while the key factors focused on the characteristics of the change, local factors that influence the change, and the effects of state and federal government on change. This framework addressed change as a personal endeavor.

Fullan's (1991) conceptual framework identified characteristics of the change, the effects of the change on individuals, and necessary activities to make the change happen. Fullan's framework was generic whereas Murphy's (1991) framework specified the changes needed in the educational system.

Systemic Reform

The third conceptual framework included in this review of literature was systemic reform. This framework combined educational reform and restructuring. The term systemic reform was coined by Smith and O'Day (1991). This conceptual framework had considerable influence on other researchers and policymakers (Vinovskis, 1996). Three areas were included in Smith and O'Day's (1991) systemic reform framework. Systemic reform included: (a) establishing curriculum frameworks, (b) aligning state education

policies, and (c) restructuring the governance system. Smith and O'Day added opportunity-to-learn standards to ensure that all students had access to a quality education.

The first area in Smith and O'Day's (1991) systemic reform framework was the development of curriculum frameworks. The curriculum frameworks establish what students should know and be able to do. Knowledge construction through analysis and synthesis of real life problems, hand-on experiences, and an integration of content are specific areas of need in curriculum changes. The frameworks prescribe educational outcomes for students. The outcomes provide direction and vision for upgrading the quality and content of instruction within all schools. The curriculum frameworks effect teacher professional development programs, teacher licensing programs, textbook and curricular materials, and assessment. A major element of the curriculum framework was an assessment plan that monitors student progress. The assessment plan provides accountability.

The second area of change identified by Smith and O'Day (1991) was the alignment of state educational policies. The purpose of aligning state educational policy is to develop a coherent organizational structure. This organizational structure supports schools in designing effective strategies for teaching the content of the curriculum frameworks to all

students. The coherent organizational structure allows states to provide a clear vision without dictating curriculum or activities. According to Smith and O'Day, the role of the state department of education was a critical factor. State departments of education hold a position that can provide coherent leadership, resources, and support to the reform efforts in local schools. In addition, state departments of education can influence all parts of the K-12 system and institutions of higher education. This influence can lead to institutions of higher education and local education agencies working together to solve problems.

State departments of education effect other markets as well. Smith and O'Day (1991) indicated "states also represent markets of sufficient size to leverage improvement in aspects of education that are outside of the system itself, such as textbook and materials development" (p. 25). Smith and O'Day asserted that state departments of education have become influential in political matters. Policymakers concerned about economic issues and productivity, hence look to educational leaders for guidance.

The final area in systemic reform was restructuring governance systems in schools. According to Smith and O'Day (1991), restructuring allowed local school districts flexibility and responsibility for designing effective educational strategies. Organizational changes at the

school building level may include site-based decision making, collaboration, resource allocation, and adjustments in scheduling.

In addition to the systemic reform framework, Smith and O'Day (1991) developed opportunity-to-learn standards. These standards were developed to ensure all students have access to a quality education. Smith and O'Day provide four guidelines for establishing the opportunity-to-learn standards:

First, standards should be parsimonious and well focused...Too often they degrade into minimum standards and senseless bureaucratic exercise with long lists of easily measured but essentially meaningless elements....

Second, within the context of content-driven systemic reform, the purpose of school standards should be to provide operational specification for assessing whether a school is giving its students the opportunity to learn the content and skills set out in the curriculum frameworks....

Third, the use of school standards in a systemic curriculum strategy is predicated on a different way of thinking about the relationship between school inputs and student achievement outcomes--a conceptualization that offers

substantial promise of allowing a clear linkage between inputs and outcomes.

Finally, our understanding of what the essential resources are and of what constitutes quality in curriculum and instruction will change as systemic reform is implemented and as we understand more about teaching and learning. It will therefore be important to view school standards as dynamic and supportive of the entire school system's learning to improve over time (p. 60).

The opportunity-to-learn standards provide guidelines to be incorporated into the state curriculum frameworks. The guidelines are narrow yet allow for flexible implementation.

Smith and O'Day's (1991) framework included all levels of education. The state level, district level, and school site level are included in the systemic reform framework. The changes are broad in nature and include much flexibility. The opportunity-to-learn standards provided guidelines to ensure all students were included in the curriculum framework. Smith and O'Day join restructuring and educational reform in the systemic reform framework.

Statewide Systems Change

The last conceptual framework included in this review was statewide systems change. The concept of statewide

systems change was developed from the United States Department of Special Education. The California Research Institute (1992) has done a considerable amount of work in understanding statewide systems change (Schalock, Fredericks, Dalke, and Alberto 1994). It conducted focus groups including 16 states involved in statewide systems change for the integration of students with severe disabilities. The results of the focus groups revealed seven key components involved in changing educational systems. To validate the key components identified, Karasoff (1991) examined change activities using the Systems Change Review Tool. The key activities made up the California Research Institute's conceptual framework of statewide systems change. These included: (a) facilitating locally owned change, (b) increasing awareness and knowledge of best practice(c) supporting the implementation effort, (d) increasing capacity and building networks, (e) promoting collaboration, (f) dissemination activities, and (g) evaluating change.

Karasoff (1992) reported on specific activities that relate to the seven components identified in the focus groups. The first strategy was composed of activities reported for facilitating locally owned change. These activities included: involving key stakeholders, forming a task force, determining a vision, and facilitating local

integration. The second strategy, increasing awareness and knowledge of best practice, included awareness training, visiting exemplary sites, leadership training, and coordination with teacher training institutes. Implementation was the third strategy. This area included activities such as modifying and developing new policies to support change, developing programmatic guidelines, modifying job roles and modifying service delivery structures. The fourth strategy was increasing capacity and building networks. Activities used in this strategy were networking, building-based support teams, and shared resources. Collaboration was the fifth strategy, and involved public policy forums, joint agency task forces, interagency agreements, and the development of advisory boards. Activities for the dissemination strategies included presentation, statewide and district-wide mailings, and utilization of the "trainer of trainers" approach to information dissemination. The final strategy was evaluation of the change process. Activities for this strategy included analysis of state and local policy changes, collection of data on the number of students moved into age-appropriate integrated environments, and analysis of best practices, student schedules, social interaction between peers, and individual education plans.

California Research Institute's conceptual framework focused on changes throughout states. California Research Institute was specifically interested exploring the movement of students with severe disabilities into integrated educational settings. Many of the institute's activities focused on changes in practice, personnel, and daily activity. This model also included participation of agencies outside of the educational system. Agencies from the highest administrative level in a state education system to changes in the local community were necessary in this conceptual framework. California Research Institute's compilation of components and activities was one of the most comprehensive in the area of integration of students with disabilities (Schalock, Fredericks, Dalke, & Alberto, 1994).

Components of Systems Change

The conceptual frameworks included in this review of the literature cover many of the same components, yet the focus of each framework was different. California Research Institute (1992) focused on statewide change. Fullan's (1991) educational change framework had a generic focus that centers on the individuals involved. Murphy's (1991) restructuring framework had a broad focus with specific details on changes needed in a system. Finally, Smith and O'Day's (1991) systemic reform framework combined elements of restructuring and educational reform with a major focus

on outcomes and assessment. Even though the focus of each framework differed somewhat, many of the components are the same. Each framework identified: (a) changes in policy, (b) changes in the roles of personnel, (c) changes in the organizational structure, and (d) the importance of the relationship between all the components in the conceptual framework as necessary to change a system. These components were supported in the change literature.

Policy

The first component identified in all frameworks was policy. The California Research Institute (1992) found that many existing policies inhibited change. The authors state "new or amended policies, regulations, or laws are needed to support change efforts" (p. 55). Fullan (1991) suggested formal policy enhances change. Policy puts pressure on local districts to change. In addition, policy provided incentives for change but the policy cannot stand alone. Support, technical assistance, and a relationship between the state and district were needed. Smith and O'Day (1991) described current policies as a barrier to change. The authors pointed out that most policies were fragmented, short-term, and often conflicting with goals causing the system to be incoherent. Smith and O'Day proposed supportive policy that provided direction for school-level changes and make such changes more easily adaptable to

different situations. Murphy (1991) did not address policy directly but indicated that changes in the organizational structure may include providing waivers to states. The waivers would allow states to disregard state policies that hinder change.

Historically, changes in special education occur due to changes in policy (Schalock, Fredericks, Dalke, & Alberto, 1994). Changes in the special education policy span from early childhood services, school-age services, and transition services.

Policy changes in services provided to young children with disabilities were promoted by PL 99-457, Part H of Individuals with Disabilities Education Act. Part H extended school age special education services to children ages zero to three years old. Harbin (1993) conducted case studies in six states. The purpose of the case studies was to describe and explain the different approaches taken by state policy makers in implementing Part H of the Individuals with Disabilities Education Act. A conceptual framework for the analysis of the case study data was developed. The framework contained four interrelated components: (a) the level and types of intended systems change desired by Part H policy makers, (b) the strategies selected to achieve the level and type of desired systems change, (c) the context in which all of this takes place,

and (d) the particular stage or stages of policy implementation in which the state finds itself. The results of the case studies indicated that two forces influence policy: the people who were involved, and the socio-political environment. In each state, significant individuals and groups of individuals were involved. The socio-political environment impacted all states. Most of the states faced difficult economic conditions during this time. Services provided to young children with disabilities would have been nonexistent without policy mandating the services.

A second policy issue that changed practices was the "stay put" requirement included in IDEA. Prior to this policy, many students with disabilities were suspended due to behavior that was a result of their disability. Ahearn (1994) examined policies related to discipline and students with disabilities. The study was designed as a review of states' written policy on the discipline of students with disabilities as contained in laws, regulations, and official policy statements. The purpose of this study was to identify components and trends in state policy related to discipline. The scope of the analysis was limited to the 50 states. Two sources were used to locate the information: The State Policy Database at the National Association of State Directors of Special Education (NASDSE) and NASDSE's

library that contained paper copies of the same type of documents from all states. The policy documents were reviewed and major components of the policies were identified. The author found a variety of documents contain policy on discipline. These included regulations, statutes, and state plans. The study found the authority and responsibility for appropriate disciplinary procedures were given to local education agencies. Some policies contained sections covering the suspension and expulsion of all students with an addendum related to students with disabilities. Many states included definitions of "suspension" and "expulsion". A few states included a requirement that discipline be addressed on the IEP. Overall, the study demonstrated that schools amended their policies to provide special considerations to students with disabilities in the discipline code.

A third policy study conducted by Hasazi, Johnston, Liggett, and Schattman (1994) identified factors that contribute to the implementation of the least restrictive environment (LRE) policy. The study included a 3-year multi-state policy analysis. Qualitative methods were used to gather the data for this study, and six states and two local school districts within each of the states were utilized. States were divided into "high users" of segregated settings and "low users" of segregated settings.

High users of segregated settings was defined as states that had a relatively high use of residential facilities, separate schools, and separate classes. Low users of segregated settings was defined as states that had a relatively low use of residential facilities. Interviews were conducted with legislators, state education board members, chief state school officers, state department of education administrators and staff, professors in higher education institutions, leadership personnel from professional associations, and parents. These individuals were considered because of their position and reputation of being knowledgeable in the implementation of LRE. A total of 350 interviews were conducted over a three year period. A coding scheme for the semi-structured interviews was developed. The findings identified major factors that influenced LRE policy. Finance was considered by all sites as important to the implementation of LRE. In addition leadership from OSERS, school administrators, and parent advocacy affected implementation. The organizational structure for implementing the LRE mandate included five layers. Four layers were governance including federal, state, regional, and local. The fifth layer included higher education pre-service programs. Each organizational structure maintained a different interpretation of LRE making the structure disjointed. Other factors that were

important in implementing the LRE policy were knowledge and values. Knowledge provided the capacity to carry out the policy. Values provided the commitment to the policy. The final factor that affected implementation was the political climate of the state. Political traditions did not allow changes in policy of some states. The authors concluded that policy made a difference in the services for student with disabilities. The findings of this study were limited because the authors only looked at six states and 12 LEAs.

At the end of the spectrum, Kregel, Shafer, Wehman, and West (1989) investigated policies related to supported employment. The authors investigated 27 states that received Rehabilitation Services Administration systems change grants. The purpose of the investigation was (a) to assess the effectiveness of the discretionary grant program as a method to stimulate the development of supported employment activities, (b) gauge the progress that has been made in the incorporation of supported employment into existing rehabilitation service system, (c) identify national trends regarding major policy issues, and (d) identify the amount of funds states obligated to operate supported employment programs. A comprehensive survey which was mailed to project directors in 27 states was used to collect the data. All 27 surveys were returned. The results indicated that the federal strategy of establishing

supported employment demonstration projects had a significant impact on the development of statewide supported employment. States have developed policies, program guidelines, and funding mechanisms as a result. In addition, interagency agreements had been developed to ensure the provision of ongoing support. Finally, individuals were participating in supported employment programs in large numbers. The federal support for transition influenced the policy change in each state.

Successful inclusion projects reported that changes in policy affected the implementation of inclusion programs. Salisbury, Palombaro, and Hollowood (1993), examine the organizational characteristics and the evolution of an inclusive elementary school. A 30-month qualitative study was conducted in the Johnson City Central School District. Data was collected through participant observations of classrooms and meetings, interviews with school personnel and by information gained in newsletters and minutes of meetings. The study found several significant policies were changed to implement the inclusion model of education. The specific policy changes were: (a) teachers who served students with disabilities could request a reduced class size, (b) administrators developed a policy ensuring students with disabilities would be enrolled in natural proportions across all teams and supported by a teacher with

special education expertise, and (c) support staff roles were reconceptualized to allow more staff to function outside of traditional roles. The policies in this study promoted quality integration of students with disabilities.

Further research by Brinker and Thorpe (1985) found policies affected the implementation of integrated education for students with severe disabilities. The researchers considered policy variables which suggested patterns of integrative or nonintegrative practices. The study focused on state policies regarding the definition of handicapping conditions, teacher certification, funding, higher education resources, and level of in-service training. The documents utilized to gain the information were annual reports and national surveys. Thirteen school districts spanning nine states and one public institution for individuals with mental retardation participated. Brinker and Thorpe found state policies impacted the amount of integration individuals with severe disabilities experienced. The study revealed integrative models: (a) identified fewer categories of exceptionality, (b) general teacher education foundation courses were required for special education certification and special education courses were required for general education certification, and (c) more college programs for teachers of students with severe disabilities were offered. The study also found more federally funded

demonstration projects in states that promoted an integrative model. Nonintegrative models were characterized as having (a) more categories of exceptionality, (b) higher levels of in-service training, and (c) separate certification requirements for regular and special teacher certification. Brinker and Thorpe indicated improved policies enhance inclusionary processes.

Policy has guided the majority of changes in special education services for students with disabilities. Federal policy obligates state education agencies to change the current state policy to include educational services to students with disabilities. Consequently, local education agencies modify their policies to provide services to students with disabilities. Changes in the educational service system for students with disabilities has been driven by federal policy.

Personnel

The second component identified by all frameworks was changes in personnel. For changes to occur in the educational system all individuals connected with the school experience change. The roles of personnel within the system will be modified or redefined. The California Research Institute's (1992) change framework identified specific modification in the roles of the special educators, general educators, related service providers, paraprofessionals, and

principals. The changes included where teachers teach, what is taught, who they teach, and how they teach. Teaching roles may be expanded to include public relations activities, team teaching, and collaboration among all school personnel. Murphy (1991) expounded on the redefinition of the work relationship as well as the expanded roles for individuals in a school building. Teachers' roles will include decision making and teaming, and will provide new career opportunities. Smith and O'Day's (1991) also described the teacher's role as changing to include decision making, and collaboration.

Fullan's (1991) framework focused on interpersonal changes of individuals in a system. He stated, "change is a highly personal experience -- each and every one of the teachers who will be affected by change must have the opportunity to work through this experience in a way in which the rewards at least equal the cost" (p. 127). Fullan continued by stating that "significant education change consists of changes in beliefs, teaching style, and materials, which can come about only through a process of personal development in a social context" (p. 132). Schalock, et al. (1994) added to Fullan's (1991) idea of change being a personal phenomena. Schalock, et al. consider people in a system as vital because "people have

knowledge, skills, background, power, concerns, beliefs, and commitments.

Murphy's (1991), California Research Institute's (1992) and Fullan's (1991) frameworks considered changes in the role of the administrator's position. Murphy (1991) and California Research Institute (1991) suggested principals and administrators may experience less decision-making power. However, their roles may be expanded to include facilitation of changing teaching styles, supporting teachers during change, and providing resources.

Fullan's (1991) framework included the role of the principal as an active participant in the change activities. Sage and Burrello (1994) stated that the principals active participation signified acceptance and interest. The principal takes a direct role in changing the culture of the school.

DeClue (1994) conducted parallel studies (as cited in Sage and Burrello, 1994) to determine knowledge and attitudes needed by a principal to positively influence staff attitudes toward special education programs. Four school districts representing three elementary schools and two high schools participated. The researcher utilized the case study method of research. Based on the five case studies, five conclusions were drawn: (a) the beliefs and attitudes of principals toward special education influence

behavior toward students with disabilities; (b) symbolic leadership was an important role of the principal for inclusion (c) principals are reactive rather than proactive in the delivery of services; (d) principals rely on the central office special education staff for direct support and consultation, rather than direct involvement with building-level programs; and (e) the contextual factors surrounding the school make a difference in the work of the principal, but contextual factors do not impact the acceptance of special education students and programs. The attitude of the principal (difficult as this is to measure) effected the culture of the school (Fullan, 1991).

Change in schools effect the governing body of the school system. Superintendents and boards of education influence change. Major policy and administrative decisions are the responsibility of the school board and superintendent. McDonnell and Hardman (1989) compared the racial desegregation literature to the integration movement in special education. The authors found that the positions of the school board and superintendent were important to the success of the desegregation efforts. The superintendent's support directly impacted the quality and type of programs available to students with severe disabilities. In Hasazi, Johnson, Liggett, and Schattman's (1994) policy study all the state directors of special education tried to influence

LRE policy. The directors supported integration through financial incentives, model demonstration projects, training, and technical assistance. Changing a system effects all personnel. Individuals were one of the most valuable resource to an organization.

Organizational Structures

Organizational structure of school systems was the third factor identified by all frameworks. Murphy (1991) identified changes in the organization and governance structures, specifically, changes in the administrative structures. This included decentralization and deregulation. Particular areas of decentralization identified by Murphy were: educational goals, budget, personnel, curriculum, and organizational structures. To decentralize education systems Murphy endorsed site-based management. Rethinking the division between labor and management, and the establishment of waivers were suggested as deregulating activities. Fullan (1991) discussed changes in the operational structure of a system to encourage support and press for improvement. Fullan specifically listed changes in organizational arrangements, roles, finance, and governance. Smith and O'Day (1991) encouraged a complete redesign of governance. The authors suggested that state departments of education provide a clear picture of long-range goals. These goals would then be coordinated

across state policy. The major activities of the state department of education were developing consensus about learning goals, crafting policies that consistently reflect and reinforce the goals, and supporting local schools in reaching the goals. The objective was to use the strengths of each level of government to reach the educational goals of the state.

The current organizational structure for general education systems is based on a bureaucratic organizational structure. Skrtic (1987) conducted an organizational analysis of special education which examined the general education organization. Skrtic found that systems operate under more than one form of bureaucracy.

Specifically, schools operated within the professional and machine bureaucratic structures (Skrtic, 1987). The public expects school organizations to follow formalized, specific regulations. This describes a machine bureaucracy. Professional bureaucracies are client-centered. Individuals are allowed to make decisions and solve problems independently. Meyer and Rowan (1991) summarized this phenomenon by stating, "schools create and maintain the appearance of a machine bureaucracy through symbols and ceremonies for the public even though schools actually function like a professional bureaucracy" (p. 357). Slavin (1990) provided an example of this phenomenon. Traditional

instructional methods generally present the same material at the same rate and the same way to groups of students. This exemplifies a machine bureaucracy. Students who can benefit from this "one size fits all" approach succeed. However, students who do not learn in this approach fail. Schools generally look for alternative ways to serve students who do not fit the mold. This exemplifies a professional bureaucracy. The purpose of alternative services is to get the student who is "a misfit" out of the way (p. 40).

Skrtic (1987) summarized the role of the machine and professional bureaucracy. The machine bureaucracy satisfies the public image of how schools should operate. However, the professional bureaucracy allows schools to meet the needs of students. Therefore, schools basically function within two contradictory organizational structures. The changes advocated by Fullan (1991), Murphy (1991), and Smith and O'Day (1991) reduce the standardization of the machine bureaucracy. School restructuring is attempting to replace the traditional professional bureaucratic structure of schools with an adhocracy structure (Skrtic, Sailor, & Gee, 1996).

California Research Institute's (1991) framework included changing the organization structure as it relates to the current delivery system for students with severe disabilities. The service delivery model would include

serving students with severe disabilities in the general education classroom. This change would effect allocation of resources, pre-service training, personnel, and possible mergers between general education and special education at the district and state department levels.

Many authors in the field of special education support changing the organizational structure of schools to an integrated system (Gartner & Lipsky, 1987; Mercer & Denti, 1989; Reynolds, Wang, & Walberg, 1987; Stainback & Stainback, 1984). The rationale for an integrated system included: (a) all students have unique needs, (b) services are duplicated in separate facilities, and (c) labeling students does not effectively insure that individualized appropriate services are provided. In an integrated system, students are seen as individuals with a unique set of needs. Teachers identify each child's physical, intellectual, and psychological strengths and build upon them. An integrated system challenges teachers to develop the most effective teaching strategies for all students. Duplication of services is eliminated, in an integrated system. Special and general educators use many of the same methods, but in separate classrooms. Stainback and Stainback (1984) contend that an integrated system eliminates the need for the current classification system. The classification system used in the dual system is costly, unnecessary, and

emphasizes a student's weaknesses instead of strengths. In an integrated system, it is not necessary to categorize students. All students receive services based on individual needs, not categories. In successful inclusive schools, students with disabilities do not lose services or support in the general education classroom. Students with disabilities gain the opportunity to have full membership and to grow in functional and meaningful ways in the social and learning contexts of their peers without disabilities (Giangreco, Cloninger, Dennis, & Edelman, 1993).

From a structural perspective, all the conceptual frameworks call for the elimination of specialization, professionalization, and loose coupling, the features which describe the professional bureaucracy. All conceptual frameworks seek an adaptable system where teachers collaborate among themselves and with their consumers to personalize instructional practices (Skrtic, Sailor, & Gee, 1996).

Relationship

The final component addressed in all conceptual frameworks was relationship. Each framework stressed that a relationship among all components must be present for change to occur. Murphy (1991) emphasized the importance of addressing all the components of a system to restructure the

system. Fullan (1991) stated that for systems change to occur,

We should avoid thinking of sets of factors or themes in isolation from each other. They form a system of variables that interact to determine success or failure. Above all, educational change is a dynamic process involving interacting variables over time, regardless of whether the mode of analysis is factors or themes. (p. 67)

Smith and O'Day's (1991) framework discussed the need to have a coherent system. This system allows schools to overcome the current fragmented system. Smith and O'Day's coherent system included relating all elements of a system to the state's curriculum framework. Therefore, all parts of the system work together toward a common goal.

The California Research Institute (1992) framework focused on the importance of an interrelationship of each component. The interaction causes change to happen and contributes to the success of implementing change.

Schalock, Fredericks, Dalke, and Alberto (1994) summarized the importance of a relationship among the components in that "the relationship among the system parts define the parts" (p. 215). These relationships among people also form "reaction channels" through which energy can travel. People within systems need to participate with

each other for energy to flow. There must be a relationship formed among all the parts of a system to cause change. This relationship is vital. Without it, change occurs sporadically.

Summary

Policy changes, personnel changes and change in the organizational structure were identified in all systems change conceptual frameworks in this literature review. In addition, the importance of a relationship among all components of changes was found. Changes in policy have been documented in the special education literature as a catalyst for change in educational services to students with disabilities. Systems change requires change in the organizational structure. This is difficult but necessary if systems are going to experience system-wide change. Some changes were obvious such as changes in personnel work styles. Individuals that work in the changing system must adapt their current role for the system to experience change. A less obvious component of a system found that must be considered in change activities was the relationship among all components. These components have been found in large and small studies regarding change. For systems change to occur, it is essential that these components of a system also change.

Six components of systems change were identified by three of the conceptual frameworks included in this review of the literature. The components were identified in the frameworks and in the systems change literature. These components were: (a) practices, (b) information, (c) parent and community involvement, (d) resources, (e) vision, and (f) leadership.

Practices

Murphy (1991) provided a lengthy description of core technologies. Core technology was defined as what is taught and how it is taught. This includes changes in curriculum, instruction, and an understanding that all students should be educated. The curriculum changes included a core curriculum for all students, focus on interdisciplinary approach to curriculum, in-depth coverage of the curriculum, use of original source document (a movement away from textbooks), focus on higher order thinking skills, and broadening assessment. Instructional change would include a change from teacher-centered instruction to student-centered instruction where students become active participants in learning and drive the instruction. Murphy's final concern was that all students receive an education. Education should be provided in an impartial manner.

Smith and O'Day's (1991) framework focused on a coherent system of instruction. Through collaboration and

consensus of highly qualified teams of teachers, each state department of education develops a core curriculum framework. The areas contained in the core curriculum framework include challenging and engaging knowledge, skills and problem-solving. The core curriculum framework emphasizes depth of understanding, knowledge construction through analysis, synthesis of real life problems, hands-on experiences, and the integration of content and pedagogy. The core curriculum frameworks establish themes, topics, and objectives to allow maximum flexibility and creativity at the local level while projecting a clear direction for the system.

The California Research Institute (1992) referred to the knowledge of best practices for change to occur in special education. The California Research Institute framework included the development of programmatic guidelines. The guidelines offer a clear outline for organizing programs that utilize best educational practices. Programmatic guidelines are most effective when they are adopted by state and local educational agencies. California Research Institute lists the following effective practices: cooperative learning, peer teaching, team teaching, alternative assessment, integrated related services, facilitation of social interaction, and community based instruction. The concept of best practices is poorly

defined and not empirically based. However, Murphy considers core technologies as the major goal of restructuring. The core technologies and California Research Institute's best practices focus the change on student needs. Smith and O'Day's core curriculum framework was the essence of the entire systemic change effort. For changes to occur in practices, information is needed.

Information

California Research Institute's (1992), Smith and O'Day's, (1991), and Fullan's (1991) framework included a staff development component. California Research Institute advocated visits to exemplary sites and training as methods to provide information. Smith and O'Day's conceptual framework promoted in-service professional development as a key component. Professional development allows teachers to gain information on new practices. Fullan's educational change framework stressed the importance of clarity. Fullan promoted the importance of staff development and technical assistance in helping to clarify the change and begin personnel moving toward the desired goals of the change.

The use of technical assistance was supported throughout the change literature in the field of education (Crandall & Loucks, 1983; Emrick & Peterson, 1978; Louis & Rosenblum, 1981; Seiber, Louis, & Medsker, 1972). Several large-scale studies evaluating change efforts were conducted

in the 1970s. The purpose of these studies was to determine how to improve practices at the local level. The change strategy implemented most often in these studies was the use of change agents. The concept of change agents was based on the agriculture extension model. In this model, an agricultural change agent worked with individuals when they were adopting a new practice. The change agent provided guidance and support throughout the process (Rogers, 1995).

The first large-scale study using change agents included in this review was the Dissemination Efforts Supporting School Improvement Study (DESSI) conducted by Crandall and Loucks (1983). The goals of the DESSI project were to determine: (a) the extent federally supported projects were implemented in schools, (b) the factors that influence implementation, and (c) the impacts of federal policies on state and local practices. A three year comprehensive examination of federal and state dissemination activities was conducted. Fifteen dissemination projects at the federal level were included. At the state level ten states employing various methods of dissemination were included in the study. Local school districts were also included in this study. A total of 146 districts that adopted or developed dissemination activities were selected. Information was gathered through 4,000 questionnaires and 500 face to face interviews. At the state and federal

level, in-depth interviews and document analysis were conducted. At the local level, 12 of the 146 local sites participated in year-long field studies. Crandall and Loucks (1983) found positive results when new projects involved a high level of local involvement and extensive contact with change agents. This study found projects using the change agent model to provide additional assistance or support reported positive results. One limitation of this study was the magnitude of the changes incorporated in the school settings were not described. In addition, the school settings were not described. Generalizing these findings may be difficult. However, DESSI was one of the most extensive studies in history (Gersten, Vaughn, Deshler, & Schiller, 1995).

The second study, The Pilot State Dissemination Project (PSDP) conducted by Seiber, Louise, and Medsker (1972), also reported positive results when using field agents. The purpose of the PSDP was to improve educational practices by providing research and new information to practitioners. Field agents (i.e., change agents) were identified in each state to provide technical assistance to school personnel. This study compared teachers who used change agents to teachers who did not contact change agents in three states. Data was collected using a close format survey instrument.

The survey was sent to teachers and local administrators. Surveys were returned by 568 participants.

The results indicated participants who received information and assistance implemented new ideas and knowledge more than participants who were not served by a field agent. The study also indicated printed material along with personal assistance were more effective than printed materials alone. This study did not address the characteristics of the teachers who participated. Information regarding the level of education of participating teachers as well as the current teaching position were not included. The PSDP evaluation concluded that field agents successfully influenced groups unlikely to seek outside information. Field agents were particularly successful in stimulating requests from classroom teachers; however, the cost of this approach prohibited it from becoming a national model.

The National Diffusion Network (NDN) study conducted by Emrick and Peterson (1978) also reflected positively on using change agents. The NDN was a federally-sponsored program responsible for spreading exemplary educational programs and practices to schools throughout the nation. The majority of the programs included instruction components emphasizing curriculum content, instructional methods, or both. Some innovations required few changes while others

required changes that effected the entire school district. Two categories of change agents were used to promote change. The first category was "facilitators," they assisted in identifying potential "adopters" and facilitating the adoption process. "Developers" were the second category. Developers were responsible for development, demonstration, and assisting in implementation. The study included 2,500 school districts identified as adopters. Baseline data was gathered using a questionnaire. A more comprehensive survey was administered to 150 change agents and 1500 adopters. Survey data were analyzed using a multiple linear regression technique to establish relationships of processes and events. Sixteen developers, 16 facilitators and 35 adopters were identified for more thorough study, which involved site visits, interviews, observations, file reviews, and a more extensive staff survey. A process outcome analysis was used to analyze the data from the in-depth study.

The survey results indicated the NDN program attained a high degree of success in creating awareness of the programs and services, stimulating interest and activity on the part of school personnel, providing materials and training assistance to adopting schools, and providing subsequent implementation assistance and follow-up support. The analysis of outcomes identified initial training and follow-up tactics as well as interpersonal skills as having

considerable impact. In addition, awareness activities that included providing materials and assistance to schools were helpful. Visits to demonstration sites, the gradual phase-in approach to change, and the quality of materials were also credited towards successful implementation. These findings supported the findings of the PSDP project. Both programs utilized change agents who had regular personal contact in school sites.

The final study using change agents was the Research and Development Utilization (RDU) study conducted by Louis and Rosenblum (1981). The RDU program was intended to support dissemination activities that would lead to school improvement at the local level. This strategy was unique because it emphasized voluntary involvement and dissemination of research and development products. The RDU process utilized a staff development model and a change agent model to improve practices. The staff development training included problem-solving strategies and instruction in the participatory decision-making process. The change agent linked school personnel to proven products and assisted sites in the decision-making process. The overall objective of the program was to help schools clarify and solve local problems. Data was collected using a variety of methods. Data sources for the study included interviews with RDU project staff. In addition, interviews and surveys

were conducted with linking agents. Interviews were also conducted during visits to 50 additional local school sites participating in the program. Case studies were conducted at 40 participating sites. Finally, surveys were mailed to principals and teachers.

The data implied that teachers were implementing the products. The products used most were developed by practitioners. According to the teacher survey, satisfaction with the products was high and users did not encounter serious problems. The results of the building principal survey indicated products were beneficial and would be incorporated into the curriculum. A second objective of the RDU program was to increase a school's capacity to deal with problems. The principal and teacher surveys indicated a majority of the schools established problem-solving teams. Change agent observations indicated teams adhered to the RDU program's problem-solving process; however, some deviation occurred. The study did not indicate the amount of time change agents spent in on-site nor did the study indicate the amount of staff development training provided. Louis and Rosenblum concluded, "the combination of a well-designed dissemination strategy which emphasizes the provision of high quality information, technical assistance, and small amounts of funds were effective in promoting improvements in schools" (p. 6). The

use of technical assistance has been well supported in the literature.

In addition to technical assistance, information has been provided through in-service training. To determine effective methods of implementing change, Fullan (1985) conducted several case studies. Fullan (1985) examined the change processes at the school building level to formulate strategies to improve schools and classrooms. Four case studies were conducted at school sites. In the studies, each school utilized a different approach to in-service training. The case studies indicated that various in-service training methods were valuable. Two studies found it beneficial to schedule frequent in-service meetings where teachers exchange experiences and encouragement. Another study found in-services that involved theory, demonstration, practice, feedback, and coaching to be valuable. The final study found training involving teachers and administrators planning and designing materials together beneficial. Various formats for in-service training were necessary and beneficial.

The importance of providing information regarding the change effort was well-supported in the literature. Technical assistance and in-service training was well documented in the literature.

Parent and Community

The third component identified by three conceptual frameworks was parent and community involvement. Murphy (1991) and the California Research Institute (1992) specified parents as key players in changing schools. Fullan (1991) emphasized that boards and community support assist in making changes. In Schalock, Fredericks, Dalke, and Alberto's (1994) review of the literature, clients and constituents were identified as components of change. Clients were defined as children who have certain rights that the system should honor. Constituents were defined as the parents, family members, and/or guardians of these children. Schalock, et al. also identified the broader community of the state or society as constituents.

The RAND Change Agent Study was a large-scale study conducted by Berman and McLaughlin (1975). The focus of the RAND study was to identify factors that affected local adoption of new practices. The RAND Corporation conducted a national study of four federally funded programs centered on innovative practices. Data was collected using surveys and personal telephone interviews. Surveys were sent to change agent projects. Personal interviews were conducted with superintendents of schools, building administrators, and teachers. A total of 1,735 interviews were conducted. Field studies were also included. Staff from 29 projects

participated in the field studies. Data was collected through surveys, observations, and interviews. Interviews were also conducted with federal and state education agency officials who worked with the change agent programs. The RAND investigators concluded that local receptivity to innovation was critical. Projects that were implemented in a hostile or indifferent environment did not survive. McDonnell and Hardman (1989) also found consumer groups were instrumental when implementing change in their comparison of desegregation literature to the special education integration literature. Parental involvement has always been important in the field of special education. For the educational system to change, the community must be involved as well as parent involvement.

Resources

Adequate resources to support change in a system was the fourth component addressed in three frameworks. Fullan (1991) and the California Research Institute (1992) mentioned resources but did not expound on the type of resources needed. Both frameworks identified the principal of a school as the person responsible for providing resources. Smith and O'Day's (1991) conceptual framework suggested that local education agencies address budget issues to bring about change. Smith and O'Day stated "districts must also assure equitable distribution and use

of common and base budget resources across schools, and administer special program resources in ways that maximize opportunities for needy children (p. 29)." In addition, Smith and O'Day advocated additional materials, textbooks, and time to collaborate to support classroom teachers.

Schalock, Fredericks, Dalke, and Alberto (1994) defined resources as the elements that allow the system to provide services and to maintain itself. Various forms of resources were available such as equipment, money, people, time, and written materials. People were the most important resource according to Schalock, Fredericks, Dalke, and Alberto.

Studies examining the change process have identified time as a valuable resource. Peck, Richarz, Peterson, Hayden, Mineur, and Wandschneider (1989) conducted a qualitative study to identify important issues involved in providing an inclusive pre-school education model. The study involved 30 individuals in the state of Washington. Three basic categories of concerns were identified. The concerns were: (a) adequate personnel preparation is necessary, (b) fear of potential loss of control is an issue, and (c) adequate resources must be provided. Teachers almost unanimously cited the need for scheduled time to collaborate as crucial. Salisbury, Palombaro, and Hollowood, (1993), found teachers used daily team meetings to solve problems and share ideas. The teachers found that

arranging time to collaborate was challenging, but that the resulting benefits from that use of time were great. Thousand and Villa (1989) found time to be a valuable resource in changing the educational systems in Vermont. The authors reported on several strategies used to provide teachers additional time to collaboratively plan and implement an inclusive educational program. Strategies included hiring substitutes and rotating staff schedules. Time was identified as a valuable resource by many authors examining the inclusive education model. Time was a resource that does not usually cost money; however, funding was a vital resource for change.

Funding issues are major concerns in systems change. Many of the current funding practices limit the amount of change states can engage in. Therefore, many authors promoted changing the current funding structure.

In the field of special education, funding has been an issue for all states. Sage and Burrello (1994) advocated using a block formula instead of the individual-based formula. The block formula eliminates child count and assessment for the sole purpose of generating funds. Individual schools negotiate for resources based on the needs of the students with disabilities. Strict accountability for resources will become a shared responsibility among the district and individual schools.

District monitoring and reporting to state and federal agencies will continue in the block formula. Monitoring ensures equity and accountability for achieving specific student outcomes. Funding is one of the most challenging issues of inclusion.

The funding issue was apparent in the field of general education as well. Odden (1995) proposed a school finance reform that produced fiscal equity. This proposal was comprised of three parts. To begin, Odden's proposal provided an equal base funding. Included in the equal base funding proposal was additional funding for children in poor communities. Finally, adjustments to the funding structure would be made based on the purchasing power of the district. This proposal would be included in the overall systemic strategy for the state. Changing the current funding structure is necessary to change the current educational system.

Vision

The fifth component identified by the developers of three conceptual frameworks was vision. Determining a vision for change was cited many times in the literature (California Research Institute, 1992; Fullan, 1991; Olson, 1989; Schalock, Fredericks, Dalke, & Alberto, 1994; Smith & O'Day, 1994). However, this was a vague concept that was not well understood in the literature. Fullan's (1991)

educational framework emphasized the importance of vision. According to Fullan, the vision of an organization permeates the organization. The vision establishes the purpose, values, and integrity of the desired change. California Research Institute (1992) claimed that states must have a vision to assist individuals in developing an investment in personal change. Several authors discussed the importance of a vision when changing systems.

Smith and O'Day (1991) included the importance of vision. To provide coherent direction for education reform throughout the system, a state must have a common vision of what schools should be like. The vision should be informed by underlying values concerning intellectually stimulating and engaging education for all students.

Olson (1989) discussed changes in the current system of providing early intervention services. Olson delineated five steps for organizational change. The author stressed the importance of developing a vision statement that included a clear philosophical premise. The vision statement acts as an anchor on which to base decisions and by which to solve problems.

Schalock, Fredericks, Dalke, and Alberto (1994) included vision and mission as components of change in their review of the literature. The authors discussed the purpose of a mission. According to the authors the purpose of a

mission was "as a set of measurable and obtainable goals for operation that further the organization's quest for its vision" (p. 215). This provides a boundary to the dynamics of the system in that the components are developed to bring about the achievement of this mission. Vision and mission are vague concepts; however, the literature supports the use of vision statements to encourage change. Leaders in the change effort are often responsible for developing a vision.

Leadership

The final component identified by Fullan (1991), California Research Institute (1992), and Smith and O'Day (1991) was leadership. Fullan (1991) differentiated between leadership and management. Fullan related leadership to mission, direction, and inspiration. He identified management as designing and carrying out plans, getting things done, and working effectively with people. For change to occur, leaders in the effort must possess leadership and management skills. Smith and O'Day included leadership at the state level as one strategy for systems change, declaring that "if we wish to influence more than a few schools or districts at a time, the state is a critical actor" (p. 25). The authors further suggested that states were in a unique position to provide coherent leadership, resources, and support to the reform efforts of schools. Smith and O'Day stressed the importance of state leadership.

According to Olson (1989) "successful change requires support from program administrators" (p. 25).

Administrators can support change by providing additional staff, reallocation of work loads, and financial support. Olson further claimed that "the lack of administrative support or commitment to change can be the most frequent causes of implementation failure" (p. 26).

In the Janney, Snell, Beers, and Raynes (1995) case study on statewide systems change, leadership was identified in one advice theme. Leadership came from district administrators, building administrators, special education teachers, and general education teachers in all the case studies. In addition, the data regarding advice indicated a need for leadership in setting goals and providing the resources to achieve them, gradual or incremental introduction of change, and participatory planning and decision making. The RAND Change Agent study also found that administrative support at the district and school levels was an important element of the change process (Berman & McLaughlin, 1975). In Harbin's (1993) case studies of states implementing Part H, leaders were identified as vital. The leaders espoused a vision, strategy, and style that led to implementation of Part H policy. Strong leadership was supported in the change literature.

Summary

The components of practices, information, parent and community involvement, and resources addressed pragmatic aspects of change. The vision and leadership components were more abstract. Practices in education directly impacted the classroom teacher and students. Curriculum, pedagogy, and teaching strategies identified as effective practices will be used to improve the educational system. Changing practices requires increased information. Providing information was well documented in the systems change literature. Technical assistance and staff development were referred to the most. The literature supported active participation of parents and community members. The final component directly effecting daily practice was resources. Resources are vital to changing a system. Time and funding were cited as essential for change.

Two components, vision and leadership, were found to be important, as well. These components were more nebulous than the other four. Vision and leadership effect the entire system. Both are powerful components that are somewhat related. The vision provides the leader with a guide to change.

Evaluation

Evaluation was included in two conceptual frameworks as well as in the literature. Fullan (1991) and California Research Institute (1992) identified evaluation as a component necessary for changing a system. California Research Institute found states analyzed state and local policies, collected data on the number of students moved into age-appropriate integrated environments, and analyzed individual education plans, and student schedules. Many states had employed outside evaluators. Fullan's (1991) framework included monitoring and problem coping as methods of evaluation. Monitoring was described as having two functions. The first was to monitor the process of change. The second was to gain information to provide access to good ideas to avoid repeating the same errors. Schalock, Frederick, Dalke, and Alberto (1994) reiterated decision-making and evaluation as tools that provide constant feedback to a system. This helps in decision making and determining accomplishments.

DeStefano (1992) examined the evaluation data obtained from secondary transition projects sponsored by the Office of Special Education and Rehabilitative Services. The purpose of the study was to compare the expectations for evaluation of projects outlined by the requests for proposals to the local capabilities to meet those

expectations. Requests for proposals, evaluation plans, evaluation technical assistance needs assessments, technical assistance contracts with individual projects, and final evaluation reports from 157 model demonstration projects in transition served as the major data sources in this study. Telephone interviews with the Offices of Special Education and Rehabilitation Services project staff were used to validate and clarify federal expectations and needs for evaluation. To evaluate federal expectations, the principal investigator and OSERS project staff analyzed the requests for proposals (RFP). The principal investigator analyzed the RFP to determine the types of evaluation approaches requested. The OSERS project staff validated and clarified the federal expectations. To assess local capabilities two individuals related to model demonstration project and one individual unrelated to the project reviewed files. After the review, two members independently completed a 10-item checklist for each project. This checklist included multiple-choice items to assess the type of evaluation data collected, the evaluation process used and the individual responsible for evaluation. The results indicated that the majority of project directors collected evaluation data to fulfill reporting obligations to the federal funding agency. In addition, project directors collected data to guide program development and improvement.

Salisbury, Palombaro, and Hollowood (1993) reported that constant reflection on actions, beliefs, knowledge, and outcomes enabled the staff to maintain their desired course. Sharing decision making and evaluation duties relieved the principals of total responsibility of the change effort. At the same time, it encouraged teachers to take an active role in the change process.

The evaluation strategies promoted in the conceptual frameworks utilized a variety of data collection methods. Evaluation of the change effort has been found to be a useful tool. The ongoing evaluation process used to modify and personalize change was found to be effective in guiding necessary change.

Additional Components

There are additional components of change that were not mentioned in the frameworks included in this review of the literature. However, these components were found in the anecdotal literature. These include the effects of the political climate, collaboration, and institutions of higher education.

Political Climate

One component found in the systems change literature that directly impacts systems change was the political climate in a state. Fuhrman (1995) described political challenges to systemic reform. According to Fuhrman, for

systemic change to occur, policy development was required. Fuhrman argued that the political system functions to deliberately thwart decisiveness and coordination of policies. The author identified four characteristics of the political system that contributed to incoherent policy making: (a) the fragmented system, (b) the focus on elections, (c) policy overload, and (d) specialization.

The first characteristic of the political system was fragmentation. Fuhrman (1991) explained that each part of the political structure operates according to its own schedule and rules rather than functioning as a system. Educational governance is particularly complex. There are three levels of government-making education policy, therefore coordination of policy making is nearly impossible.

A second characteristic of the political system that thwarts rational policy making was the emphasis placed on campaigning and election. Fuhrman (1991) provided three ways the election process hinders systems change. The first was a priority on re-election above policy or institutional improvement. This is most apparent in Congress where livelihood and career depends on staying in office. A second consequence of the preeminence of elections was the avoidance of controversial and difficult issues which may upset elements of the electorate. Finally, because of the

emphasis on election, politicians are attracted to the type of policies that are simple and easy to explain. This avoids harrowing situations during campaign time. The election process impedes the ability of policy makers to make policies that may result in loss of votes.

A third characteristic of the system that thwarts systems change was the overload of policy issues. Fuhrman (1991) pointed out that "the sheer volume of policies increases the likelihood that policies will tumble out, without any necessary connection to a long-range strategy or to one another" (p. 38). Many policies are approved, but policy makers are not always aware of other policies that may be in direct contradiction with the newly approved policy.

The final characteristic of the political climate that effects systems change according to Fuhrman (1991) was specialization. Policies are crafted by experts with a narrow perspective in the field. Consideration is not given to how the policy will affect other fields. The policies usually focus on one area and do not approach change in an integrated manner.

Harbin (1993) also addressed political climate. Harbin examined the political climate in six case studies regarding early intervention policy. Political climate was defined as the general climate found within the state with regard to

developing programs for children in general, and young children with special needs specifically. The study found that the nature of the political climate and the amount of political support for services to children with disabilities was critical. Major changes in policy were reflected in states where the governor's office supported the change. States using interagency agreements before Part H was enacted gained strong support from the state legislature. In states where fiscal crisis were occurring, policy did not change.

In addition, Hasazi, Johnston, Liggett, and Schattman (1994) identified political climate as a factor that contributed to the adoption of least restrictive environment policy. Parent advocacy groups educated legislators regarding special education issues. However, parent advocacy groups influenced state departments of education the most. These groups were instrumental in the development of policies regarding least restrictive environment.

The political climate of a state effects systems change. The fragmented systems allow policy makers to develop policies that are not coherent with other policies. The influence of political elections effects what policies are supported. In addition, the economic situation in a state effects change. For systems change to occur, the

economic and political climate must support the change (Fuhrman, 1991).

Collaboration

Collaboration was the second component found in the anecdotal systems change literature. Change requires that several individuals within a system work together. Collaborative problem solving and decision making have been cited in the literature as essential for systems change (Graden & Bauer, 1992; Villa & Thousand, 1992). Villa and Thousand (1989) defined collaboration "as educators working together to enhance student functioning in general education environments" (p. 93). Team members work cooperatively to achieve a common goal. Collaboration has two distinct purposes. The first is to remediate the current concern related to the student's performance or functioning. The second is to prevent future problems for students and others (Graden & Bauer, 1992). In the case study conducted by Salisbury, Palombaro, and Hollowood (1993) the collaborative problem solving process was viewed by teachers as an effective strategy. Effective collaboration among professionals benefits all children.

Institutions of Higher Education

Involvement of institutions of higher education was supported in the systems change literature. California Research Institute (1992), Fullan (1991), and Smith and

O'Day (1991) alluded to the involvement of teacher preparation institutions. However, Sarason (1995) specifically identified the importance of changes occurring in institutions of higher education at the same time change is occurring in school systems.

Sarason (1995) emphasized the importance of change in teacher preparation programs. Sarason states "[s]chools can be desirably changed by a number of strategies but the degree of change will be small if preparatory programs are not drastically revamped" (p. 37). He further suggested that teachers need preparation for teaching students with disabilities and working in school systems as active decision makers. In addition, teachers should have an understanding that the field of education is ever-changing. Strong emphasis is placed on higher education in Sarason's writings on systems change. He basically concluded that change will happen in school only after change occurs in higher education.

Other authors provided strategies to form partnerships between institutions of higher education and public schools. Little (1993) promoted school-university collaborations. This approach involved a partnership between a school system and a university. The purpose was to provide support, expand access to resources, and to critique school progress. Little reported that schools have formed partnerships with

subject matter university programs as well as colleges of education. Smith and O'Day (1991) noted that states must ensure that new teachers have knowledge and the instructional skills necessary to handle changes in the curriculum. The authors maintained one method of improving pre-service education is for states to screen and credential teachers. This will ensure that teachers have basic knowledge. Requiring teacher preparation programs to prepare pre-service teachers for a test will motivate faculties to alter courses and pedagogical approaches.

Changes in teacher preparation lead to change in practice. When school systems change without the involvement of institutions of higher education, new teachers are not prepared for their role (Sarason, 1995). It is important for colleges of education to change teacher education curriculum to adequately prepare new teachers.

Conclusion

Changing the educational system involves a complex set of phenomena. The field of special education experienced changes in practices due to the influence of policy changes. Students with disabilities once received services in segregated settings. Since the LRE mandate of IDEA, students with disabilities receive educational services in more integrated settings. Through the impact of the Regular Education Initiative, the educational setting preferred for

students with disabilities is the general education classroom. This movement advanced the inclusive model of education. However, most students with severe disabilities remain in segregated educational settings. To address this situation, the OSERS developed the statewide systems change strategy to assist states in providing educational services in the least restrictive environment for students with more severe educational needs.

Statewide systems change is a vague concept. It has many meanings and includes many components. Four major conceptual frameworks identify the components necessary to change the educational system. Some of the components are included in all of the frameworks and are found in the literature. These include the effects of change on the roles of individuals within a system, policy changes, change in the organizational structure, and the existence of a relationship among all components. The adjustment in personnel roles address changes to individuals. The literature indicates a broad spectrum of individuals are effected by systems change. Policy and organizational structure impact the entire system. The literature demonstrates the impact of policy in special education. For systems change to occur the bureaucratic organizational structure of schools will have to change. The final component found in all frameworks is the importance of a

relationship among all components. This relationship allows change to occur throughout a system rather than in isolation. These components were found in all major frameworks.

Several components are listed in three of the frameworks and supported in the systems change literature. These components include: involvement of parents and community, practices, information, resources, vision, and leadership. The involvement of parents is instrumental in making change occur. Parental and community influence have changed policy and practice. The components of practices, information, and resources relate to services provided to students and personnel. The vision and leadership component effects the overall approach to change and effects schools in a dynamic manner.

Evaluation was identified in two of the frameworks and supported in the systems change literature. Evaluating the progress and outcomes of the change efforts has provided guidance to individual school's change effort.

Furthermore, additional components to change are cited in the literature. These include the political climate of a state, collaboration, and the involvement of institutions of higher education in teacher preparation. The political climate effects systems change throughout a state. Support of political leaders is essential. Collaboration throughout

the system was found to be important. The need for collaboration at the school building level to plan and implement changes is cited. In addition, collaboration among state agencies is important. The involvement of institutions of higher education is promoted in the systems change literature. Institutions of higher education are vital to ensuring that changes in educational practice are promoted. These diverse components impact the ability of systems to change. Each framework includes similar components, and some components are only identified in one framework. However, for systems change to occur, a combination of all the components is necessary.

The research on systems change reviewed in this literature review identifies components of a system that must be included for systems to change. Fourteen components are identified: (a) parents and community, (b) personnel, (c) organizational structures, (d) policy practices, (e) information, (f) resources, (g) evaluation, (h) vision, (I) leadership, (j) political climate, (k) collaboration, (l) teacher preparation, and (m) relationship. Plainly, the literature specifies that changes in special education are guided by policy. Currently, the field of special education is promoting the inclusive model of education as one method to meet the least restrictive environment mandate of IDEA. For inclusive education to occur the current educational

system must change. The Office of Special Education and Rehabilitative Services has promoted the statewide systems change strategy to encourage educating students with severe disabilities in the least restrictive environment. Based on the literature, for these changes to occur in special education, policies must reflect systems change. There is anecdotal literature which describes components of systems change. In addition, there are case studies which describe school systems experiences with systems change. Research exploring special education policy has been conducted in the area of least restrictive environment. However, there is little research exploring special education policy regarding components of systems change. The purpose of this research is to explore special education policy to determine if policy reflects the necessary components of systems change.

CHAPTER 3

Methodology

The research design for this study was a descriptive design utilizing mixed methodology. The purpose of the design was to ascertain the frequency, distribution, and interrelationships of systems change variables (Mayer & Greenwood, 1980). The study addressed the following research questions:

- 1) Which of the fourteen components of systems change were found most often in state policy?
- 2) In states that have had systems change grants for five years, what percentage of the fourteen components of change are found in the state policy?
- 3) In states that have had systems change grants for four years, what percentage of the fourteen components of change are found in the state policy?
- 4) In states that have had systems change grants for three years, what percentage of the fourteen components of change are found in the state policy?
- 5) In states that have not had a systems change grant, what percentage of the fourteen components of change are found in the state policy?

This chapter will describe the sample selection, data collection methods, procedure for data collection, data analysis procedure, and pilot study for this research.

Sample Selection

Purposeful sampling was used to determine participating states for this study. The focus of purposeful sampling was to select a sample that provided information rich data (Patton, 1990). It was necessary to examine policy across several states because states were given broad discretion in implementing statewide systems change projects. The specific sampling procedure for this study was criterion sampling. The criteria for state selection for this study included:

- 1) number of years the state received systems change funding
- 2) states that have not received systems change funding
- 3) states with the highest number of students, ages 6 - 21 with multiple disabilities reported on the December 1 child count and meeting the federal criteria for severe disabilities
- 4) willingness of states to participate

To identify if the number of years a state received funding impacted policy development, states with five years, four years, and three years of systems change funding were selected. In addition, states with no systems change funding were selected for comparison purposes. States with one year and two years of funding were not included since

these statewide systems change projects were in the initial stages of development. States receiving funding for more than five years were not included due to the advantage of additional time.

To apply criteria one, number of years the state received systems change funding, states that received systems change funding were divided into groups according to the number of years of funding received (See Appendix A). To apply criteria two, states that have not received systems change funding, states without funding were identified.

To apply criteria three, states with the highest number of students, ages 6-21 with multiple disabilities reported on the December 1 Child Count and meeting the federal criteria for severe disabilities, were identified. The student population identified for this study was students with severe disabilities because individuals with severe disabilities were the focus of the Statewide Systems Change Priority developed through the United States Office of Special Education and Rehabilitation Services (OSERS) (Smith & Hawkins, 1992). The child count data does not include the category of severe disabilities; therefore, the category of multiple disabilities was used for selection purposes. Child count data was obtained from the Sixteenth Annual Report to Congress (1994). States with the highest number of students with multiple disabilities reported on child

count data were generally selected. In addition, state directors of special education were asked to identify the number of students meeting the criteria for severe disabilities.

Criteria were applied with the following results. Out of nine states who received systems change funding for five years, Virginia and Washington had the highest number of students with multiple disabilities listed on the child count data as indicated in Table 2. Three states had statewide systems change projects for four years. Among these, Maryland and Kansas had the highest number of students with multiple disabilities listed on the child count data as indicated in Table 2. Four states received systems change funding for three years with Wisconsin showing the highest number of students with multiple disabilities listed on the child count data as indicated in Table 2. However, Wisconsin's population of students with multiple disabilities was the highest for the entire United States. Therefore, Wisconsin was eliminated due to the presumed error rate that resulted in an extremely high number of individuals with multiple disabilities. Maine and Oklahoma had the next highest number of students with multiple disabilities of the states in the three year category and thus were the two selected for use in this study.

Table 2

Child Count Data

State	5 years	4 years	3 years	0 years
VA	2404			
WA	2042			
UT	1252			
AR	1090			
PA	519			
IN	346			
MI	149			
HI	126			
IL	0			
MD		3765		
KS		1295		
KY		947		
MN		0		
OK			1237	
ME			1013	
LA			571	
NH			111	
WI			20,559	
NJ				8034
OH				6212

(continued on next page)

TX	2784
TN	1602
CT	1064
NC	984

States without systems change funding were included. There were 31 states (including outlying areas) that did not have statewide systems change grants. Three states without systems change projects were chosen. New Jersey and Ohio had the highest number of students with multiple disabilities. The number of students with multiple disabilities reported in these states were the next highest compared to Wisconsin. These states were not comparable in number to the states selected with systems change grants. Therefore, New Jersey and Ohio were not chosen because of the extremely high number of individuals with multiple disabilities. Texas and Tennessee had the next highest number of students with multiple disabilities, however, these state directors of special education chose not to participate. Connecticut and North Carolina had the next highest numbers after Texas and Tennessee. The state directors of those states agreed to participate. In addition, Nebraska was added to the sample after the pilot study was completed. Thus, the states participating in this study were: Virginia and Washington with five years of systems change funding, Maryland and Kansas with four years of systems change funding, Maine and Oklahoma with three years of systems change funding, and Nebraska, North Carolina, and Connecticut with no systems change funding. A total of nine states participated in this study.

Data Collection Methods

Mixed methods of data collection were used in this study. These methods allowed standardized information to be obtained. The data was collected using traditional primary and secondary sources (Mayer & Greenwood, 1980; Patton, 1990). Primary sources were those collected first hand by the analyst. Primary data have the advantage of being uniquely suited to the objectives of the proposed research and of being collected by procedures established and controlled by the analyst. The primary data sources chosen for this study were structured telephone interviews and mailed questionnaires. Secondary data were those collected for some other purpose but reused by the researcher. Secondary data sources allowed the researcher to use existing records for data analysis. The most recent special education state plans were used as secondary data sources.

As a means to ensure reliability and validity, three sources of data were collected for triangulation purposes. The first method of data collection used was a policy examination. Often, the concepts dealt with in policy research are highly abstract (Mayer & Greenwood, 1980) and most concepts in policy research are global and have multiple indicators. Therefore, each concept was operationally defined and further broken down into smaller, concrete subconcepts or variables, which in turn were broken

down into indicators (See Appendix B). The variables were identified through an extensive review of the literature. A structured policy analysis instrument including a listing of the fourteen components and indicators for each component was developed to examine each state's special education state plan (see Appendix C).

The second data collection method was a questionnaire. A closed format questionnaire was sent to each participating state director of special education (see Appendix D). The purpose of the questionnaire was to systematically collect data that supports information found in the policy analysis (Fowler, 1995). The questionnaire required respondents to identify systems change components included in the current state plan. The components were defined on the questionnaire to ensure that all respondents had the same understanding of what to report (Fowler, 1995).

The final method of data collection was a semi-structured telephone interview. An interview protocol was developed to standardize this procedure (Mayer & Greenwood, 1980) (See Appendix E). The semi-structured interviews provided a format to ask a series of structured questions. Semi-structured interviews allowed the researcher to probe more deeply by using open-ended questions. The data obtained was more complete using this interview method. Borg and Gall, (1989) identified several advantages of semi-

structured interviews. These included: (a) reasonable objectiveness, (b) ability to understand the respondents' opinions, and (c) ability of the respondent to justify opinions. The questions included in the interview protocol were based on the components of systems change identified in the literature review. The interview served as a method to clarify any questions regarding the state's policy that were identified on the policy analysis instruments.

Validity

To insure the validity of the instrument used in this study, each instrument was examined by three experts in the field of special education. The policy analysis instrument, questionnaire questions, and semi-structured interview protocol were reviewed for content and format. The experts included two former state directors of special education and one individual from the United States Office of Special Education and Rehabilitation Services in the severe disabilities branch. They concluded the instruments accurately addressed policy and systems change. In addition, the experts found the content and format of the instruments were clear and concise.

Pilot Study

A pilot study was conducted. The purpose of the pilot study was to determine if the data collection procedures, data collection instruments, and data analysis procedures

were appropriate. Two states were included in the pilot study, Nebraska and California. Nebraska was chosen because the state did not have a statewide systems change grant. California was chosen because the state had received systems change funding for several years over different funding cycles. The procedure and instruments for data collection were used as described in this chapter. Based on the feedback from the pilot states, the instruments were modified. The modification included deleting indicators that appeared more than one time on the policy analysis instrument. In addition, indicators were re-arranged for convenient analysis. The data analysis procedure outlined was determined to be appropriate for this study. Since the modification were only deletions or rearrangements of indicators, it was deemed appropriate to include the pilot states meeting the sample selection criteria. Nebraska met the sample criteria and was added to the sample. California, however, did not meet the sample criteria because the state had received more than five years of systems change funding. Therefore, California was not added to the sample.

Procedure for Data Collection

Each state director of special education participating in the study was contacted by telephone to solicit their voluntary participation. An explanation of the purpose and

requirements of the study were provided. State directors of special education agreeing to participate were faxed an informed consent form to sign and return (See Appendix F). The signed informed consent forms were returned by fax. The state special education director had the option to refer the data collection activities to another individual familiar with the systems change activities in the state. Following the initial telephone call, a cover letter explaining the purpose of the study was sent to participating state directors of special education (See Appendix G). The letter requested a copy of the current state plan and contained instructions for completing the questionnaire. A priority mail self-addressed return envelope was included for the return of the state plan and questionnaire. For states that experienced difficulty in returning the state plan, the National Association for Special Education Directors was contacted for copies of state plans. Prompting through follow-up telephone calls, E-mail messages, and FAX messages were strategies used to collect the questionnaires. After receiving the special education state plan, a telephone interview was scheduled at a convenient time for the state director or designee. The telephone interviews were recorded on an audio cassette tape. The interviews were approximately one hour to one and one half hours in

duration. Data were collected during the summer and fall of 1996.

Data Analysis Procedure

Data from the three data collection instruments were triangulated. The data was triangulated to increase the strength and credibility of the data (Yin, 1994).

Triangulation allowed the researcher to combine strengths and correct some of the deficiencies of any one source of data (Patton, 1990). The data was triangulated to strengthen the policy analysis.

Systems Change Coding List

A coding list based on the components and indicators of systems change identified in the review of the literature was developed. The coding list was developed prior to the study. Hereinafter the coding list will be referred to as the Systems Change Coding List (See Appendix H). The purpose of the Systems Change Coding List was to ensure components and indicators were identified across all sources of data. The Systems Change Coding List was used for the policy analysis, the questionnaire data, and the interview data.

Analysis of State Plans

Each special education state plan was analyzed using the Systems Change Coding List to identify components and indicators of systems change. The codes were recorded and

rated on the Policy Analysis Instrument. The rating scale included: fully addressed, partially addressed, and not addressed. A component was considered fully addressed if the policy contained all indicators of the component. A component was considered partially addressed if the policy contained one or more indicators but not all the indicators of the component. A component was considered not addressed if the policy did not include any indicators of the component. To determine the frequencies and percentages of the components and indicators found in each state plan a one was given to indicate occurrence of the component and indicator, a zero was given to indicate nonoccurrence of the component and indicator on the Policy Analysis Instrument. Then, frequencies and percentages of indicators found for each component were calculated.

Analysis of Questionnaire

All states returned the questionnaire. The Systems Change Questionnaire developed for this study was completed by the state directors of special education or designee. The state directors of special education or designee were required to identify if the components and indicators of systems change listed in the questionnaire were evident or not evident in written policy. The questionnaire for each state was analyzed using the Systems Change Coding List. Each question was reviewed and analyzed based on the

occurrence or nonoccurrence of the components and indicators of systems change. If the component and indicators were evident a Y (y - yes) was recorded. If the component and indicators were not evident an N (n = no) was recorded. If there was no response indicated a NR (nr = no response) was recorded.

Analysis of Telephone Interviews

Semi-structured telephone interviews were conducted with the state directors of special education or designee. Each interview was tape recorded and the tapes were transcribed. All transcripts were analyzed using the Systems Change Coding List to identify components and indicators of systems change.

Triangulation Procedure

Data from the policy analysis, questionnaire, and transcripts for each state were compared on an Individual State Triangulation Summary (See Appendix I). The purpose of the State Triangulation Summary was to determine which components and indicators were present in the policy analysis, questionnaire, and transcripts. To begin, each component and indicator found in the policy analysis, questionnaire, and transcript data was recorded on the state triangulation summary in the respective columns. A one was recorded if the indicators of the components were evident. A zero was recorded if the indicators of the components were

not evident. If there was a discrepancy between the score on the policy analysis chart, questionnaire, or analyzed transcript, the score from the policy instrument was used. For example, if the indicator was evident in the policy instrument and transcript but was not evident on the questionnaire, a one was given on the Individual State Triangulation Summary.

To determine the frequency of components found in state policies, the data were transferred to the Frequency Distribution Summary (See Appendix J). The Frequency Distribution Summary included frequency of the components and indicators found in each state. Frequencies and percentages were calculated for each component and for each indicator.

To determine the percentage of components found in state policy and the relationship between components and years of funding, the Triangulation Summary was completed (See Appendix K). The Triangulation Summary included the data for each state. In addition, a rating was given to each component based on the scores. The same rating scale used on the policy analysis was used on the Triangulation Summary. The rating scale included: fully addressed, partially addressed, and not addressed. A component was considered fully addressed if the policy contained all indicators of the component. A component was considered

partially addressed if the policy contained a portion of the indicators of the component. A component was considered not addressed if the policy did not include any indicators of the component.

Reliability

Inter-rater reliability was conducted on data collected from two states. An experienced researcher was trained to code the state plan, questionnaire, and interview for each state. Training was conducted until 90% agreement was reached between the researchers. The reliability was figured by number of agreements divided by the number of agreements plus disagreements (Miles & Huberman, 1994).

Summary

A descriptive design utilizing mixed methodologies was used in this study. The established sample criteria allowed for nine states to participate in this study. Through the use of a policy analysis instrument, a questionnaire, and telephone interviews, data was collected to determine frequencies, percentages, and interrelationships of systems change components and indicators.

CHAPTER 4

Results

The policy analysis results are presented in this chapter. The data are divided into the following sections: (a) demographic data, (b) frequency data, (c) data from states with five years of systems change funding, (d) data from states with four years of systems change funding, (e) data from states with three years of systems change funding, (f) data from states without systems change funding, and (g) data from the questionnaire. The research questions relating to the data will be presented at the beginning of each section. The chapter concludes with a summary of the data.

Demographic Data

Nine states were included in this study. These included: Washington, Virginia, Kansas, Maryland, Maine, Oklahoma, Connecticut, North Carolina, and Nebraska. Washington and Virginia received statewide systems change funding for five years. The child count for each state was included in Table 3. The state of Washington served 3,237 students with multiple disabilities. Washington included students with severe disabilities in the multiple disabilities category. The state of Virginia served 2,404 students with multiple disabilities. Of the 2,404 students

Table 3

Demographic Data

State Names	Number of Students with Multiple Disabilities	Number of Students with Severe Disabilities
Washington	3,237	*
Virginia	2,404	1,373
Kansas	1,295	532
Maryland	3,765	*
Maine	1,626	*
Oklahoma	1,466	*
Connecticut	1,064	*
North Carolina	1,071	*
Nebraska	434	240

(*) indicates states that included students with severe disabilities in the child count data with students with multiple disabilities

with multiple disabilities reported on the child count, 1,373 were students with severe disabilities.

Maryland and Kansas received statewide systems change funding for four years. Maryland served 3,765 students with multiple disabilities. Maryland reported students with severe disabilities in the multiple disabilities category. Kansas served 1,295 students with multiple disabilities. Of the 1,295 students with multiple disabilities reported on child count, 532 were students with severe disabilities.

Maine and Oklahoma received statewide systems change funding for three years. Maine served 1,626 students with multiple disabilities. Maine included students with severe disabilities in the multiple disabilities child count data. Oklahoma served 1,466 students with multiple disabilities. Oklahoma included students with severe disabilities in the multiple disabilities category.

Connecticut, North Carolina, and Nebraska did not receive systems change funding. Connecticut served 1,064 students with multiple disabilities. Connecticut included students with severe disabilities in the multiple disabilities category. North Carolina served 1,071 with multiple disabilities. North Carolina included students with severe disabilities in the multiple disabilities category. Nebraska served 434 with multiple disabilities.

Of the 434 students with multiple disabilities reported on child count, 240 were students with severe disabilities.

Frequency of Components

The research question addressed in this section is: Which of the fourteen components of systems change are found most often in state policies? This section will present the indicators of the component and the frequency of each component of systems change.

Parent and Community Involvement

The first component of systems change explored in this study was parent and community involvement. This component included seven indicators as shown in Table 4. Parent participation in planning systems change activities was the first indicator. Maryland, Kansas, Oklahoma, and Connecticut's state plans involved parent participation in planning systems change activities. The second indicator was the inclusion of representatives from community agencies and consumer organizations on state boards, local boards, or planning teams. All nine state plans included representatives from community agencies and consumer organizations on state and local boards and on planning teams. Parent training on systems change and least restrictive environment was the third indicator. Virginia,

Table 4

Parent and Community Involvement Component and Indicators
Found In Each State

States	VA	WA	MD	KS	ME	OK	CT	NC	NB	f	%
<u>C1 - Parents/Community</u>											
1a) Parents/community											
involved in planning	0	0	X	X	0	X	X	X	X	4	44
1b) Representatives											
from community											
& consumer agencies											
on state or local											
boards or teams	X	X	X	X	X	X	X	X	X	9	100
1c) Parents training											
in systems change/LRE	X	0	X	0	X	X	X	X	X	7	77
1d) Parents involved in											
revision of state plan	X	X	X	X	0	X	X	0	0	6	66
1e) Parents serve on											
boards	X	X	X	X	0	X	X	X	X	8	88
1f) Students with											
disabilities involved	0	0	0	0	0	0	0	0	0	0	0
1g) Students without											
disabilities involved	0	0	0	0	0	0	0	0	0	0	0

X = occurrence 0 = nonoccurrence

Maryland, Maine, Oklahoma, Connecticut, North Carolina, and Nebraska's state plans provided parent training on systems change and on the practice of least restrictive environment. The fourth indicator was parent participation in the revision of the state plan. Virginia, Washington, Maryland, Kansas, Oklahoma, and Connecticut's state plans involved parents in the revision of the state plan. The fifth indicator of parent and community involvement was the inclusion of parents of children with disabilities on state boards. Virginia, Washington, Maryland, Kansas, Oklahoma, Connecticut, North Carolina, and Nebraska's state plans indicated that parents served on state boards. The final indicator was participation of students with disabilities and students without disabilities in planning systems change activities. No state plan indicated students with disabilities or students without disabilities were involved in planning systems change activities.

Personnel

Personnel, the second component examined in this study, consisted of three indicators of systems change as shown in Table 5. The first indicator for the personnel components was change in job description. North Carolina's state plan indicated job descriptions had changed. The second indicator of systems change was active participation

Table 5

Personnel Component and Indicators Found In Each State

States	VA	WA	MD	KS	ME	OK	CT	NC	NB	f	%
<u>C2 - Personnel</u>											
2a) Experience change											
in job descriptions	0	0	0	0	0	0	0	1	0	1	11
2b) Participate in											
planning & implementing											
change	0	X	0	0	0	0	0	0	0	2	22
2c) Changes in											
working environment	0	0	X	X	0	0	X	0	0	3	33

X = occurrence 0 = nonoccurrence

of personnel in planning and implementing changes. Washington and Connecticut's state plans included school personnel in planning and implementing changes. Change in working environment was the final indicator. Maryland, Kansas, and Connecticut's state plans required personnel to change working environments.

Policy

The third component of systems change investigated in this study was policy. New statutes and changes in the state policy and procedure were the indicators used as shown in Table 6. No state plan indicated changes in the state policies and procedures reflecting systems change activities. Maryland's state plan indicated statutes reflecting systems change had been added.

Organizational Structure

Organizational structure, the fourth component, consisted of five indicators of systems change as shown in Table 7. The first indicator of changes in the organizational structure was site-based decision-making. Maryland and North Carolina's state plans indicated decision-making was relegated to sites. Decentralization of goals to school sites was the second indicator of change for the organizational structure component. Maryland and North Carolina's state plans indicated local schools set

Table 6

Policy Component and Indicators Found In Each State

States	VA	WA	MD	KS	ME	OK	CT	NC	NB	f	%
<u>C3 - Policy</u>											
3a) State plan											
(policy and procedure)	0	0	0	0	0	0	0	0	0	0	0
3b) Statutes	0	0	X	0	0	0	0	0	0	1	11

X = occurrence 0 = nonoccurrence

Table 7

Organizational Structure Component and Indicators Found In
Each State

States	VA	WA	MD	KS	ME	OK	CT	NC	NB	f	%
<u>C4 - Organizational Structure</u>											
4a) Site-based											
decision making	0	0	X	0	0	0	0	X	0	2	22
4b) Decentralization											
of goals	0	0	X	0	0	0	0	X	0	2	22
4c) Deregulation											
of waivers	0	X	0	0	0	0	0	0	0	1	11
4d) Merger between SDE											
special and general ed.	0	0	0	0	0	0	0	0	0	0	0
4e) Deregulation											
of class size	0	0	0	0	0	0	0	0	0	0	0

X = occurrence 0 = nonoccurrence

individual site goals. The third indicator of organizational structure was deregulation of waivers. Washington's state plan included deregulation of waivers. This state allowed local education agencies to apply to waive state regulations to provide better services to students with disabilities. The fourth indicator of the organizational structure component was the merging of state departments of special education with state departments of general education. No state plans indicated a merger between state departments of special education and general education. The final indicator of changes in the organizational structure component was deregulating class size where students with disabilities attend. No state plans indicated that class size regulations had been modified where students with disabilities attend.

Practices

The fifth component of systems change explored was effective practices. Twelve indicators were used in the effective practices component as shown in Table 8. These included: team teaching, cooperative learning, peer teaching, community-based instruction, alternative assessment, social interaction activities, curriculum changes, student centered instruction, use of technology, enrollment in natural proportions, integrated related

Table 8

Practice Component and Indicators Found In Each State

States	VA	WA	MD	KS	ME	OK	CT	NC	NB	N	%
<u>C5 - Practices</u>											
5a) Team teaching	X	X	X	X	X	X	X	X	X	9	100
5b) Cooperative learning	X	X	X	X	X	X	X	X	X	9	100
5c) Peer teaching	X	X	X	X	X	X	X	X	X	9	100
5d) Community-based instruction	X	X	X	X	X	X	X	X	X	9	100
5e) Alternative assessment	X	X	X	X	X	X	X	X	X	9	100
5f) Social interaction activities	X	X	X	X	X	X	X	X	X	9	100
5g) Curriculum changes	X	X	X	X	X	X	X	X	X	9	100
5h) Student centered approach	X	X	X	X	X	X	X	X	X	9	100
5i) Use of technology	X	X	X	X	X	X	X	X	X	9	100
5j) Enrollment in natural proportions	X	X	X	X	X	X	X	X	X	9	100
5k) Integrated related services	X	X	X	X	X	X	X	X	X	9	100
5l) Methods of instruction	X	X	X	X	X	X	X	X	X	9	100
X = occurrence 0 = nonoccurrence											

services, and changes in methods of instruction. All state plans included phrases such as "promising practices", "effective practices", or "best practices" to indicate effective practices.

Information

Information dissemination was the sixth component investigated in this study. There were five indicators of information as shown in Table 9. These consisted of various methods of training or methods of disseminating information. Indicators of training and information dissemination were: in-service training, statewide training, technical assistance, staff development, and written materials. All state plans included in-service training, technical assistance, and written materials as techniques to disseminate information. Virginia, Washington, Maryland, Kansas, Oklahoma, Connecticut, North Carolina, and Nebraska's state plans indicated statewide training as methods of disseminating information. Maryland, Kansas, Oklahoma, Connecticut, North Carolina, and Nebraska's state plans identified staff development as a method of educating and informing individuals. Connecticut, Maryland, and Virginia's state plans indicated the information disseminated was related to system change activities in the state. All the indicators of the information component were evident in state plans.

Table 9

Information Component and Indicators Found In Each State

States	VA	WA	MD	KS	ME	OK	CT	NC	NB	f	%
<u>C6 - Information</u>											
6a) In-service training	X	X	X	X	X	X	X	X	X	9	100
6b) Statewide Training	X	X	X	X	X	0	X	X	X	8	88
6c) Technical Assistance	X	X	X	X	X	X	X	X	X	9	100
6d) Staff development	0	0	X	X	X	0	X	X	X	6	66
6e) Written materials	X	X	X	X	X	X	X	X	X	9	100

X = occurrence 0 = nonoccurrence

Resources

The seventh component of systems change identified was resources. The resources component was comprised of six indicators as shown in Table 10. These indicators included changes in the funding patterns, changes in daily schedules, and additional personnel. No states plans included changes in funding patterns, such as the alignment of special education funding to general education funding, the implementation of a weighted formula including adjustments for poverty, or the use of block funding. Further, changes in time requirements for systems change activities were not found. Finally, no state plans indicated additional personnel were added. In summary, no indicators of the resource component were found in any state plans.

Evaluation

Evaluation was the eighth component examined in this study. The evaluation component consisted of three indicators as shown in Table 11. The indicators focused on evaluation methods beyond the required monitoring activities. The first indicator was on-going assessment. Formal evaluation of individualized educational plans and student schedules was the second indicator. The final indicator of the evaluation component was monitoring the change process and making adjustments when necessary.

Table 10

Resource Component and Indicators Found In Each State

States	VA	WA	MD	KS	ME	OK	CT	NC	NB	f	%
<u>C7 - Resources</u>											
7a) Change in funding patterns	0	0	0	0	0	0	0	0	0	0	0
7b) Align special educ. funds to general school formula	0	0	0	0	0	0	0	0	0	0	0
7c) Weighted formula/adjustment for poverty	0	0	0	0	0	0	0	0	0	0	0
7d) Block funding	0	0	0	0	0	0	0	0	0	0	0
7e) Time	0	0	0	0	0	0	0	0	0	0	0
7f) Additional Personnel	0	0	0	0	0	0	0	0	0	0	0

X = occurrence 0 = nonoccurrence

Table 11

Evaluation Component and Indicators Found In Each State

States	VA	WA	MD	KS	ME	OK	CT	NC	NB	f	%
<u>C8 - Evaluation</u>											
8a) On-going assessment	0	0	X	0	0	0	X	0	0	2	22
8b) Formal evaluation of IEP/student schedules	0	0	X	0	0	0	X	0	0	2	22
8c) Monitoring changes	0	0	X	0	0	0	X	0	0	2	22

X = occurrence 0 = nonoccurrence

Maryland and Connecticut's state plans included all three indicators.

Vision

The ninth component, a vision statement, included four indicators of systems change as shown in Table 12. The indicators of a vision statement that encouraged systems change included: a clear philosophical premise, coherent direction, measurable goals, and a value statement including diversity. Maryland, Kansas, Oklahoma, and Connecticut's state plans included a vision statement in the state plan. Maryland, Kansas, and Connecticut's vision statements indicated a clear philosophical premise toward systems change, measurable goals, and contained a statement valuing diversity. All of the vision statements reflected a coherent direction toward systems change.

Leadership

Leadership was the tenth component explored in this study. This component consisted of six indicators as shown in Table 13. Data regarding the leadership component were found in state plans and interviews. Three indicators of leadership focused on the inclusion of individuals responsible for decision making. These indicators were: involvement of persons in positions that were responsible for decision making and accomplishing tasks, involvement of

Table 12

Vision Component and Indicators Found In Each State

States	VA	WA	MD	KS	ME	OK	CT	NC	NB	f	%
<u>C9 - Vision</u>											
9a) Clear philosophical premise	0	0	X	X	0	0	X	0	0	3	33
9b) Provides coherent direction	0	0	X	X	0	X	X	0	0	4	44
9c) Measurable goals	0	0	X	X	0	0	X	0	0	3	33
9d) Value statement includes diversity	0	0	X	X	0	0	X	0	0	3	33

X = occurrence 0 = nonoccurrence

Table 13

Leadership Component and Indicators Found In Each State

States	VA	WA	MD	KS	ME	OK	CT	NC	NB	f	%
<u>C10 - Leadership</u>											
10a) Involvement of persons in positions responsible for decisions and accomplishing tasks	0	0	X	X	0	0	0	0	0	2	22
10b) Planning strategies	0	0	0	0	0	0	0	0	0	0	0
10c) Determined additional resources	0	0	0	0	0	0	0	0	0	0	0
10d) Setting goals	0	0	0	0	0	0	0	0	0	0	0
10e) Involvement of state and local education leaders	0	0	0	0	0	0	0	0	X	1	11
10f) Involvement of professional organizations	0	0	0	0	0	0	0	0	0	0	0

X = occurrence 0 = nonoccurrence

state and local leaders, and involvement of professional organizations. Kansas and Maryland's state plans indicated involvement of persons in positions that were responsible for decision-making and accomplishing tasks. Nebraska's state plan identified state and local educators as leaders. No state plans included participation from professional organizations. The remaining three indicators of leadership involved strategic planning. These indicators were: development of a planning strategy, goal setting, and determination of additional resources. No state plans implied that planning strategies or goals were established for systems change. Furthermore, no state plans indicated additional resources were made available.

Political Climate

Political climate was the eleventh component. The political climate component included six indicators as shown in Table 14. The indicators addressed the influence of the political climate on systems change. The first indicator of the political climate was the effect of an election year on systems change activities. Data from Washington, Kansas, Oklahoma, and North Carolina's interviews with state special education directors implied that election years impacted systems change activities. The second indicator of the political climate was the involvement of legislators.

Table 14

Political Climate Component and Indicators Found In Each State

States	VA	WA	MD	KS	ME	OK	CT	NC	NB	f	%
<u>C11 - Political Climate</u>											
11a) Election year	0	X	0	X	0	X	0	X	0	4	44
11b) Involvement of legislators	X	0	X	X	X	X	X	X	X	8	88
11c) Economic situation of state	0	0	0	0	X	0	X	0	X	3	33
11d) Number of policy issues	0	0	0	0	0	0	0	0	0	0	0
11e) Number of legislators concerned about educational issues	0	0	X	X	0	0	X	X	X	5	55
11f) Involvement of advocacy organizations	X	X	X	X	X	0	X	0	0	6	66

X = occurrence 0 = nonoccurrence

Virginia, Maryland, Kansas, Maine, Oklahoma, Connecticut, North Carolina, and Nebraska's state plans indicated participation of legislators. The third indicator of the political climate was the impact of the state economy. The interview data indicated that the economic situation of the state affected systems change activities in Maine, Connecticut, and Nebraska. The fourth indicator of the political climate was the number of political issues considered by the legislature. No interview data suggested that the number of political issues put before the legislature affected the educational change activities. The fifth indicator of the political climate was the number of legislators concerned about educational issues. The interviewees from Maryland, Kansas, Connecticut, North Carolina, and Nebraska concluded that legislators expressed concern about educational issues in the participating states. Involvement of advocacy organizations was the final indicator of the political climate. Virginia, Washington, Maryland, Kansas, Maine, and Connecticut's state plans identified involvement of parent advocacy organizations.

Collaboration

The twelfth component of systems change was collaboration. The collaboration component consisted of five indicators as shown in Table 15. The first indicator of collaboration was interagency agreements. All

Table 15

Collaboration Component and Indicators Found In Each State

States	VA	WA	MD	KS	ME	OK	CT	NC	NB	f	%
<u>C12 - Collaboration</u>											
12a) Interagency											
agreement	X	X	X	X	X	X	X	X	X	9	100
12b) Planning councils	0	0	X	0	0	X	X	X	X	5	55
12c) Cross agency											
planning	0	0	X	0	0	X	X	X	X	5	55
12d) Collaboration											
included in vision											
statement	0	0	X	X	0	X	X	0	0	4	66
12e) Collaboration											
included in professional											
standards	0	0	0	0	0	0	0	0	0	0	0

X = occurrence 0 = nonoccurrence

state plans established interagency agreements. The second indicator of collaboration was the development of planning councils. Maryland, Oklahoma, Connecticut, North Carolina, and Nebraska's state plan established planning councils. The third indicator of collaboration was cross-agency planning. Maryland, Oklahoma, Connecticut, North Carolina, and Nebraska's state plans indicated cross agency planning was utilized. The fourth indicator of collaboration was the inclusion of collaborative activities in the vision statement. Maryland, Kansas, Oklahoma, and Connecticut's vision statements contained collaborative activities. The inclusion of collaboration in the professional standards was the final indicator. No state plan included collaboration in the professional standards.

Institutions of Higher Education

Involvement of institutions of higher education, the thirteenth component, included four indicators as shown in Table 16. The inclusion of institutions of higher education in planning and implementation of systems change activities was the first indicator. Washington, Maryland, Oklahoma, and Connecticut's state plans included institutions of higher education in all state planning activities. Collaboration among institutions of higher education, state departments of education, and local school districts was

Table 16

Institutions of Higher Education Component and Indicators
Found In Each State

States	VA	WA	MD	KS	ME	OK	CT	NC	NB	f	%
<u>C13 - Institutions of Higher Education</u>											
13a) Involvement of IHE in planning and implementation	0	X	X	0	0	X	X	0	0	4	44
13b) Collaboration with SDE and local school districts to provide information	X	0	X	X	0	X	X	X	0	6	66
13c) Change in teacher certification standards	0	0	0	0	0	0	0	X	0	1	11
13d) Restructuring pre-service education	0	0	0	0	0	0	0	X	0	1	11

X = occurrence 0 = nonoccurrence

the second indicator. Virginia, Maryland, Kansas, Oklahoma, Connecticut, and North Carolina's state plans indicated that collaboration among the institutions of higher education, state departments of education, and local school districts occurred. Through the collaborative effort, information on innovative practices was disseminated. The third indicator of involvement from institutions of higher education was change curricula in teacher certification standards to include integrated curriculum. North Carolina's state plan connoted a change in the teacher certification standards to include an integrated curriculum. The last indicator of involvement from institutions of higher education was the occurrence of restructuring in pre-service education. North Carolina's state plan also indicated restructuring of pre-service education had occurred. All the indicators of involvement from institutions of higher education were found in state plans.

Relationship

The final component of systems change included in this study was a relationship among all other components. A relationship was indicated when there was evidence of all thirteen components and indicators in a state plan as shown in Table 17. No state plan included all indicators of the components of systems change.

Table 17

Relationship Component and Indicators Found In Each State

States	VA	WA	MD	KS	ME	OK	CT	NC	NB	f	%
<u>C14 - Relationship</u>											
14a) Evidence of the											
thirteen components	0	0	0	0	0	0	0	0	0	0	0

X = occurrence 0 = nonoccurrence

Summary

Many indicators of systems change components were found in special education state plans. The practices component was the only systems change component where all the indicators were identified. Seventy one percent of the indicators of parent and community involvement were evident. All of the indicators of the practice component, information component, vision component, personnel component, evaluation component, and involvement of institutions of higher education component were found. The interview data indicated 83% of the political climate component. Eighty percent of the indicators of the collaboration component were found. The state plans contained 60% of the indicators of the organizational structure component. Fifty percent of the indicators of the policy component were evident. The state plans included 33% of the indicators of the leadership component. No indicators of the resource component were found. No state plan includes all the components of systems change.

The next section presents data collected for each state. States with the same years of statewide systems change funding are presented together. Each section begins with the research question followed by the components found in each state plan and in each state interview. Components found in both state plans are presented first in each

section. Then components found in one state plan only are presented. Finally, components not addressed in these state plans are presented. The rating for each component is presented as well.

Five Year States

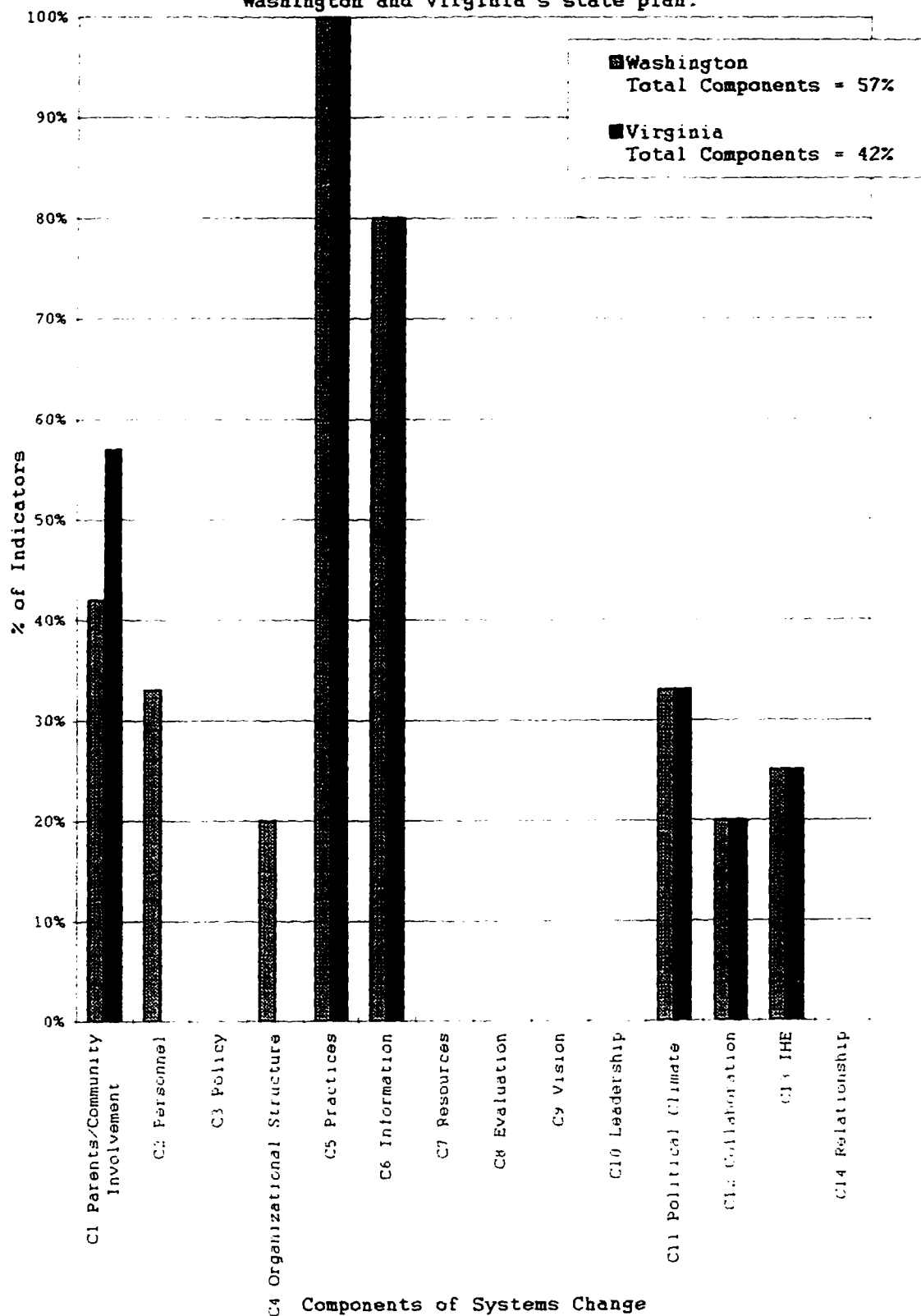
The research question addressed in this section is: In states that have had systems change grants for five years, what percentage of the fourteen components of change are found in the state policy?

Washington and Virginia had systems change projects for five years. As shown in Figure 1 57% of the components of systems change were found in Washington's state plan and 42% of the components were found in Virginia's state plan. The following six components were found in both states: (a) parent and community involvement - C1, (b) effective practices - C5 (c) information dissemination - C6, (d) involvement from institutions of higher education - C13, (e) collaborative activities - C12, and (f) influence of the political climate on systems change - C11.

Parent and Community Involvement

The parent and community involvement component was included in both Washington and Virginia's state plans. Parents and community members served on state boards, local boards, and local planning teams. Also, both states indicated parents participated in the revision of the state

Figure 1: Percentage of indicators for each component in Washington and Virginia's state plan.



plan. The interview data for both states indicated parents had been very influential in revising the rules and regulations. The Virginia state plan indicated parents were provided training in systems change issues and least restrictive environment issues. Washington's state plan included 42% of the indicators for this component. Virginia's state plan included 57% of the indicators for this component. The parent and community involvement component was partially addressed in each state plan.

Practices

A component found in Washington and Virginia's state plans was effective practices. Both state plans indicated "effective practices" were recommended. The Virginia interview data indicated that the State Department of Special Education was exploring alternative assessment methods for students with disabilities to enhance the educational practices and for accountability purposes. The assessment methods were administered to students with disabilities who were not included in the statewide assessment for all students in Virginia. The practices component was fully addressed by both state plans.

Information

Dissemination of information was another component addressed in both state plans. Washington and Virginia disseminated information through the established

Comprehensive System of Personnel Development (CSPD). These activities included: in-service training, statewide training, technical assistance, and written materials. However, according to the interview data for both states, the information disseminated was not related to systems change activities. Both state plans included 80% of the indicators for this component. The information component was partially addressed in each state plan.

Institutions of Higher Education

The involvement of institutions of higher education component was included in both Washington and Virginia's state plans. Washington's state plan indicated the involvement of institutions of higher education in planning and implementing systems change activities. Virginia's state plan indicated institutions of higher education collaborated with the State Department of Education and local school districts to provide information on innovative practices. The interview data for Virginia indicated that the Department of Special Education has made recommendations to the State Board of Education to change the teacher certification standards. The recommendations included restructuring the teacher credential program to include an integrated approach to education. The integrated approach promotes preparing pre-service special educators and pre-service general educators to serve students with

disabilities as well as students without disabilities in the same classroom. Both state plans included 25% of the indicators for this component. Thus, the involvement from institutions of higher education component was partially addressed in Washington and Virginia's state plans.

Collaboration

The collaboration component was addressed in both state plans. Collaborative activities included interagency agreements with various social service agencies. Both state plans included 20% of the indicators for this component. Washington and Virginia's state plans partially addressed this component.

Political Climate

The final component found in both Washington and Virginia's state plans was the influence of the political climate. Both state plans indicated involvement from advocacy organizations. In Washington, according to the interview data, active parental participation and parent advocacy groups impacted changes made in the funding formula. Additionally, data from the interview implied that election years impacted the systems change project. Legislators in the state of Washington usually serve only one term. This high rate of turnover in the legislature made it difficult to pass systems change legislation. Virginia's state plan connoted involvement from legislators.

Data from the interview found the State Department of Education in Virginia developed standards for education which focused on outcomes for individual students. The educational standards caused "heated" debates among educators and parents. However, special education issues such as inclusion had not been controversial in the state. Both state plans included 33% of the indicators for this component. The influence of the political climate was partially addressed in each state plan.

Leadership

Leadership was addressed by both states according to the interviews. Leaders of the systems change project were described as: energetic, eclectic, well-organized, viewing issues from a systemic point of view, having the ability to motivate people, and having the ability to combine resources. The Department of Education in Washington involved many local leaders when planning the systems change project. Included were: parents, teachers, special educators, and building principals. In addition, many task forces were developed and groups worked toward consensus on all issues. However, neither Washington nor Virginia's state plan indicated the leadership component in the written state plan. This component was partially addressed.

Two components were found in Washington's state plan only. These components included: (a) changes in the

organizational structure - C4 and (b) involvement of personnel - C2.

Organizational Structure

The organizational structure component was found in Washington's state plan. The interview data indicated that the State Department of Education in Washington was in the process of moving from a centralized organizational structure to a decentralized organizational structure. The data indicated many schools were engaging in a site-based management approach. In addition, the interview data indicated that the State Department of Special Education had not merged with the Department of Education. However, the departments were coordinating activities. Washington's state plan allowed for waivers of regulations in order to accommodate changes in services at the local level. Waivers allowed students with disabilities and without disabilities to receive needed educational services. Washington's state plan included 20% of the indicators of this component. The organizational structure component was partially addressed in Washington's state plan.

Personnel

Another component addressed in Washington's state plan was involvement of personnel. Local administrators, special education teachers, and general education teachers served on a statewide advisory counsel that addressed systems change

decisions. The interview data for Washington indicated that job descriptions for teachers were in the process of changing. The changes included special education teachers becoming consultants instead of classroom teachers. School personnel were involved in planning and implementing all changes. Washington's state plan included 33% of the indicators of the personnel component. This component was partially addressed in Washington's state plan.

Neither state plan indicated changes in state policies and procedure, changes in evaluation methods, a vision statement, or changes in resources. The Washington state plan did not indicate changes in resource allocation. However, according to the interview data, since the state plan was written, major changes in the funding formula occurred. The funding model changed from a "categorical funding model" to a "non-categorical funding model." The non-categorical funding system was based on actual student enrollment. The change in funding aligned basic education and special education moneys. The funding changes were adopted by the legislature in the 1995-96 session. A vision statement was not evident in Virginia's state plan. However, the interview data indicated the Department of Special Education functioned under the vision statement developed for the State Department of Education. The interview data from Washington and Virginia indicated that

the state directors of special education were reluctant to submit updated state plans because IDEA had not been reauthorized. A relationship among all components of systems change was not found in either state policy.

Summary of Five Year States

The Washington state plan contained more components of systems change than the Virginia state plan. Six components were found in both state plans. These included: (a) parent and community involvement, (b) effective practices, (c) information dissemination, (d) involvement from institutions of higher education, (e) collaborative activities, and (f) influence of the political climate on systems change. During the interviews, the leadership component was addressed. Washington's state plan included (a) changes in the organizational structure and (b) involvement of personnel. Neither state plan addressed the policy component, vision component, resource component, or evaluation component. The only component fully addressed was practices.

Four Year States

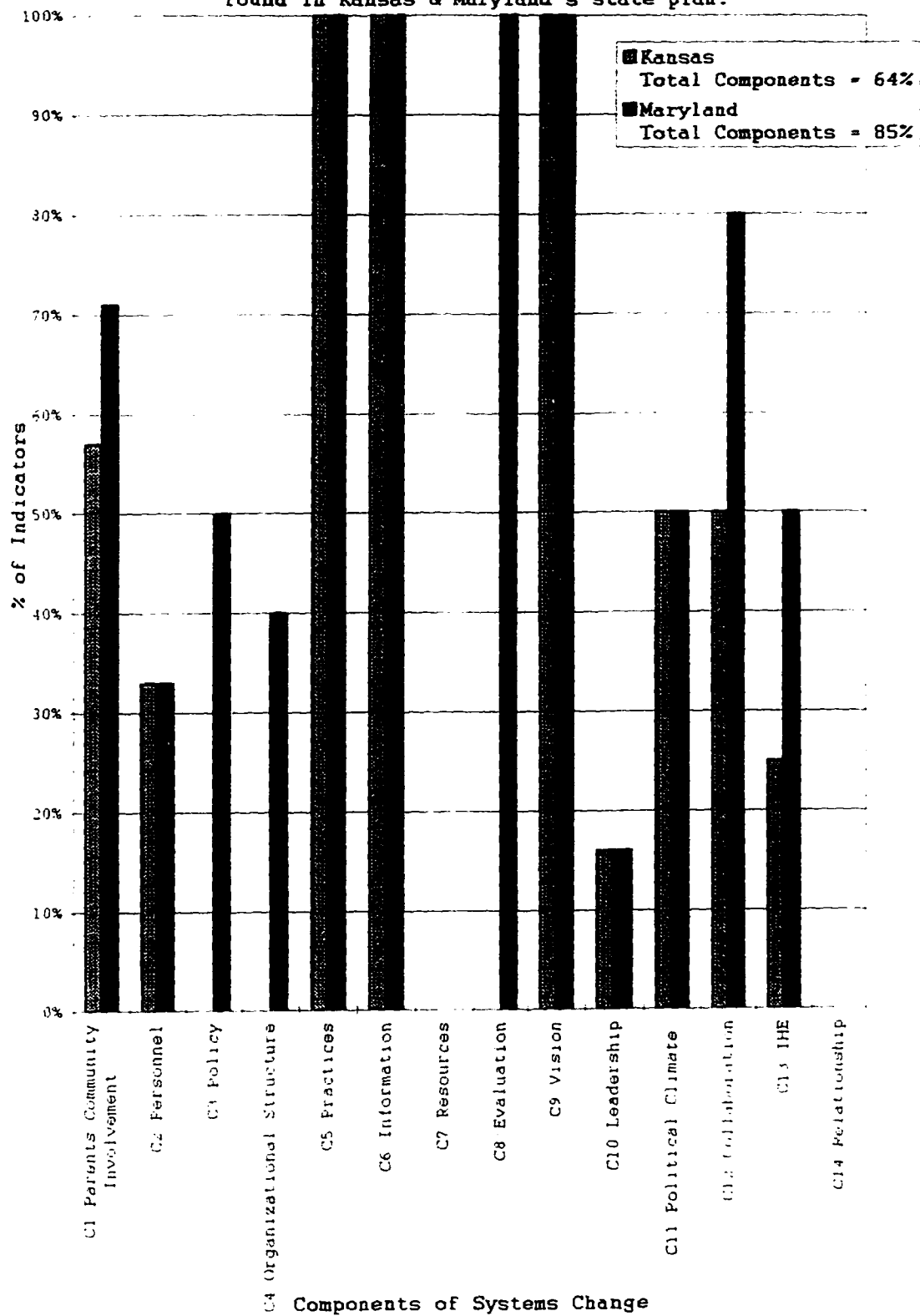
The research question addressed in this section is: In states that have had systems change grants for four years, what percentage of the fourteen components of change are found in the state policy?

Kansas and Maryland had systems change projects for four years. As shown in Figure 2 Kansas' state plan included 64% of the components of systems change and Maryland's state plan included 85% of the components of systems change. Both state plans included the following eight components: (a) parent and community involvement - C1, (b) involvement of personnel - C2, (c) effective practices - C5, (d) information dissemination - C6, (e) vision statement - C9, (f) influence of the political climate on systems change - C11, (g) collaborative activities - C12, and (h) involvement from institutions of higher education - C13.

Parent and Community Involvement

The parent and community involvement component was included in both Kansas and Maryland's state plans. Both state plans and interview data indicated that community agencies and parents were included in planning the systems change projects. Also, parents and community agencies served on state boards, local boards, and planning teams. In addition, parents were actively involved in the revision of the state plan. Maryland's state plan indicated that training for parents in the areas of systems change and least restrictive environment occurred. The interview data from Kansas indicated that parents were involved on issue teams, decision making teams, and function teams at the

Figure 2: Percentage of indicators for each component found in Kansas & Maryland's state plan.



state and local level. Kansas' state plan included 57% of the indicators of this component. Maryland's state plan included 71% of the indicators of the parent and community involvement components. The parent and community involvement component was partially addressed in each state plan.

Personnel

Involvement of personnel was another component found in both Kansas and Maryland's state plans. Both state plans indicated that school personnel experienced changes in working environments. In Maryland, teachers who taught in segregated educational settings were now required to teach in integrated educational settings. In addition, the interview data indicated that general educators were becoming an intricate part of all special education planning. The interview data from Kansas indicated that special education teachers and related service providers were evaluating current roles. Special educators and related service providers were considering a consultation model of instruction. In addition, general and special educators were looking at curriculum in a new way. The educators were examining curriculum and daily activities to determine which activities were functional and meaningful to students. Both state plans included 33% of the personnel component. The

personnel component was partially addressed in both state plans.

Practices

A component identified in both Kansas and Maryland's state plans was effective practices. Kansas' plan stated that "exemplary practices" were used. The interview data indicated that Kansas was exploring thematic systemic instruction, integrated curriculum, and collaborative teaching. Maryland's state plan indicated "promising practices" were encouraged. According to the interview data, Maryland was changing many aspects of the curriculum. The changes were a result of the Maryland School Assessment Program. Curriculum was changing to reflect the requirements of the assessment instrument. The curriculum changes included hands-on instruction that required students to demonstrate knowledge not regurgitate facts. This component was fully addressed in Kansas and Maryland's state plans.

Information

Dissemination of information was another component evident in both state plans. Kansas and Maryland disseminated information through the established Comprehensive System of Personnel Development (CSPD). The CSPD activities included: in-service training, statewide training, technical assistance, staff development, and

written materials. Kansas' CSPD activities were not related to systems change. According to the interview data, Kansas was exploring the current CSPD activities in issue teams. The issue teams were brainstorming ideas for restructuring CSPD activities as well as the use of discretionary funds to determine an effective method of disseminating information. Maryland's CSPD activities were related to systems change activities. The interview data indicated that Maryland's State Department of Education designed a model professional development plan that included parents, educators, and the business community in a round-table format. The parents, educators, and business community provided input on professional development needs at the local level. The information component was fully addressed in each state plan.

Vision

The vision component was found in Kansas and Maryland's state plans. A vision statement was included in the state plan document. Both vision statements displayed a clear, philosophical premise. Diversity was valued in the vision statements. Also, the vision statements included a coherent direction with measurable goals. According to the interview data, Maryland's State Department of Education operated under one vision statement. This allowed the Department of Education to send the message that special education was a

part of general education. This was an effort to display a unified educational system. The vision component was fully addressed in Kansas and Maryland's state plans.

Political Climate

The influence of the political climate in the state was another component identified. Kansas and Maryland's state plans indicated legislators were interested in systems change. In addition, systems change activities were supported by legislators and advocacy groups. The interview data implied that all the legislators in Maryland were concerned about educational issues. In addition, the Department of Education in Maryland continued to work with the legislature on school finance issues. The Kansas interview data suggested that five or six legislators were concerned about educational issues. The Kansas State Department of Education formulated recommendations for restructuring the educational system. However, the election year prohibited the Department of Education from submitting the recommendations at an earlier time but the recommendations will be submitted to the legislature in 1998. Both state plans included 50% of the indicators of the political climate component. This component was partially addressed in both state plans.

Collaboration

The collaboration component was addressed in Kansas and Maryland's state plans. Interagency agreements between social service agencies was indicated in both state plans. According to the interview data, Maryland included other agencies and business leaders on various educational planning councils and completed cross-agency planning. The vision statements for both states included collaboration. Kansas' state plan included 40% of the indicators of the collaboration component. Maryland's state plan included 80% of the indicators of this component. The collaboration component was partially addressed in each state plan.

Institutions of Higher Education

The final component evident in both Kansas and Maryland's state plans was involvement from institutions of higher education. Both state plans indicated a collaborative relationship with institutions of higher education. Maryland participated with institutions of higher education in all systems change planning activities. The interview data indicated that systems change activities extended into the higher education level. Changes occurred at the higher education level as well as the local school districts. According to the interview data, Kansas was exploring restructuring teacher training programs. Kansas' state plan included 25% of the indicators of the involvement

of institutions of higher education component. Maryland's state plan included 50% of the indicators of this component. This component was partially addressed in Kansas and Maryland's state plans.

Leadership

Leadership was addressed by both states in the state plans and interviews. Kansas and Maryland's state plan indicated involvement from community leaders who were responsible for decision-making and accomplishing tasks. These individuals were included in planning meetings. Kansas' special education state plan did not indicate participation by state and local education leaders or professional organizations. However, according to the interview data, since the state plan was written, the Kansas State Department of Education had formed issue teams, function teams, and decision making teams. The purpose of the teams was to examine issues in education, set goals, determine resources, and develop planning strategies. The teams included parents, advocacy groups, community members, general educators, special educators, and administrators at the state and local level.

Maryland's systems change efforts were supported by leaders in education, the community, and professional organizations. Maryland's State Board of Education and state school superintendent supported all change efforts.

According to the interview data, the Department of Education developed the Maryland Business Roundtable composed of a group of corporate and business leaders. The leaders of the systems change effort in Maryland were described as: strong instructional leaders, managers of people, and motivators. Thus, the leadership components was partially addressed.

Three components were found in Maryland's state plan but not in the Kansas' state plan. These components included: (a) changes in policy - C3, (b) changes in organizational structure - C4, and (c) changes in evaluation methods - C8.

Policy

The policy component was found only in Maryland's state plan. The state plan indicated that statutes were written to encourage occupational therapists and physical therapists to work in school settings. In addition, the General Assembly wrote a bill to provide scholarships to occupational therapists and physical therapists who work in school settings. Maryland's state plan included 50% of the indicators of the policy component. This component was partially addressed in Maryland's state plan.

Organizational Structure

Changes in the organizational structure was another component included in Maryland's state plan. Site-based management was promoted in the state plan. In addition,

individual schools were encouraged to establish site goals. This included decisions on curriculum issues such as the use of learning styles, the implementation of the Adaptive Learning Environment Model, and establishing teacher expectation and student achievement. The interview data indicated that Maryland's State Department of Education operated within a unified organizational structure. Hence, there was not a separate department for special education. Special education was considered part of the Department of Education. Maryland's state plan included 40% of the organizational component. This component was partially addressed in Maryland's state plan.

Evaluation

The last component addressed in Maryland's state plan was evaluation. Maryland developed an extensive, on-going evaluation process. The evaluation process included formal evaluation of individual educational plans and student schedules within the program evaluation. The systems change activities were monitored throughout the project. Modifications and adaptations were made to the project as needed. In addition, the evaluation process included evaluating the implementation of assistive technology. Maryland had a statewide school reform initiative. The initiative included extensive statewide assessment, development of a core curriculum, and specific learning

outcomes for all students. According to the interview data, students with disabilities were included in all aspects of the reform movement. The State Department of Education was still exploring appropriate assessment strategies for students with severe and multiple disabilities. The evaluation component was fully addressed in Maryland's state plan.

Neither state plan indicated changes in resources - C7. According to the interview data, Maryland had not changed the funding structure because the federal regulations did not permit changes in the use of special education funding. However, Maryland required local school districts to demonstrate how discretionary funds were used to incorporate general educators. Specifically, the discretionary funds must be used in efforts to collaborate with general educators and other agencies or providers. In addition, funds were given to projects that coordinate general education curriculum with special education goals. The interview data from Kansas indicated that the state special education director had rewritten the special education state plan to reflect systemic change. However, the state plan had not been submitted because IDEA had not been reauthorized. Finally, a relationship between all components was not found in either state plan.

Summary of Four Year States

The Maryland state plan included more components of systems change than the Kansas state plan. Eight components of systems change were found in both state plans. These included: (a) parent and community involvement, (b) involvement of personnel, (c) effective practices, (d) information dissemination, (e) inclusion of a vision statement, (f) influence of the political climate of the state, (g) collaborative activities, and (h) involvement from institutions of higher education. The leadership component was addressed during the interview. Maryland's state plan addressed: (a) the policy component, (b) the organizational structure component, and (c) the evaluation component. Neither state plan addressed changes in resources. A relationship among all the components was not evident. Three components of systems change were fully addressed in both state plans. These included: practices, information, and vision. Maryland's state plan fully addressed the evaluation component.

Three Year States

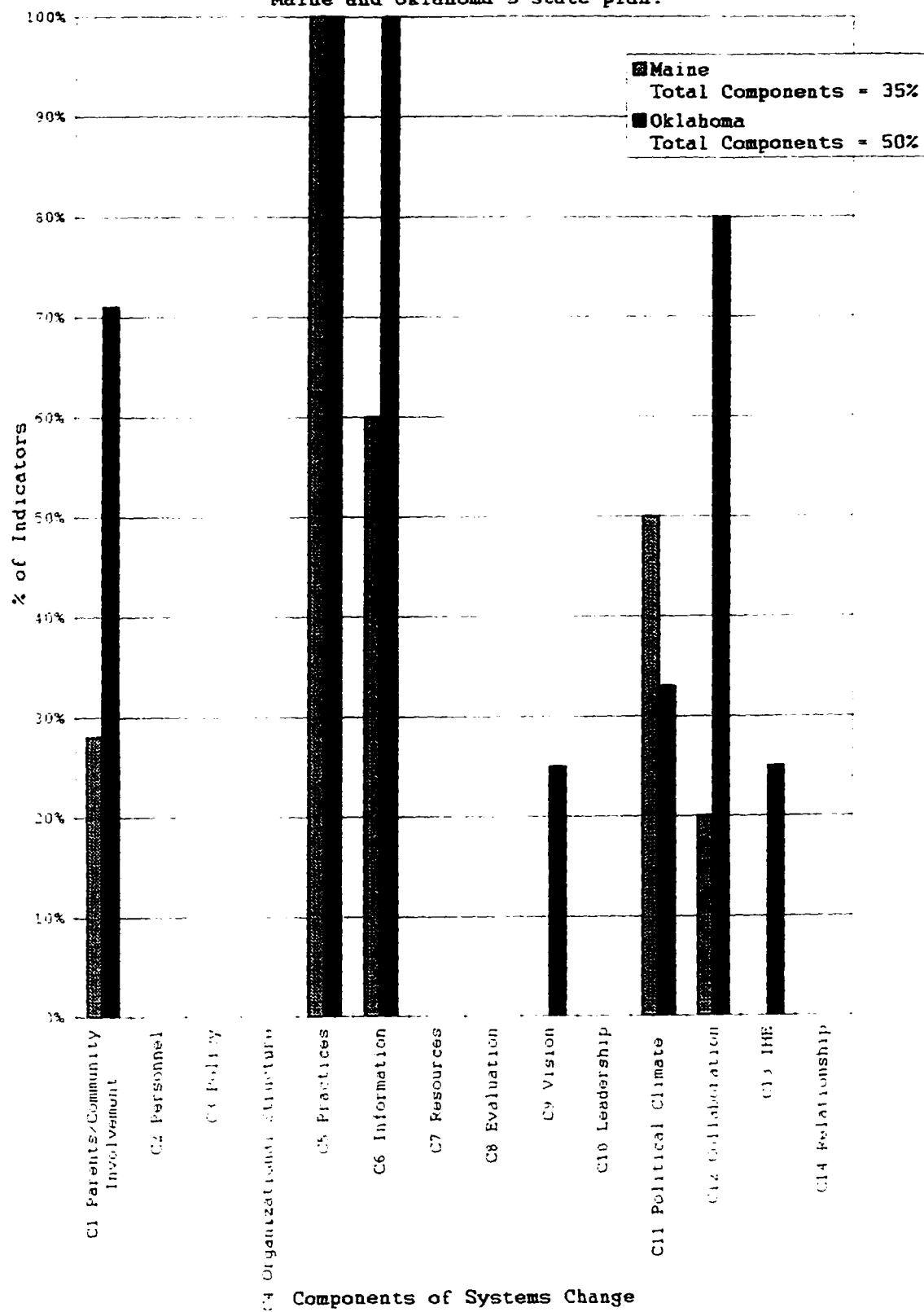
The research question addressed in this section is: In states that have had systems change grants for three years, what percentage of the fourteen components of change are found in the state policy?

States included in this study that had systems change projects for three years were Maine and Oklahoma. As shown in Figure 3 Maine's state policy included 35% of the components of systems change and Oklahoma's state policy included 50% of the components of systems change. The following five components were found in both state plans: (a) parent and community involvement - C1, (b) effective practices - C5, (c) information dissemination - C6, (d) influence from the political climate of the state - C11, and (e) collaborative activities - C12.

Parent and Community Involvement

A component included in both Maine and Oklahoma's state plans was involvement of parent and community members. Both state plans indicated involvement of community agencies and consumers on state boards, local boards, and planning teams. Maine and Oklahoma's state plans indicated training in systems change and least restrictive environment for parents of children with disabilities were provided. According to the interview data, Maine experienced successful integration of students with disabilities into general education settings in local districts where parents were involved in the change process from the beginning. Oklahoma's state plan indicated involvement of parents in the revision of the state plan and parents served on state boards. The interview data indicated that Oklahoma began

Figure 3: Percentage of indicators for each component in Maine and Oklahoma's state plan.



the systems change efforts through the development of the state plan. The Department of Special Education changed the process used to write the special education state plan. The new process included inviting parents, teachers, and administrators within the department of education and from local school districts to participate in the policy development. The new state plan reflected a non-categorical approach to special education. The previous state plan promoted categorical placement. In addition, parents and community members were involved in planning systems change activities at the local level. Maine's state plan included 28% of the indicators of this component. Oklahoma's state plan included 71% of the indicators of the parent and community involvement components. This component was partially addressed in each state plan.

Practices

Another component identified in Maine and Oklahoma's state plans was effective practices. Both state plans indicated "promising practices" were encouraged. The interview data from Maine indicated that inclusion guidelines were established for local school districts. The guidelines included practices such as peer tutoring, team teaching, and social interactive activities. Further, according to the interview data from Oklahoma effective practices were included in the funding priority for the

state discretionary grants. This component was fully addressed by Maine and Oklahoma's state plans.

Information

The dissemination of information component was addressed in both state plans. Maine and Oklahoma disseminated information through the established Comprehensive System of Personnel Development (CSPD). Oklahoma's dissemination activities included in-service training, statewide training, technical assistance, staff-development, and written materials. The information disseminated was not related to systems change activities in either state plan. However, according to the interview data Maine's dissemination activities included extensive staff-development on statewide systems change. Entire school staffs involved in the statewide systems change project were provided multiple day trainings. Maine's state plan included 60% of the indicators of the information components. The component was partially addressed in Maine's state plan. Oklahoma's state plan fully addressed the information component.

Political Climate

A component included in both state plans was the impact of the political climate. The legislature had been informed of systems change efforts in Maine and Oklahoma. However, no legislation had been passed. According to the interview

data, the political climate in Maine had influenced the organizational structure of the State Department of Education. The state of Maine experienced governmental downsizing due to the economic situation in the state. Before downsizing, the State Department of Education had twenty divisions. Since downsizing, the State Department of Education had three divisions. Special education was incorporated into the general education division after the downsizing occurred. In addition, parent advocacy groups impacted the systems change effort to return children with disabilities from out-of-state facilities. The parent groups encouraged legislators to make accommodations for children with disabilities in-state instead of placing them in out-of-state facilities. The political climate in Oklahoma effected the systems change efforts in that state as well. The interview data implied that during election years, the terminology used to describe systems change efforts was monitored. Maine's state plan included 50% of the indicators of this component. Oklahoma's state plan included 33% of the political climate indicator. This component was partially addressed in both state plans.

Collaboration

The final component identified in both Maine and Oklahoma's state plans was collaboration. Both state plans included interagency agreements with various social service

agencies. Oklahoma involved many agencies in cross agency planning and planning councils. In addition, the interview data indicated that Oklahoma's Statewide Systems Change Project had a collaborative management team. The management team included representatives from various agencies. The team made decisions regarding the Statewide Systems Change Project. Collaboration was also promoted in Oklahoma's vision statement. Maine's state plan reflected an additional effort to coordinate and collaborate all systems change efforts in the state. The state of Maine had a Technical Assistance Grant, Supported Employment Grant funded by the Developmental Disabilities Division of the Department of Human Services, a Transition Grant, and a Statewide Systems Change Grant for the inclusion of students with disabilities. An effort to coordinate the projects was initiated. According to the interview data, each project indicated how it would coordinate and work with the other projects. Maine's state plan included 20% of the indicators of this component. Oklahoma's state plan included 80% of the indicators of the collaboration component. This component was partially addressed in Maine and Oklahoma's state plans.

Leadership

Leadership was addressed by both states in the interview. Individuals in leadership positions affected the

systems change effort in Maine and Oklahoma. Local, special education directors were identified as major stakeholders in Oklahoma. Local superintendents were credited with providing leadership in the effort, as well. In Maine, local special education directors provided information to local educators and administrators. The leaders were described as individuals with vision and the ability to motivate people. This component was partially addressed.

Two components were found in Oklahoma's state plan only. These components included: (a) a vision statement - C9 and (b) involvement from institutions of higher education - C13.

Vision

The vision component was included in Oklahoma's state plan only. The vision statement provided a coherent direction for the involvement of families. In addition, the vision statement promoted collaboration among all agencies. Oklahoma included 25% of the indicators of this component. The vision component was partially addressed in Oklahoma's state plan.

Institutions of Higher Education

Another component included in Oklahoma's state plan was involvement from institutions of higher education. Local school districts collaborated with institutions of higher education to provide information on best practices. In

addition, institutions of higher education were involved in planning and implementing systems change. According to the interview data, Oklahoma was revising the teacher certification standards. The certification standard will change from a categorical model to a non-categorical model. Oklahoma's state plan included 25% of the indicators of the involvement from institutions of higher education. This component was partially addressed in Oklahoma's state plan.

Maine's state plan did not address involvement with institutions of higher education. However, the interview data indicated extensive involvement of institutions of higher education. The universities in Maine were networked with all the local school districts. The school districts as well as the universities were equipped with two-way audio and video devices. This allowed the university to provide staff development to the local school districts.

Neither state plan indicated changes in personnel - C2, policy - C3, organizational structure - C4, resources - C7, or evaluation - C8. However, interview data from Maine indicated changes in personnel and resources. The interview data implied that personnel had experienced a dramatic change in job descriptions. An increasing number of special education personnel were providing special education services using a consultation model. Special education teachers were spending more time supporting general

education teachers. The interview data from Maine also indicated that additional personnel were employed to support students with disabilities in the general education classroom. Finally, a relationship among all components was not found in either state plan.

Summary of Three Year States

Oklahoma's state plan included more components of systems change than Maine's state plan. Five components were found in both state plans. These included: (a) parent and community involvement, (b) effective practices, (c) information dissemination, (d) political climate, and (e) collaborative activities. The leadership component was addressed in the interview. Oklahoma's state plan included a vision statement and covers institutions of higher education. Neither state plan addressed (a) the personnel component, (b) the policy component, (c) the organizational structure component, (d) the resources component, or (e) the evaluation component. In addition, a relationship among all components was not evident. Practices was the only component fully addressed by both states. Oklahoma's state plan fully addressed the information component, as well.

No Systems Change Projects

The research question addressed in this section is: In states that did not have systems change grants, what

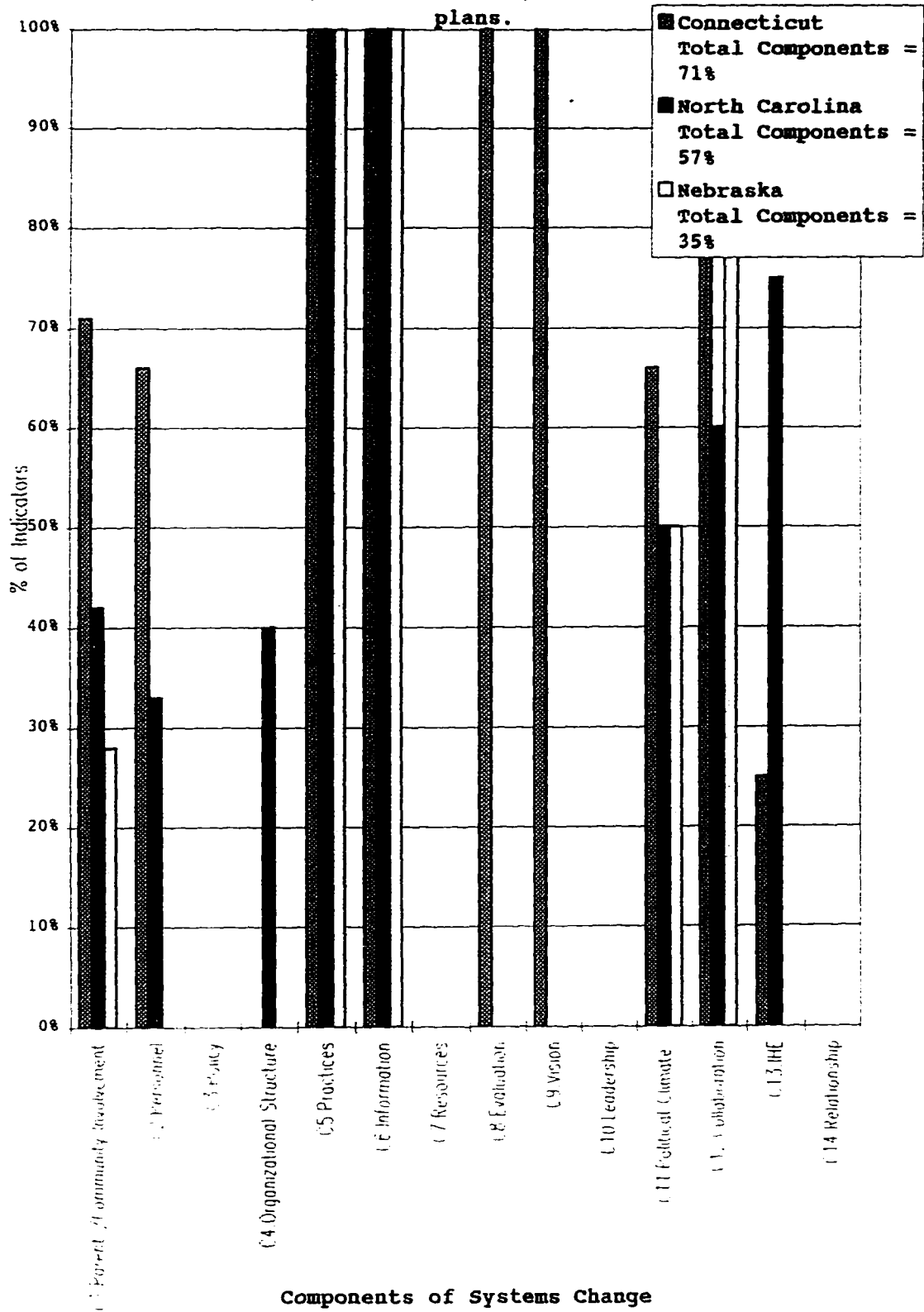
percentage of the fourteen components of change are found in the state policy?

Connecticut, North Carolina, and Nebraska did not have systems change projects. As shown in Figure 4 Connecticut's state plan included 71% of the components, North Carolina's state plan included 57% of the components and Nebraska's state plan included 35% of the components. The following five components were found in Connecticut, North Carolina, and Nebraska's state plans: (a) parent and community involvement - C1, (b) effective practices - C5, (c) information dissemination, - C6 (d) influence of the political climate on systems change - C11, and (e) collaborative activities - C12.

Parent and Community Involvement

The parent and community involvement component was included in Connecticut, North Carolina, and Nebraska's state plans. Representatives from community agencies and parents served on state boards, local boards, and planning teams. The state plans indicated training was provided to parents on systems change issues and least restrictive environment issues. Connecticut's state plan included parents in all planning activities. Parents were included in the revision of the state plans in all three states. According to the interview data from Connecticut the parents led the inclusive schools movement for the state. Parent advocacy groups and parent attorneys pushed the state in the

Figure 4: Percentage of indicators for each component in Connecticut, North Carolina, and Nebraska's state plans.



direction of more inclusive models of education for students with disabilities. The interview data from North Carolina indicated that the governor of the state sponsors a parent advocacy group for students with disabilities. The group informed the governor's office of specific needs of students with disabilities at the local school level. Connecticut's state plan included 71% of the indicators of this component. North Carolina's state plan included 42% of the indicators of the parent and community involvement component. Nebraska's state plan included 28% of the indicators of this component. The parent and community involvement component was partially addressed in the state plans.

Practices

Another component found in Connecticut, North Carolina, and Nebraska's state plans was effective practices. Connecticut's state plan indicated "promising practices" were encouraged. North Carolina's state plan promoted "effective educational programs." "Best practices" was stated in Nebraska's plan. The practices component was fully addressed in all state plans.

Information

Information was a component evident in Connecticut, North Carolina, and Nebraska's state plans. Information was disseminated through the Comprehensive System of Personnel Development (CSPD). These activities included: in-service

training, statewide training, technical assistance, staff development, and written materials. The topic of Connecticut's CSPD activities were related to systems change. Nebraska's CSPD activities included topics on least restrictive environment and individuals with low incidence disabilities. However, systems change was not the topic of North Carolina's CSPD activities. This component was fully addressed in Connecticut, North Carolina, and Nebraska's state plans.

Political Climate

The impact of the political climate was a component identified in all three state plans and interviews. Connecticut, North Carolina, and Nebraska's state plans indicated involvement from legislators. According to the interview data, Connecticut's Special Education Department had a standing committee on special education in the state legislature that influenced changes in policy. In Connecticut, ten to fifteen legislators were especially concerned about special education issues. In addition, parent groups advocated for inclusive education for children with disabilities. The legislature in North Carolina actively participated in education issues. North Carolina legislators passed school choice legislation as well as additional funding legislation. The additional funding was passed in an election year. According to the interview

data, the majority of the legislators supported education in North Carolina. Finally, Nebraska had legislation dealing with aligning special education with general education. According to the interview, the economic situation of Nebraska put the issue of school finance on the forefront. Interview data implied six to seven legislators were especially concerned about special education issues. Two of the seven legislators focused on the financial aspects of special education. Connecticut's state plan included 66% of the indicators of this component. North Carolina and Nebraska included 50% of the indicators of the political climate component. This component was partially addressed in all three state plans.

Collaboration

Another component indicated in Connecticut, North Carolina, and Nebraska's state plans was collaboration. Interagency agreements between various social service agencies were found in all three states. In addition, planning councils, including cross agency planning, occurred in all three states. According to the interview data, Connecticut's local education agencies participated in collaborative activities to provide services for students with disabilities and without disabilities. However, at the State Department of Education little collaboration occurred among departments. According to the interview data,

Nebraska State Department of Education established functional teams. The teams consisted of individuals from special education, content areas in general education, as well as administrators at the state department level. The teams were responsible for developing curriculum, examining funding issues, and maintaining legal mandates. The functional teams approach was established to include all departments in planning. In addition, Nebraska's State Department of Education had an interagency agreement with the Department of Social Services. The interagency agreement was unique in that the Department of Education and the Department of Social Services act as co-leaders in the implementation of Part H regulations. All decisions regarding Part H regulations were made collaboratively between the agencies. Collaboration was included in Connecticut and Nebraska's vision statements. Connecticut and Nebraska's state plans included 80% of the indicators of the collaboration component. North Carolina's state plan included 60% of the indicators of this component. The collaboration component was partially addressed in each state plan.

Leadership

Leadership was addressed by all three states in the interview. Leaders identified in Connecticut were: the director of the special education resource center, advocacy

groups, legislative committees, and planning councils. These groups and individuals were instrumental in changing the educational system from a segregated system to an integrated system. The director of the special education resource center organized and coordinated the efforts among all entities. In addition, professionals from general education and special education were included in all planning.

State department leaders, the state board of education, local principals, and superintendents were credited in North Carolina as providing leadership in systems change efforts. Specifically, the state board of education provided additional resources. The interview data indicated that the leaders were visionaries, managers, communicators, and had the ability to share responsibilities.

Nebraska's state plan indicated involvement of state and local educational leaders. Planning teams were established in Nebraska to lead the systems change efforts. According to the interview data, the teams were composed of diverse groups of individuals from local and state agencies. The teams developed goals and position statements which were used when communicating with legislators, local school personnel, and parents about systems change activities. In the interview, the Commissioner of Education for Nebraska was given credit for setting high standards for continuous

improvement and decentralizing the organizational structure. In addition to the Commissioner of Education, the State Board of Education had been instrumental in pursuing changes. The State Board of Education was open to discussing issues and working toward consensus. The interview data indicated the Commissioner, the State Board of Education as well as state and local administrators were focusing on making the position statements reality. Therefore, all the individuals were working toward a common goal. The leadership component was partially addressed.

Two components were found in Connecticut and North Carolina's state plans. These included the following components: (a) changes in personnel - C2 and (b) involvement from institutions of higher education - C13.

Personnel

The personnel component was found in Connecticut and North Carolina's state plans. Personnel in Connecticut experienced changes in the work environment. The State Board of Education adopted a position statement requiring integrated educational services for students with disabilities. The Connecticut plan further delegated the responsibility of ensuring integrated services to local school administrators. In North Carolina, job descriptions changed. Teachers experienced new roles when the State Department of Education moved to an inclusive model of

education. The State Department of Education provided training for general educators and special educators to prepare them for the new roles. Topics of training included consultation and team teaching. According to the interview data, North Carolina's special education teachers were beginning to serve students with disabilities using a consultation model. Connecticut's state plan included 66% of the indicators of the personnel component. North Carolina's state plan included 33% of the indicators of this component. The personnel component was partially addressed in both states.

Institutions of Higher Education

Connecticut and North Carolina's state plans indicated involvement from institutions of higher education. In Connecticut's state plan, institutions of higher education were involved in planning and working with local education agencies. According to the interview data, college coursework requirements changed for the administration certificate. Institutions of higher education now require a course in special education for school administration majors. In addition, the University of Connecticut had integrated the special education department and general education department to provide a unified program. Pre-service teachers graduating from this university had dual certification and master's degrees. The state plan in North

Carolina indicated institutions of higher education collaborated with the State Department of Education and local school districts. According to the interview data, all pre-service teachers in North Carolina were mandated by law to take college courses in the area of learning disabilities. Connecticut's state plan included 25% of the indicators of this component. North Carolina's state plan included 75% of the indicators for the involvement from institutions of higher education component. This component was partially addressed in Connecticut and North Carolina's state plans.

Several components were identified in only one state plan. Connecticut's state plan included: (a) a vision statement - C9 and (b) an evaluation component - C8. North Carolina's state plan includes changes in the organizational structure - C4.

Vision

The first component identified only in Connecticut's state plan was a vision statement. The vision statement for Connecticut included additional resources to provide quality instruction. Also, the vision statement reflected a clear philosophical premise by acknowledging that all students were unique and required varied educational environments and instructional strategies. Diversity was valued in the vision statement. In addition, it provided coherent

direction with measurable goals. The vision component was fully addressed in Connecticut's state plan.

The Nebraska State Plan did not include a vision statement. However, according to the interview data, the Nebraska Department of Education adopted fourteen belief statements in November of 1996. The belief statements adopted by the State Board of Education provided a clear philosophical premise. The statements advocated a unified educational system. In addition, the statement focused on educating all children with disabilities and without disabilities. The beliefs statements provided coherent direction and measurable goals.

Evaluation

Another component found only in Connecticut's state plan was evaluation. The Connecticut General Assembly outlined a comprehensive evaluation plan for special education. The plan included on-going assessment in the areas of finance, student outcomes, and efficacy of special education programs. The student outcome measures included student participation and academic competence. According to the interview data, questions relating to collaboration between general and special educators for the integration of students with and without disabilities were added to the monitoring process. The local directors of special education addressed these questions in writing and through

on-site visits. The evaluation component was fully addressed in Connecticut's state plan.

Organizational Structure

North Carolina's state plan indicated changes in the organizational structure. The Department of Public Instruction in North Carolina decentralized services. According to the interview data, the goal of local schools participating in site-based management was promoted to provide local flexibility with accountability. To accomplish this goal, the Department of Public Instruction provided support and services at the local level. North Carolina's state plan included 40% of the indicators of this component. The organizational structure component was partially addressed in this state plan.

Nebraska's state plan did not address the organizational structure. However, the interview data indicated changes in the organizational structure. The Nebraska State Department of Education promoted decision making at the local level. One of the fourteen belief statements, adopted in 1996, encouraged individuals working closest with the children to make decisions regarding education. This included such issues as class size, class format, and staffing patterns.

The policy and resources components of systems change were not addressed by any state plans. However, the

interview data from Nebraska addressed resources. The State Department of Education in Nebraska was examining the entire school finance system. Funding for special education was included in this examination. Recommendations were sent to the Accountability Commission. The recommendations outlined a funding system that aligns special education funding with general education funding. In addition, the proposal included a certain percent of the school district's budget be used to provide additional support for all students in the general education setting. No state plan indicated changes in policy. In addition, a relationship among all the components was not found in the state plans.

Summary of States with No Systems Change Funding

Connecticut's state plan included more components of systems change than North Carolina's state plan or Nebraska's state plan. Five components were found in all state plans. These included: (a) parent and community involvement, (b) effective practices, (c) information dissemination, (d) influence from the political climate of the state, and (e) collaborative activities. The leadership component was addressed in the interview. Changes in personnel and involvement from institutions of higher education were found in Connecticut and North Carolina's state plan. Connecticut's state plan included a vision statement and an evaluation process. North Carolina's state

plan indicated changes in the organizational structure. Changes in policy were not addressed by any state plan. Two components, practices and information, were fully addressed in all three state plans. Evaluation and vision components were fully addressed in Connecticut's state plan.

Questionnaire Data

The questionnaire data supported information found in the policy analysis. This section presents the components of systems change indicated by each state in the questionnaire.

Parent and Community Involvement

The first component addressed by the questionnaire was parent and community involvement. All sample states indicated that the parent and community involvement component was included in the state policy as shown in Table 18. According to the questionnaire data, Washington, Kansas, Maryland, Maine, Oklahoma, Connecticut, North Carolina, and Nebraska included parents and community members in statewide planning meetings for the integration of students with multiple and severe disabilities. In addition, students with disabilities were included in planning statewide systems change activities in Washington, Virginia, Maryland, Maine, Oklahoma, and Connecticut's state policy. Students without disabilities were included in planning statewide systems change activities

Table 18

Questionnaire Item Response by State for the Parent and
Community Involvement Component

	State (Years of Funding)								
Questionnaire Item	WA (5)	VA (5)	KS (4)	MD (4)	ME (3)	OK (3)	CT (0)	NC (0)	NB (0)
Parent and Community Involvement (C1)									
Parent	Y	Y	Y	Y	Y	Y	Y	Y	Y
Community member	Y	Y	Y	Y	Y	Y	Y	Y	Y
Students with disabilities	Y	Y	N	Y	Y	Y	Y	NR	N
Students without disabilities	Y	N	N	Y	Y	NR	N	NR	N
Activities:									
statewide plan									
meetings	Y	N	Y	Y	Y	Y	Y	Y	Y
policy plan									
meetings	N	N	Y	Y	Y	Y	N	Y	Y
advisory board									
meetings	Y	Y	Y	Y	Y	Y	Y	Y	Y
Y = yes N = no NR = no response									

in Washington, Maryland, and Maine's. The questionnaire data from all the states indicated that parents and community members were included on advisory boards. Kansas, Maryland, Maine, Oklahoma, North Carolina, and Nebraska included parents and community members in policy development meetings.

Personnel

According to the questionnaire data regarding changes in job descriptions, few state policies included modifying changing, or altering job descriptions as shown in Table 19. Virginia, Maryland, Maine, Oklahoma, Connecticut, North Carolina, and Nebraska reported changes in the teaching environment. The changes included special educators working in the general education setting to provide instruction to students with multiple and severe disabilities. Virginia and Oklahoma indicated job descriptions were changed for special educators in state policy. In addition, Oklahoma's state policy included changing related service providers job descriptions. The questionnaire data indicated no state policy required changes in general educators, building principals, special education directors, or school superintendent's job descriptions.

Table 19

Questionnaire Item Response by State for the PersonnelComponent

Questionnaire Item	State (Years of Funding)								
	WA (5)	VA (5)	KS (4)	MD (4)	ME (3)	OK (3)	CT (0)	NC (0)	NB (0)
<u>Job Descriptions Changes</u>									
general educators	N	N	N	N	N	NR	N	N	NR
special educators	N	Y	N	N	N	Y	N	N	NR
related service providers	N	N	N	N	N	Y	N	N	NR
building principals	N	N	N	N	N	NR	N	N	NR
special education directors	N	N	N	N	N	N	N	N	NR
school supt.	N	N	N	N	N	N	N	N	NR
<u>Change in teaching</u>									
environment	N	Y	N	Y	Y	Y	Y	Y	Y
Y = yes N = no NR = no response									

Organizational Structure

The questionnaire data indicated state education agencies made few provisions in written policy that altered the organizational structure. As shown in Table 20, Kansas, Maryland, Oklahoma, and North Carolina's questionnaire data indicated that local education agencies were participating in site-based management. In addition, Maryland, Maine, Oklahoma, and North Carolina indicated that state departments of education were decentralizing goals and encouraging local education agencies to establish local district goals. Additionally, decentralization was occurring in the area of personnel and budget. Maryland, Oklahoma, and North Carolina's questionnaire data indicated state policy allowed for decentralizing personnel. Maryland and North Carolina's questionnaire data indicated state policy allowed for decentralizing state budgets. The questionnaire data from Kansas reported that block funding was included in the state policy. Another indicator of change in the organizational structure was the evidence of a merger between state departments of special education and state departments of general education. Virginia, Maine, and Nebraska's questionnaire data indicated the state policy allowed for a merger between state departments of special education and state departments of general education. North Carolina's questionnaire data indicated class size was

Table 20

Questionnaire Item Response by State for the
Organizational Component

	State (Years of Funding)								
Questionnaire Item	WA (5)	VA (5)	KS (4)	MD (4)	ME (3)	OK (3)	CT (0)	NC (0)	NB (0)
<u>Organizational Structure</u>									
site-based									
management	N	N	Y	Y	N	Y	N	Y	N
decentralize									
goals	N	N	N	Y	Y	Y	N	Y	N
budget	N	N	N	Y	N	NR	N	Y	N
personnel	N	N	N	Y	N	Y	N	Y	N
deregulate									
class size	N	N	N	N	N	N	N	Y	N
block funding	N	N	Y	N	N	N	N	N	N
merger SDE dept.	N	Y	N	N	Y	N	N	N	Y
Y = yes N = no NR = no response									

deregulated for general education teachers who served students with disabilities.

Practices

Another component addressed in the questionnaire was practices. As shown in Table 21, all sample states indicated that the state education agency promoted effective practices in written policy to encourage statewide systems change for the integration of students with multiple and severe disabilities. Washington, Kansas, Maryland, Maine, Oklahoma, Connecticut, North Carolina, and Nebraska indicated that team teaching and changes in curriculum were promoted in written policy. Washington, Kansas, Maryland, Maine, Oklahoma, Connecticut, and Nebraska indicated the following practices were promoted: integrated related services, cooperative learning, peer teaching, community-based instruction, alternative assessment, social interaction and changes in the methods of instruction. Student centered instruction was identified in Washington, Maryland, Maine, Oklahoma, and North Carolina questionnaire data. The questionnaire data from Kansas, Maryland, and Oklahoma indicated that enrollment in natural proportions was included in state policy.

Evaluation

The questionnaire addressed evaluation of systems change projects. As shown in Table 22, Washington,

Table 21

Questionnaire Item Response by State for the Practices Component

	State (Years of Funding)								
Questionnaire Item	WA (5)	VA (5)	KS (4)	MD (4)	ME (3)	OK (3)	CT (0)	NC (0)	NB (0)
Practices									
team teaching	Y	N	Y	Y	Y	Y	Y	Y	Y
integrated related									
services	Y	N	Y	Y	Y	Y	Y	N	Y
cooperative									
learning	Y	N	N	Y	Y	Y	Y	Y	Y
peer teaching	Y	N	N	Y	Y	Y	Y	Y	Y
CBI	Y	N	N	Y	Y	Y	Y	Y	Y
alternative									
assessment	Y	N	Y	Y	Y	Y	Y	N	Y
social									
interaction	Y	N	N	Y	Y	Y	Y	Y	Y
enrollment in									
natural									
proportions	N	N	Y	Y	NR	Y	N	NR	N
curriculum	Y	N	Y	Y	Y	Y	Y	Y	Y
methods of									
instruction	Y	N	N	Y	Y	Y	Y	Y	Y
student- centered									
instruction	Y	N	N	Y	Y	Y	Y	NR	Y
Y = yes N = no NR = no response									

Table 22

Questionnaire Item Response by State for the Evaluation

Component

	State (Years of Funding)								
Questionnaire Item	WA (5)	VA (5)	KS (4)	MD (4)	ME (3)	OK (3)	CT (0)	NC (0)	NB (0)

Evaluation

Statewide systems

change activities Y N N Y Y Y N Y N

Y = yes N = no NR = no response

Maryland, Maine, Oklahoma and North Carolina's state education agencies had written policy requiring local education agencies to evaluate the statewide systems change project.

Information

According to the questionnaire data state education agencies indicated additional training was provided regarding statewide systems change to promote integration of students with multiple and severe disabilities in written policy. As shown in Table 23, Washington, Virginia, Maryland, Maine, Oklahoma, North Carolina and Nebraska reported teachers were provided additional information. Washington, Virginia, Maryland, Maine, Oklahoma, and North Carolina reported administrators and parents were provided information regarding statewide systems change. The most frequent form of information dissemination was technical assistance. In addition, Washington, Kansas, Maryland, Maine, Oklahoma Connecticut, North Carolina, and Nebraska provided additional information through in-service workshops. Washington, Virginia, Maryland, Maine, Oklahoma, Connecticut, North Carolina, and Nebraska used written materials to disseminate information.

Resources

Another component addressed in the questionnaire data was resources. As shown in Table 24, Maryland, Maine, and Oklahoma reported that a provision for additional personnel

Table 23

Questionnaire Item Response by State for the InformationComponent

	State (Years of Funding)								
Questionnaire Item	WA (5)	VA (5)	KS (4)	MD (4)	ME (3)	OK (3)	CT (0)	NC (0)	NB (0)
<u>Information</u>									
Persons receiving information:									
administrators	Y	Y	N	Y	Y	Y	N	Y	N
teachers	Y	Y	N	Y	Y	Y	N	Y	Y
parents	Y	Y	N	Y	Y	Y	N	Y	N
Type of Training:									
statewide	N	Y	Y	Y	Y	Y	Y	Y	Y
technical									
assistance	Y	Y	Y	Y	Y	Y	Y	Y	Y
in-service	Y	N	Y	Y	Y	Y	Y	Y	Y
materials	Y	Y	N	Y	Y	Y	Y	Y	Y
Y = yes N = no NR = no response									

Table 24

Questionnaire Item Response by State for the Resources Component

	State (Years of Funding)								
Questionnaire Item	WA (5)	VA (5)	KS (4)	MD (4)	ME (3)	OK (3)	CT (0)	NC (0)	NB (0)
Resources									
add'l time	N	N	N	Y	Y	N	N	NR	N
add'l personnel	N	N	N	Y	Y	Y	N	NR	N
aligned funding	Y	N	N	N	N	N	Y	N	NR
block funding	N	N	N	N	N	N	Y	N	N
Y = yes N = no NR = no response									

was included in the state policy. Maryland and Maine's questionnaire data indicated additional time for teachers to collaborate. Washington and Connecticut reported that special education funding was aligned with general education funding. Finally, Connecticut indicated that a provision for block funding was included in the state policy.

Vision

According to the questionnaire data all sample states operated under a vision statement. As shown in Table 25, Washington, Kansas, Maryland, Maine, Oklahoma Connecticut, North Carolina and Nebraska's vision statement valued diversity.

Institutions of Higher Education

Another component addressed in the questionnaire was the involvement of institutions of higher education in the statewide systems change effort. As shown in Table 26, Washington, Virginia, Maryland, and North Carolina indicated that the state education agency's written policy addressed including integrated curriculum in teacher certification standards. Washington and North Carolina's written policy includes a mandate to provide inclusion courses in pre-service training for general education majors and special education majors. Finally, Virginia and North Carolina require institutions of higher education to collaborate with local school districts.

Table 25

Questionnaire Item Response by State for the Vision

Component

	State (Years of Funding)								
Questionnaire Item	WA (5)	VA (5)	KS (4)	MD (4)	ME (3)	OK (3)	CT (0)	NC (0)	NB (0)

Vision

coherent

direction	Y	Y	Y	Y	Y	Y	Y	Y	Y
-----------	---	---	---	---	---	---	---	---	---

values

diversity	Y	N	Y	Y	Y	Y	Y	Y	Y
-----------	---	---	---	---	---	---	---	---	---

Y = yes N = no NR = no response

Table 26

Questionnaire Item Response by State for the Institutions of
Higher Education Component

	State (Years of Funding)								
Questionnaire Item	WA (5)	VA (5)	KS (4)	MD (4)	ME (3)	OK (3)	CT (0)	NC (0)	NB (0)
<u>Institutions of Higher Education</u>									
teacher certification									
standards	Y	Y	N	Y	N	N	N	Y	N
inclusion courses	Y	N	N	N	N	N	N	Y	N
collaboration with									
LEA	N	Y	N	N	NR	N	N	Y	N
Y = yes N = no NR = no response									

Political Climate

The questionnaire data addressed the political climate of the state. As shown in Table 27, Washington, Virginia, Maryland, Maine, Oklahoma, Connecticut, North Carolina and Nebraska included state legislators in the statewide systems change effort. Washington, Virginia, Maryland, Maine, Oklahoma, Connecticut and Nebraska's systems change efforts were assisted by political advocacy groups. In addition, Washington, Virginia, and Oklahoma's statewide systems change efforts have also been hindered by political advocacy groups. Virginia, Maine, Oklahoma, and Nebraska's systems change efforts have been effected by political activities in the state.

Collaboration

The final component addressed in the questionnaire was collaboration. As shown in Table 28, all states indicated that the state education agency included collaboration in the vision statements for the state. Washington, Virginia, Kansas, Maryland, Maine, Oklahoma, North Carolina, and Nebraska included other agencies related to education in the statewide systems change effort for the integration of students with multiple and severe disabilities. Virginia, Maryland, Maine, and North Carolina includes collaboration in the professional standards provided to employees.

Table 27

Questionnaire Item Response by State for the Political
Climate Component

	State (Years of Funding)								
Questionnaire Item	WA (5)	VA (5)	KS (4)	MD (4)	ME (3)	OK (3)	CT (0)	NC (0)	NB (0)
<u>Political Climate</u>									
legislators									
involved	Y	Y	N	Y	Y	Y	N	Y	Y
hindered by political									
advocacy	Y	Y	N	N	N	Y	N	N	N
assisted by political									
advocacy	Y	Y	N	Y	Y	Y	Y	N	Y
political									
activity	N	Y	N	N	Y		N	NR	Y
Y = yes N = no NR = no response									

Table 28

Questionnaire Item Response by State for the CollaborationComponent

	State (Years of Funding)								
Questionnaire Item	WA (5)	VA (5)	KS (4)	MD (4)	ME (3)	OK (3)	CT (0)	NC (0)	NB (0)

Collaboration

included other

agencies	Y	Y	Y	Y	Y	Y	N	Y	Y
----------	---	---	---	---	---	---	---	---	---

included in

vision	Y	Y	Y	Y	Y	Y	Y	Y	Y
--------	---	---	---	---	---	---	---	---	---

included in professional

standards	N	Y	N	Y	Y	N	N	Y	N
-----------	---	---	---	---	---	---	---	---	---

Y = yes N = no NR = no response

Reliability

Reliability scores were calculated over 27% of the data collected. A researcher who developed the evaluation plans for 5 statewide systems change projects was responsible for shadow scoring the Policy Analysis Instruments and Questionnaires. Reliability was established in the standard format:

Agreements

$$\text{Disagreement} + \text{Agreements} \times 100 = \text{Percent}$$

Agreement

The questionnaire data for each state was analyzed using the Systems Change Coding List. Each question was reviewed and analyzed based on the occurrence or nonoccurrence of the components and indicators of systems change. If the component and indicators were evident a Y (y = yes) was recorded. If the component and indicators were not evident and N (n = no) was recorded. If there was not a response NR (nr = no response) was recorded. The questionnaire data were scored 1 for yes (if the component was indicated) and 0 for no (if the component was not indicated) and 0 for no response (if there was not a response). Reliability scores on the Policy Analysis Instruments were established by totaling the numbers of indicators found per component. For example, component 1 measured the level of parent and community involvement in

the planning and revision of state plans. One point was assigned for evidence of each indicator of the component found in the plan. In addition, each component was rated using the following rating scale: fully addressed, partially addressed, and not addressed. A component was considered fully addressed if the policy contained all indicators of the component. A component was considered partially addressed if the policy contained one or more indicators but not all the indicators of the component. A component was considered not addressed if the policy did not include any indicators of the component. Two state plans were scored independently by both researchers. The total percentage of agreements in score were 94% in the state plan for Kansas and 100% for Nebraska.

Chapter 4 Summary

Frequency of Components

Many of the components were partially addressed in the state plans. Few components were fully addressed. (See Table 29) The parent and community component was partially addressed in all state plans. The personnel component was partially addressed in Washington, Kansas, Maryland, Connecticut, and North Carolina's state plans and not addressed in Virginia, Maine, Oklahoma, and Nebraska's state plans. The policy component was addressed in Maryland's state plan and not addressed in Washington, Virginia,

Table 29

Component Ratings for each State

States	C1	C2	C3	C4	C5	C6	C7	C8	C9	C10	C11	C12	C13	C14
WA(5)	PA	PA	NA	PA	FA	PF	NA	NA	NA	NA	PA	PA	PA	NA
VA(5)	PA	NA	NA	NA	FA	PA	NA	NA	NA	NA	PA	PA	PA	NA
KS(4)	PA	PA	NA	NA	FA	FA	NA	NA	FA	PA	PA	PA	PA	NA
MD(4)	PA	PA	PA	PA	FA	FA	NA	FA	FA	PA	PA	PA	PA	NA
ME(3)	PA	NA	NA	NA	FA	PA	NA	NA	NA	NA	PA	PA	PA	NA
OK(3)	PA	NA	NA	NA	FA	FA	NA	NA	PA	NA	PA	PA	PA	NA
CT(0)	PA	PA	NA	NA	FA	FA	NA	FA	FA	NA	PA	PA	PA	NA
NC(0)	PA	PA	NA	PA	FA	FA	NA	NA	NA	NA	PA	PA	PA	NA
NB(0)	PA	PA	NA	PA	FA	FA	NA	NA	NA	NA	PA	PA	PA	NA

Legend

FA = fully addressed
 PA = partially addressed
 NA = not addressed
 C1 = parent/community
 C2 = personnel
 C3 = policy
 C4 = organizational structure
 C5 = practices
 C6 = information
 C7 = resources
 C8 = evaluation
 C9 = vision
 C10 = leadership
 C11 = political climate
 C12 = collaboration
 C13 = IHE
 C14 = relationship

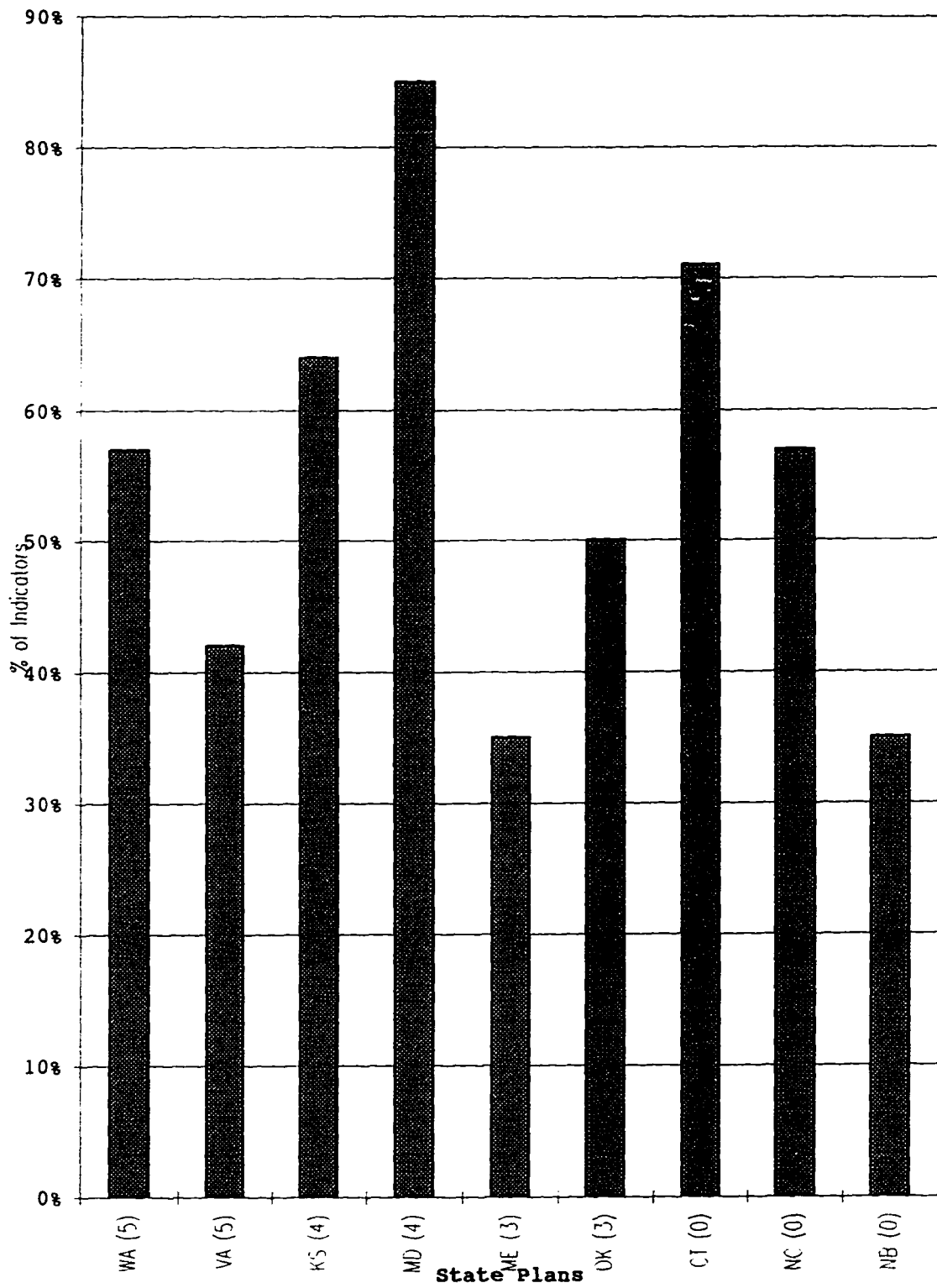
Kansas, Maine, Oklahoma, Connecticut, North Carolina, and Nebraska's state plans. The organizational component was partially addressed in Washington, Maryland, and North Carolina's state plans and not addressed in Virginia, Kansas, Maine, Oklahoma, Connecticut, and Nebraska's state plans. The practices component was fully addressed in all state plans. The information component was fully addressed in Kansas, Maryland, Oklahoma, Connecticut, North Carolina and Nebraska's state plans and partially addressed in Washington, Virginia and Maine's state plans. No state plans included the resource component. The evaluation component was fully addressed in Maryland and Connecticut's state plans and not addressed in Washington, Virginia, Kansas, Maine, Oklahoma, North Carolina, and Nebraska's state plans. The vision component was fully addressed in Kansas, Maryland, and Connecticut's state plans, partially addressed in Oklahoma's state plan, and not addressed in Washington, Virginia, Maine, North Carolina, and Nebraska's state plans. The leadership components were partially addressed in Kansas, Maryland, and Nebraska's state plans and not addressed in Washington, Virginia, Maine, Oklahoma, Connecticut, North Carolina's state plans. The political climate component was partially addressed in all state plans or interviews. The collaboration component was partially

addressed in all state plans. The institutions of higher education component was partially addressed in Washington, Virginia, Kansas, Maryland, Maine, Oklahoma, Connecticut, and North Carolina's state plans and not addressed in Nebraska's state plan. No state plans addressed the relationship component.

Components by State

All the state plans in this study contained some of the systems change component as shown in Figure 5. Maryland, Kansas, and Connecticut's state plans contained the highest percentage of systems change components. Maryland's state plan included 85% of the components. Kansas and Connecticut's state plan included 71% of the components of systems change. Maryland and Kansas had systems change funding for four years. Connecticut did not have systems change funding. Washington, North Carolina and Oklahoma had the next highest percentage of systems change components. Washington had systems change funding for 5 years. Washington's state plans included 64% of the components of systems change. North Carolina's state plan included 57% of the components. North Carolina did not have systems change funding. Oklahoma's state plan included 50% of the components. Oklahoma had systems change funding for 3 years. Virginia, Maine, and Nebraska had the lowest

Figure 5: Percentage of components found in each state plan.



percentage of systems change components. Virginia's state plan included 42% of the components. Virginia had systems change funding for 5 years. Maine's state plan included 35% of the components of systems change. Maine had systems change funding for 3 years. Finally, Nebraska's state plan included 35% of the components of systems change. Nebraska did not have systems change funding.

CHAPTER 5

Discussion

The field of education continually experiences pressure to change practices. Educators are in the midst of educational reform and restructuring. Special educators strive to provide students with disabilities a free, appropriate public education in the least restrictive environment. The Statewide Systems Change Priority was a federal strategy promoted to assist educators in providing educational services to students with severe disabilities in the least restrictive environment. The purpose of this study was to determine the components of systems change evident in special education state plans. In addition, this study investigated the relationship between the number of years a state received statewide systems change funding and the number of components of systems change found in the state plan. This chapter provides a discussion of the results of the study. An overview of the results will be provided, followed by the limitations of the study, implications for educators, and recommendations for future research.

According to the policy analysis, twelve of the fourteen components of systems change were addressed by at least one state. All of the state plans fully addressed the practices component, while several components were partially

addressed. The partially addressed components included: parent and community involvement - C1, personnel - C2, policy - C3, organizational structure - C4, information - C6, evaluation - C8, vision - C9, leadership - C10, political climate - C11, collaboration - C12, and institutions of higher education - C13. The resource component - C8 and the relationship component - C14 were not found in the special education state plans.

Components Addressed in All State Plans

Four components of systems change were partially addressed in all state plans. The information component, the parent and community involvement component, the political climate component, and the collaboration component were addressed in all state plans. The information component, the parent and community involvement component, and the collaboration component were addressed primarily because they were similar to regulations included in the Individuals with Disabilities Education Act (IDEA). Each state is required to address these when submitting the special education state plan.

Practices and Information Component

The practices and information components included promoting "effective practices" and dissemination of effective practices through in-service workshops, technical assistance, and statewide workshops. The IDEA requires

states to address "effective practices" and information dissemination. This requirement is fulfilled through the development of a Comprehensive System of Personnel Development (CSPD). The regulation includes the continuous training of special educators, related service providers, administrators, and general educators. Some states used the CSPD activities to provide information regarding systems change. Maryland used the Comprehensive System of Personnel Development to disseminate information about systems change and to prepare teachers for new roles. North Carolina focused the CSPD activities on least restrictive environment and school inclusion. All state plans included the practices components. Phrases such as "effective practices" and "best practices" were included in the state plans. The questionnaire data listed specific types of practices that might be included. Team teaching and changes in curriculum were indicated most often as effective practices. The data indicated that states were disseminating information on best practices.

Obviously state leaders are aware that effective practices should occur in schools. Perhaps state policy makers could provide specific examples of best practices for local education agencies. Maryland's state plan specifically recommends that local education agencies consider curriculums such as learning styles curriculum. By

adding specific practices the policy will be more meaningful and functional to local education agencies.

Parent and Community Involvement

The parent and community involvement component included active participation of parents, community members, and students in planning and implementing systems change. The Individuals with Disabilities Education Act also requires parent participation. The regulation requires parents to be active participants in decision-making and goal setting related to special education services. Most of the state plans included parents on state boards and in the revision of the state plan. Parents were influential in Connecticut and North Carolina according to the interview data. In Connecticut, parents and parent attorneys led the inclusive school movement. In North Carolina, parent advocacy groups advised the governor of the needs of students with disabilities on a monthly basis. Maine implemented systems change activities in one school district without parent involvement. The effort was unsuccessful. Fullan (1995) discussed the importance of parent participation when changing systems. He warns, if ignored, parents and community members may stagnate change. As shown in the data, parents were active participants and in some cases led the change movements. The data from this study regarding parent and community involvement reinforces the importance

of parent participation. Therefore, when considering systems change, states should encourage input from parents.

The parent and community component included an indicator pertaining to participation of students with disabilities and students without disabilities in planning systems change activities. Only three states included students without disabilities in planning systems change. Data from Washington, Maryland, and Maine's questionnaires indicated students without disabilities participated in planning. Villa and Thousand (1989) found input from students was valuable in planning inclusive education. Student input provided additional information needed to lead to successful inclusive activities. Given that the focus of systems change is on improving educational options for students with disabilities, these students should actively participate in planning and provide input into activities. Hence, local education agencies need to consider including students with disabilities and those without disabilities in planning for systems change.

Collaboration

Another component addressed in all state plans was collaboration. The collaboration component included evidence of individuals working together to plan for systems change. Collaboration is also included in the IDEA regulations. Throughout the IDEA regulations, collaboration

is alluded to. Specifically, interagency agreements were required between state education agencies and related social service agencies. Nebraska's State Department of Education had a unique interagency agreement with the Department of Social Services. Both agencies act as co-leaders in implementing Part H of IDEA. Interagency agreements were evident in all state plans. However, planning councils and cross agency planning were only evident in Maryland, Oklahoma, Connecticut, North Carolina, and Nebraska's data. It appears that Nebraska has gone beyond an interagency agreement to a model that requires team planning and team decision-making. This type of collaboration is needed for systems to change. One entity cannot solve the problems that occur when systems change (Salisbury, Palombaro, & Hollowood, 1993). The collaborative process allows all individuals an opportunity to problem solve (Graden & Bauer, 1992). In addition, Villa and Thousand (1989) view collaboration as an opportunity for professionals to effectively plan and achieve common goals. Therefore, leaders in systems change should consider all opportunities to actively participate in cross agency planning. The groups should be active and go beyond planning to implementation.

The IDEA regulations allow states latitude in determining how each state will ensure that the rights of

students with disabilities are protected. Conceivably, this latitude could be used to incorporate systems change activities. By incorporating components of systems change in the state plan, local education agencies would have a functional guideline for implementing regulations that are aligned with systems change activities. Perhaps the IDEA regulations could act as a guide for states to begin incorporating systems change components.

Components Partially Addressed

Seven components of systems change were identified in several state plans. These included: personnel - C2, policy - C3, organizational structure - C4, evaluation - C8, vision - C9, leadership - C10, and involvement of institutions of higher education - C13. These components were partially addressed in all state plans.

Personnel

The personnel component addressed changes in job description and participation in planning. The state plans and interview data indicated that the role of the special education teacher was changing from a classroom model to a consultant model. Teachers in Washington, Kansas, Maine, and North Carolina experienced a change in their working environment and work roles. For systems change to occur, teachers' are not the only roles that may change. Connecticut's state plan indicated principals were

responsible for ensuring integrated education occurred at the site level. However, no other data indicated that principals or other school administrators were experiencing changes in work environments or work roles. The California Research Institute (1992) describes change in teachers' roles as well as administrators' roles. In a changing system administrators may have less decision-making responsibilities but added responsibilities dealing with facilitating change and supporting teachers. Sage and Burrello (1994) assert that the principal's involvement is vital to systems change. Given that teachers' roles are changing, it is assumed that administrator roles are changing. The question must be addressed -- are administrators prepared to facilitate the changing roles of teachers and changing program models. To address this issue, North Carolina required all school administration majors to complete a course in special education at the higher education level. All states should examine the roles of administrators and the preparation of administrators for new roles.

Policy

The policy component included evidence of additional statutes or policy development in the area of systems change. Maryland included a statute to encourage occupational therapists and physical therapists to work in

school settings. However, no other state addressed additional policies or statutes. Policy can support and enhance change according to the California Research Institute (1992). In addition, the Statewide Systems Change request for proposals specifically addressed changing policy to implement systems change (Smith & Hawkins 1992). Given that policy has been promoted as an important component of systems change, it is interesting that only one state added a statute that reflects systems change. Therefore, state departments of education need to examine current policies to determine if the policies are promoting or hindering change.

Organizational Structure

The organizational structure component included deregulation and mergers at the state department of education level. The data indicated that states were moving away from centralized decision-making to site-based decisions. Washington, North Carolina, and Nebraska were encouraging local education agencies to develop goals and mission statements. The interview data from Maryland indicated that the state department of education operated within a unified organizational structure. This is the only state that had merged the special education division with the general education division voluntarily. Maine's state department of education is a unified system, however, this occurred due to government downsizing. Smith and O'Day

(1991) maintain that state departments of education are in a critical position to provide coherent leadership to support school reform. This level of education can influence all parts of the education systems including institutions of higher education (Smith & O'Day, 1991) According to the data, state departments of education were not voluntarily joining forces. Given that state departments of education are in the best position to lead local education agencies, state departments should begin to explore opportunities to work together and join forces for systems change.

Evaluation

The evaluation component included in this study focused on activities beyond the federal monitoring requirements. The focus of the evaluation component was to provide feedback to local education systems to improve educational services and promote change. Maryland's and Connecticut's state plans indicated evaluation activities occurred beyond the required monitoring activities. Maryland developed an extensive, on-going evaluation plan through the statewide school reform initiative. Connecticut's general assembly outlined a comprehensive evaluation plan for special education. However, other states did not address evaluation beyond the required monitoring. Salisbury, Palombaro, & Hollowood (1993) found that reflecting on activities through an evaluation process personalized new changes. Fullan

(1991) describes monitoring as a process to observe change and to gain information to improve. Given that monitoring is required by IDEA, it seems the process may need to be examined to determine how systems change evaluation components could be added. By adding systems change components to the established monitoring system, local education agencies could receive feedback that promotes changing the system.

Vision

The vision component included indicators addressing the philosophical premise of the statement and the direction and goals of the statement. All states did not include a vision statement in their state plans. However, the questionnaire data indicated several states had a vision statement. Maryland's vision statement sent a message of a unified system of education. Oklahoma's vision statement was family focused. Connecticut's vision statement promoted diversity. Fullan (1991) asserts that a state vision for systems change including the purpose and goals of the state will permeate the state. Thus, the vision statement becomes a goal for all local education agencies. The vision statement establishes the purpose, values, and integrity of a program. States should consider adding a vision statement to the state plan. This addition could provide guidance to all local education agencies.

Institutions of Higher Education

Involvement of institutions of higher education was the final component partially addressed by state plans. The Comprehensive System of Personnel Development regulation also addresses the involvement of institutions of higher education. Connecticut and Maryland's state plans indicated changes were occurring in institutions of higher education. Special education pre-service teachers and general education pre-service teachers were completing coursework that prepared teachers to work with all children regardless of ability level. North Carolina's state plan indicated that all teachers were mandated by law to complete a course at the higher education level in the area of learning disabilities. In addition, Virginia, Kansas, Oklahoma, and North Carolina indicated changes were occurring in the teacher certification area. Sarason (1995) emphasized the importance of institutions of higher education in changing systems. Change is limited if institutions of higher education are not preparing pre-service teachers to work in the evolving school systems. Given that institutions of higher education provide training to all educators, higher education has the potential to be a key leader in systems change by modeling and providing information on effective practices found in research.

Leadership

The leadership component was addressed in all interviews. The component addressed the participation of individuals responsible for decision-making and the planning strategies employed to promote statewide systems change. Maryland, Maine, North Carolina, and Nebraska included the state superintendent, state board of directors, local superintendent and special education directors in the systems change planning and activities. Nebraska's interview data credited the Commissioner of Education with leading the systems change movement in the state. Washington, Virginia, Kansas, Maine, Oklahoma, and Connecticut included local leaders, parents, advocacy groups, and teachers. Task forces, teaming and consensus building were identified as the strategies used to plan systems change activities. Harbin (1993) found that strong leadership was vital to systems change. Leaders provide a vision and support for change. Given that strong leadership is crucial to systems change, states must include individuals that have the potential to motivate others and promote change.

Political Climate

The final component partially addressed was the political climate component. This component addressed the number of legislators involved, effects of an election year

and effects of the economic situation of the state. The systems change activities in Washington, Kansas, and Oklahoma were impacted by election years. Kansas did not submit recommendations for education until after the election. However, during an election year, North Carolina passed legislation that required additional educational funding. Legislators were concerned about educational spending in Kansas, Maryland, and Maine. This concern brought education to the forefront of political issues in these states. Given that the impact of an election year was reported in several states, it is an issue that must be addressed. States considering systems change should not overlook the impact of an election year and the impact of legislators on systems change.

Components Not Addressed in State Plans

No state plan contained all the components. Therefore, resource and relationship components were not found in any state plans. The resource component included changing or modifying the current funding mechanism. Washington, Kansas, and Nebraska's interview data indicated that special education funding was being examined or had recently been changed. The interview data from Nebraska indicated that legislators, educators, and patrons in the state were concerned about the costs of special education. This concern made educational leaders aware of the need to change

the current system. A possible reason the resource component was not addressed in state plans could be related to the fact that the federal regulation prohibits commingling of special education funds with general education funds. Thus states are hesitant to manipulate the funding formulas. Smith and O'Day (1991) strongly suggest that educational agencies examine current budgets to determine how to support the fiscal needs when changing a system. Given that additional resources are needed for systems change to occur and that funding is a major issue in education, states must explore current funding structures to determine how modifications can be made while yet maintaining a free appropriate public education for students with disabilities (Sage & Burrello, 1994).

In addition, the relationship component was not addressed in any state plans. The relationship component had one indicator. To meet the indicator of this component, state plans had to include all thirteen components. The relationship component was well supported in the systems change framework literature. Each framework stressed that a relationship among all components must be present for change to occur. According to Schalock, Frederick, Dalke, and Alberto (1994) if it is not addressed change will occur in isolation and not throughout a systems. The relationship component is less obvious than other components such as

providing information about the change. Further, the relationship component looks beyond a list of components to how the components interact with each other. Given the importance of a relationship among all components of systems change, leaders in systems change activities need to examine activities to ensure all components of systems change are evident.

Summary of Component Analysis

One component was addressed fully in all state plans. The majority of components were partially addressed in the state plans. Two components, resources and relationship, were not addressed in any state plans. The interview data seemed to indicate that changes were occurring in states but that the changes were not reflected in the written state plans. There are several possible reasons for this. First, at the time of this study, the 104th Congress was debating the reauthorization of IDEA. Many state directors were not rewriting the state plans until Congress made decisions about the reauthorization of IDEA. Second, some states operate by the principle that practices lead to policy. This means states implement a practice, determine if it is successful, then write it into policy. Therefore, states that are implementing system change components may be in the implementation stage and not in the policy writing stage. A word of caution, because all the components of systems

change were not included in the state plan does not necessarily mean that the components were not implemented in the states.

Relationship between Years of Funding and Components

The remaining research questions addressed the number of years a state had systems change funding and the number of components of systems change. The data indicated that the number of years a state had systems change funding did not yield any apparent relationship between the number of components of systems change found. Maryland with four years of systems change funding had more components of systems change than Virginia and Washington with five years of systems change funding. Connecticut with no systems change funding had more components of systems change than Virginia and Washington with five years of funding and Oklahoma and Maine with three years of funding. However, several other factors may have influenced the number of components of systems change found in state policy. Influence from parents, advocacy groups, and attorneys may have been influential in changing the current educational system. In addition, the influence of outcomes based education as well as school restructuring movement may have influenced states to change policy. A word of caution, this study did not explore the status of states prior to implementing Statewide Systems Change project nor did this

study explore other factors that may have influenced systems change components.

A closer look at Maryland is warranted. Maryland had more components of systems change funding than any state. The data from Maryland indicated the state was involved in restructuring the entire education system. Educators at the state and local level were actively seeking to meet the requirements of Goals 2000 and change the current educational system. Maryland received federal funding for school restructuring and for the integration of students with severe disabilities. In addition, the state department of education worked closely with the institutions of higher education to incorporate research based programs and strategies into local school districts. A major focus of the state restructuring movement was improved outcomes for all learners. Furthermore, business and corporate leaders were actively participating in all planning. Basically, Maryland employed a strategy that utilized multiple resources from the local, state, and federal level to promote systems change.

Connecticut's state plan included more components of systems change than states with statewide systems change funding. Connecticut established a set of position statements that guided the educational practices in the state. The position statements were developed by educators,

parents, and community members and were approved by the State Board of Education. The position statements promoted a unified educational system that provided for individual student differences and accommodated strengths of all students. Connecticut had a strong vision statement that was supported by a strong evaluation system. Local schools were held accountable within the IDEA monitoring system to demonstrate how general educators and special educators were working together to provide inclusive education to students with disabilities. Both Maryland and Connecticut have strong vision statements, focusing on school improvement and both states had involvement from state and local entities.

The number of years of systems change funding received by a state may not be the variable that impacts whether components of systems change are included in the state plan. Rather, the requirements from the federal IDEA regulations impacted what states included in their plans. The special education state plan is a policy instrument that is designed to ensure the regulations of the Individuals with Disabilities Education Act are fulfilled. States are charged with the responsibility of describing the services provided to students with disabilities. Some state plans are written as compliance documents others are written as guidelines to implement IDEA regulations. Washington's state plan was written as a compliance document. The

Oklahoma state plan includes the regulations and briefly addresses how the state fulfills the regulations. However, the Maryland state plan addresses the regulations and provides information regarding procedures and methods. In addition, because the components are not addressed in the policy does not mean the components are not being implemented.

According to the interview data, all states were concerned about systems change issues whether they received systems change funding or not. The influence of Goals 2000 has alerted State Departments of Education that changes were needed. Departments of Education were establishing goals and developing planning strategies to address Goals 2000. The emphasis of accountability has Departments of Education looking at all facets of education. This includes special education.

Limitations

There are three limitations of this study. The first was the newness of the topic of systems change. The second limitation of the study was the instrumentation. The third limitation was the influence of policy on practice.

The topic of systems change is new to the field of special education and general education. Most of the components of systems change are relatively new. In addition, the definition of systems change vary widely. The

definitions of each component also vary. Further, few of the components have been implemented. Therefore, there has been little opportunity to discover what impact the components were having on students and practices. The systems change components provide promising and plausible ways of improving public schooling. However, it remains largely untested in the field. There is no empirical evidence that support the components of systems change (Vinovskis, 1995).

The instruments constructed for this study were a first attempt to synthesize all the recommendations from the literature and from policy makers. The interview protocol was limited to interviews with the state directors of special education or designee. These individuals were busy. Often the interview was rushed to accommodate the interviewee's schedule. However, even with the limited interview time, the data from the interviews provided more information regarding the state's systems change activities. In addition, more information may be available from other individuals responsible for developing policy and from individuals at the local school level. The data from the questionnaire instrument was limited. The closed format restricted the respondent's answer. The questionnaire data would be more valuable if it provided opportunities for the respondent to expound on each component of systems change

addressed in the state policy. However, given the schedules of state directors, a lengthy questionnaire may have reduced the response level. The questionnaire did provide a helpful prompt for the state directors of special education. By completing the questionnaire prior to the telephone interview, the directors of special education were familiar with the components and indicators of systems change.

The third limitation of the study was the lack of ability to ensure that the written policies were implemented in practice. The interview data indicated many system change practices were occurring, however the state plan for special education did not reflect the activities. Conversely, special education state plans reflected system change components but there was no evidence that the practice is occurring. The study could be strengthened by investigating systems change activities at the implementation level.

Recommendations for Future Research

The topic of systems change is broad and vague. In general, the concept of systems change has been explored in the literature. In addition, many theories of systems change have been promoted. A research agenda focused on specific analysis of the impact of systems change on local schools is needed.

There are many components of systems change. These components have been considered as essential for systems change to occur. This study only addressed policy. Research is needed to determine the impact of the fourteen components of systems change at the local school level. Specific attention is needed regarding the fourteenth component, relationship. The relationship component requires evidence of all thirteen components and indicators. Murphy (1991), Fullan (1991), Smith and O'Day (1991), California Research institute (1992), and Schalock, Fredericks, Dalke, and Alberto (1994) emphasized the importance of an interrelationship among all components of systems change. The relationship between each component causes change to happen.

Systems change is occurring in general education and special education. Research is needed to determine how special education is aligning with the general education systems change efforts. Specifically, how is general education considering special education in the changes?

Implications

This study has implications for state special education directors and local administrators responsible for policy development and implementation. Policies provide a guideline for action. Special education state plans provide the parameters for developing educational programs for

students with disabilities. The state policy makers need to consider restructuring state policy to include components of systems change yet maintain the safeguards for students with disabilities, thus allowing the state plan to be a more useful document that guides practice.

The question must be addressed -- by expanding the state plan to include components of systems change will systems change occur? The answer is not immediately. The least restrictive environment clause of IDEA has been in place for twenty-one years. This clause is confusing and elicits much debate in the field of special education. Likewise, systems change is confusing and encompasses changing multiple systems. In addition, systems change is a process that takes many years. However, for systems change to begin, states need to consider using the fourteen component model explored in this study to evaluate the current state policy. This model can illuminate the components that are in place and identify the components that need to be added. By examining the current policy, states will be able to develop a strategy that leads to better outcomes for students with disabilities and students without disabilities.

Summary

The challenge of systems change is before all educators. Systems change is a process that is slow and

often moves in a nonlinear manner before the change occurs. Despite the slow evolution of change, Sarason (1995) gives advice in the struggle to change the educational system. He states: "Hope is certainly no universal solvent but it is one of the necessary spurs to initiating change" (p. 22). Parents, teachers, administrators, and faculty of institutions of higher education must maintain hope that change will occur in school systems, in state departments of education, and in local classrooms. If educators commit themselves to systems change, the changes will occur and students with disabilities and students without disabilities will benefit.

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Appendix A
FUNDED STATES

5 years

4 years

3 years

IL-
VA-
IN-
HI-
MI-
UT-
WA-
PA-
AZ-

MD-
MN-
KS-
KY-

LA-
ME-
NH-
OK-
WI-

Appendix B
Definitions of Components

1. Parents/community -

Parents - individuals who have children with disabilities and without disabilities.

Guardian - individuals who serve as guardians of children with disabilities.

Community - Individuals who live in the state or community

Indicators:

- involvement in planning
- representatives from community agencies, and consumer representatives on state boards, local boards, or planning teams.
- parents provided training in systems change/LRE
- parents involved in revision of state plan
- parents serve on boards
- students with disabilities included in planning
- students without disabilities included in planning

2. Personnel - any person who works in the state education system that may be effected by statewide systems change

Indicators:

- change in job descriptions
- active participation in planning and carrying out changes
- changes in working environment

3. Policy - any formal document providing guidance to programs, services, resources, or practices

Indicators:

- state plan
- statutes

4. Organizational Structure - structure that allows an organization to accomplish work

Indicators:

- site-based decision making
- decentralization of goals
- deregulation of waivers, division of labor at local level
- merger between SDE special and general education
- deregulation of class size where students with disabilities attend.

5. Practices - services available in a system to enhance what is taught and methods of instruction provided to students

Indicators:

- team teaching
- cooperative learning
- peer teaching
- community based instruction
- alternative assessment
- social interaction activities

- curriculum changes
- student centered instruction
- use of technology
- enrollment in natural proportions
- integrated related services
- methods of instruction

6. Information - knowledge to carry out new practices

Indicators:

- in-service training
- statewide training
- technical assistance
- staff development
- written materials

7. Resources - mechanisms to offer support for change in educational practices

Indicators:

- change in funding patterns
- align special education funding to general school
formula
- weighted formula/adjustment for poverty
- block funding
- time (block scheduling, deregulating time
requirements)
- additional personnel

8. Evaluation - feedback, monitoring of statewide systems change

Indicators:

- on-going assessment
- formal evaluation of IEPs/student schedules
- monitoring change

9. Vision - establish purpose, values, integrity, and direction of a system

Indicators:

- clear philosophical premise
- provides coherent direction
- measurable goals
- value statement includes diversity

10. Leadership - management and vision setting to support change efforts

Indicators:

- involvement of people in positions that are responsible for decisions and accomplishing tasks
- planning strategies
- determines additional resources
- setting goals
- involvement of state and local educational leaders
- involvement of professional organizations

11. Political Climate - general climate found within a state regarding changing the educational system, special

education, and the development of programs for school age children

Indicators:

- election year
- involvement of legislators
- economic situation of the state
- number of policy issues
- number of legislators concerned about educational issues
- involvement of advocacy organizations

12. Collaboration - individuals working together to solve problems and make decisions about services to students

Indicators:

- interagency agreements
- planning councils
- cross agency planning

13. Institutions of Higher Education - colleges or universities that provide a four year or five year teacher certification program

Indicators:

- involvement of institutions of higher education in planning and implementation
- collaboration with state department of education and local school districts to provide information of innovative practices

- change in teacher certification standards to include integrated curriculum

- restructuring pre-service education to provide instruction of general education majors and special education majors using an integrated curriculum design

14. Relationship - combining of all parts, actively participating in a system, interrelationships

Indicator:

- evidence of the thirteen components included in the state plan

Appendix C
Policy Analysis Instrument

NAME OF STATE	POLICY INSTRUMENT EXAMINED	NUMBER OF YEARS OF SYSTEMS CHANGE FUNDING	DATE EVAL		
COMPONENTS	DEFINITION	INDICATORS	F A	P A	N A
1. PARENTS/ COMM.	<u>parent</u> -individuals who have children with disabilities and without disabilities <u>Guardian</u> -individuals who serve as guardians of children with disabilities <u>Community</u> -individuals who live in the state or community	1a) involvement in planning			
		1b) representatives from community agencies, & consumer representatives on state boards, local boards, or planning teams			
		1c) parents provided training in systems change/LRE			
		1d) parents involved in revision of state plan			
		1e) parents serve on boards			
		1f) students with disabilities			
		1g) students w/o disabilities			
		TOTAL			
		PERCENTAGE			
		INDICATORS			

		ADDRESSED			
2. PERSONNEL	any person who works in the state education system that may be effected by statewide systems change	2a) change in job descriptions			
		2b) active participation in planning and carrying out changes			
		2c) changes in working environment			
		TOTAL			
		PERCENTAGE			
		INDICATORS ADDRESSED			
3. POLICY	any formal document providing guidance to programs, services, resources, or practices	3a) state plan			
		3b) statutes			
		TOTAL			
		PERCENTAGE			
		INDICATORS ADDRESSED			
4. ORGAN. STRUCTURE	structure that allows an organization to accomplish work	4a) site-based decision making			
		4b) decentralization of goals,			
		4c) deregulation of waivers, division of labor at local level			
		4d) merger between SDE special and general education			
		4e) deregulate class size where students with dis. attend			
		TOTAL			
		PERCENTAGE			
		INDICATORS ADDRESSED			
5. PRACTICES	services available	5a) team teaching			

	in a system to enhance what is taught and methods of instruction provided to students				
		5b) cooperative learning			
		5c) peer teaching			
		5d) CBI			
		5e) alternative assessment			
		5f) social interaction activities			
		5g) curriculum changes			
		5h) student centered instruction			
		5i) use of technology			
		5j) enrollment in natural proportions			
		5k) integrated related services			
		5l) methods of instruction			
		TOTAL			
		PERCENTAGE			
		INDICATORS ADDRESSED			
6. INFORMATION	knowledge to carry out new practices	6a) in-service training			
		6b) statewide training			
		6c) technical assistance			
		6d) staff development			
		6e) written materials			
		TOTAL			
		PERCENTAGE			
		INDICATORS ADDRESSED			
7. RESOURCES	resources to offer support for change in educational practices	7a) change in funding patterns			
		7b) align special			

		education funding to general school formula			
		7c) weighted formula/adjustment for poverty			
		7d) block funding			
		7e) time (block scheduling, deregulating time requirements)			
		7f) additional personnel			
		TOTAL			
		PERCENTAGE			
		INDICATORS ADDRESSED			
8. EVALUATION	feedback, monitoring of statewide systems change	8a) on-going assessment			
		8b) formal evaluation of IEPs/student schedules			
		8c) monitoring change			
		TOTAL			
		PERCENTAGE			
		INDICATORS ADDRESSED			
9. VISION	established purpose, values, integrity, and direction of a system	9a) clear philosophical premise			
		9b) provides coherent direction			
		9c) measurable goals			
		9d) value statement includes diversity			
		TOTAL			
		PERCENTAGE			
		INDICATORS ADDRESSED			
10 LEADERSHIP	management and vision setting to support change efforts	10a) involvement of persons in positions that are responsible for decisions and accomplishing tasks			

		10b) planning strategies			
		10c) determines additional resources			
		10d) setting goals			
		10e) involvement of state & local educational leaders			
		10f) involvement of professional organizations			
		TOTAL			
		PERCENTAGE			
		INDICATORS ADDRESSED			
11. POLITICAL CLIMATE	general climate found within a state regarding changing the educational system, special education, and the development of programs for school age children	11a) election year			
		11b) involvement of legislators			
		11c) economic situation of the state			
		11d) number of policy issues			
		11e) number of legislators concerned about educational issues			
		11f) involvement of advocacy organizations			
		TOTAL			
		PERCENTAGE			
		INDICATORS ADDRESSED			
12. COLLABORATION	individuals working together to solve problems and make decisions about services to students	12a) interagency agreements			
		12b) planning councils			

		12c) cross agency planning			
		12d) collaboration included in vision statement			
		12e) collaboration included in professional standards			
		TOTAL			
		PERCENTAGE			
		INDICATORS ADDRESSED			
13. IHE	colleges or universities that provide a four year or five year teacher certification program	13a) involvement of IHE in planning and implementation			
		13b) collaboration with SDE & local school districts to provide information relative to innovative practices			
		13c) changes in teacher certification standards to include integrated curriculum			
		13d) restructuring pre-service education to provide instruction to general education majors and special education majors using an integrated curriculum design			
		TOTAL			
		PERCENTAGE			
		INDICATORS ADDRESSED			
14. RELATIONSHIP	combination of all parts, actively participating in a system, interrelationships	14a) evidence of the thirteen components included in the policy.			

		TOTAL			
		PERCENTAGE			
	TOTAL # OF	COMPONENTS FOUND			
	TOTAL # OF	INDICATORS FOUND			
	INDICATORS	ADDRESSED			

Appendix D

SYSTEMS CHANGE QUESTIONNAIRE

INSTRUCTIONS: Please complete the survey. Answer the questions based on your state policy regarding special education. Each section will have a heading to indicate the topic of the question and a brief definition.

PARENTS & COMMUNITY - parents include individuals who have children with disabilities and without disabilities. Guardians include individuals who serve as guardians of children with disabilities. Community includes individuals who live in the state or community.

1) Has the state educational agency included parents, community members, and students in planning for statewide systems change for the integration of students with multiple/severe disabilities?

Parent	_____ yes	_____ no
Community members	_____ yes	_____ no
Students with disabilities	_____ yes	_____ no
Students without disabilities	_____ yes	_____ no

1a) Have the individuals listed in question 1 been included in any of the following activities?

statewide planning meetings	_____ yes	_____ no
planning meetings to determine policy	_____ yes	_____ no
statewide advisory board meetings	_____ yes	_____ no

PERSONNEL - includes any person who works in the state education system that may be effected by statewide systems change.

2) Has the state education agency modified, altered, or changed the job descriptions of general educators, special educators, related service providers, building principals, special education directors, or superintendents in written policy to promote statewide systems change for the integration of students with multiple/severe disabilities?

general educators	_____ yes	_____ no
special educators	_____ yes	_____ no
related service providers	_____ yes	_____ no
building principals	_____ yes	_____ no
special education directors	_____ yes	_____ no
school superintendents	_____ yes	_____ no

2a) Are special educators encouraged to teach students with multiple/severe disabilities and students without disabilities in the general education classroom?

_____ yes _____ no

2b) Are related service providers encouraged to provide services in the general education classroom?

_____ yes _____ no

ORGANIZATIONAL STRUCTURE - refers to the structure that allows an organization to accomplish work.

3) Has the state education agency made provisions in written policy that alter the organizational structure of schools to include:

- | | | |
|---|-----------|----------|
| -site based management | _____ yes | _____ no |
| -decentralization of goals | _____ yes | _____ no |
| -decentralization of budget | _____ yes | _____ no |
| -decentralization of personnel | _____ yes | _____ no |
| -deregulation of class size for general education teachers who serve students with disabilities | _____ yes | _____ no |
| -block funding weighted on poverty level | _____ yes | _____ no |
| -merger between state departments of general education and special education | _____ yes | _____ no |

If other alterations to the organizational structure have been implemented please describe:

PRACTICES - refers to services available in a system to enhance what is taught and methods of instruction provided to students.

4) Has the state education agency promoted any of the following practices in written policy to encourage statewide systems change for the integration of students with multiple/severe disabilities?

-team teaching	_____ yes	_____ no
-integrated related services	_____ yes	_____ no
-cooperative learning	_____ yes	_____ no
-peer teaching	_____ yes	_____ no
-community based instruction	_____ yes	_____ no
-alternative assessment	_____ yes	_____ no
-social interaction	_____ yes	_____ no
-enrollment in natural proportions	_____ yes	_____ no
-curriculum	_____ yes	_____ no
-method of instruction	_____ yes	_____ no
-student centered instruction	_____ yes	_____ no

EVALUATION - refers to feedback, monitoring of statewide systems change.

5) Has the state education agency required evaluation of statewide systems change in written policy?

_____ yes _____ no

INFORMATION - refers to knowledge to carry out new practices.

6) Has the state education agency required additional training regarding statewide systems change to promote integration of students with multiple/severe disabilities in written policy for the following individuals?

administrators	_____ yes	_____ no
teachers	_____ yes	_____ no
parents	_____ yes	_____ no

6a) What type of training has been available to teachers, administrators, and parents regarding statewide systems change?

statewide training	_____ yes	_____ no
technical assistance	_____ yes	_____ no
district staff development/in-service	_____ yes	_____ no
written materials	_____ yes	_____ no

RESOURCES - refers to resources offered to support change in educational practices.

7) Has the state education agency provided provisions for additional resources in written policy to promote statewide systems change?

-time to collaborate	_____ yes	_____ no
-additional personnel	_____ yes	_____ no

-block funding yes no

8) Does the vision statement provide a coherent direction that follows other state policies? _____ yes _____ no

8b) Does the vision statement reflect a value of diversity? _____ yes _____ no

9) Has the state education agency's written policy addressed the issue of statewide systems change in the teacher certification standards to include integrated curriculum? yes no

9a) Has the state education agency's written policy mandated inclusion courses in pre-service training for general education majors and special education majors?

9b) Has the state policy included a requirement for institution of higher education to collaborate with local school districts? _____ yes _____ no

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special education, and the development of programs for school age children.

10) Has the state education agency included state legislators in the statewide systems change effort?

_____ yes _____no

10a) Has the statewide systems change effort to integrate students with multiple/severe disabilities been hindered by political advocacy groups?

_____ yes _____no

10b) Has the statewide systems change effort to integrate students with multiple/severe disabilities been assisted by political advocacy groups?

_____ yes _____no

10c) Has the statewide systems change effort been effected by any political activity in the state?

_____ yes _____no

If yes, please specify _____

COLLABORATION - refers to individuals working together to solve problems and make decisions about services to students.

11) Has the state education agency included other agencies related to education in the statewide systems change effort

for the integration of students with multiple/severe
disabilities? _____ yes _____ no

If yes, please list:

11a) Has the state education agency included collaboration
in the state vision statement? _____ yes _____ no

11b) Is collaboration included in the professional
standards provided to employees? _____ yes _____ no

Demographic Information

Name of Individual Completing Questionnaire:

Position _____

How long have you held this position? _____ years

Address _____

City _____ State _____ Zip _____

Phone _____ Fax _____

1) Number and percentage of local education agencies
currently implementing statewide systems change programs for
students with multiple disabilities/severe disabilities
within a district.

_____ number _____ percentage

2) How many students does your state identify who display one or more of the following characteristic? extreme deficit in intellectual functioning, motor impediments, communication, visual and auditory impairments, and medical conditions such as seizure disorders. Includes students with severe mental retardation, autism and/or physical/sensory impairments combined with marked developmental delay. _____ number

3) What educational placement are the above described students primarily serve?

- _____ general education classroom
- _____ part-time general classroom/part-time special classroom
- _____ special education classroom
- _____ separate facility

• Thank you for your time and effort in completing this questionnaire.

Please return the completed questionnaire and written policy to Lisa Lawter in the enclosed addressed envelope by <date>

Appendix E

INTERVIEW QUESTIONS

The United States Department of Special Education defines systems change as: 1. modifying multiple systems, 2. changing state policy, 3. establishing collaborative relationships, 4. changing attitudes, 5. developing functional curriculum.

1. What is your understanding of statewide systems change?
2. How does your state policy reflect statewide systems change? (policy)
3. Are there any state or local educational reform efforts going on that are influencing the implementation of statewide systems change?
4. How does the way the money is distributed influence policy related to systems change? (funding)
5. What influence has parents and community had on statewide systems change? (parents/community)
6. How do teachers, administrators, school boards, community members, and/or parents influence the implementation of systems change? (personnel)
 - 6a. How has the school personnel's job description's changed since beginning statewide systems change?
 - 6b. How have teachers, principals, directors been involved in planning for systems change?

7. Are there things about the way educational delivery systems and/or structures are organized that influence policy related to statewide systems change? (organizational structure)

7a. How has the educational governance structure allowed for deregulation or waivers to the current educational policy that might hinder systems change?

7b. How has the decision-making structured changed?

8. Who are the individuals strongly identified with the implementation of statewide systems change at the state/local level? What has been their contributions? What characteristics of these individuals do you think have been influential? (leadership)

9. How has policy influenced classroom practice? (practice)

9a. Has the policy allowed for team teaching, peer teaching, enrollment in natural proportions?

10. How has the SEA policy influenced training for statewide systems change? (information)

11. What resources are provided for in the SEA policy? (resources)

11a. How has the funding structure been changed or modified?

12. How is the SEA evaluating statewide systems change? (evaluation)

- 12a. How has the evaluation of statewide systems change been included in the monitoring?
13. What is the SEA's vision for statewide systems change? (vision)
- 13a What goals related to the mission statement address systems change?
14. How has the political climate effected statewide systems change? (political climate)
- 14a. How many state legislators are concerned about statewide systems change?
- 14b. How many policy issues were considered at the time this policy was considered by the legislators?
15. What collaborative efforts have taken place to assist in statewide systems change? (collaboration)
- 15a. How many interagency agreements have been made between State Department of Education and other agencies to promote systems change?
16. How have the IHE's been involved in statewide systems change?
- 16a. How have the certification standards changed?
- 16b. What type of restructuring is occurring at the pre-service level?
17. Are there other things or events we haven't mentioned that you see as having been influential in shaping statewide systems change?

Appendix F

COVER LETTER

LISA LAWTER
509 ALPINE CIRCLE
NORMAN, OK 73072
(405) 354-8503

<address>
<address>
<address>

RE: Research Project

Dear <name of director>:

Thank you for agreeing to participate in my research project. In efforts to complete my doctoral program at the University of Oklahoma, I am engaged in data collection that will provide information regarding systemic change efforts in eight states.

It is my intention to gather descriptive information that can be analyzed in regards to (1) components of systems change reflected in special education policy, (2) relationship between the number of years a state has had a Statewide Systems Change grant, and (3) determine which components of systems change are found in states. The study will include a policy analysis, questionnaire, and telephone interview. Please note that I hope this study may impact future policy development.

I am asking for your cooperation in the following areas:

- 1) Sending your states special education state plan and/or other policy documents reflecting systemic change in the enclosed envelop.
- 2) Completing the enclosed questionnaire. Please return it with the policy.
- 3) Participating in a telephone interview scheduled at your convenience.

You may wish to designate another person in your agency to complete the questionnaire and interview. If so please forward this information to the designated person.

All the data collected as well as the analysis will be sent to you at the completion of the project.

Please accept the pencils and notepads as my token of appreciation for your cooperation. Again, thank you for your support and assistance.

Sincerely,

Lisa J. Lawter

Appendix G

University of Oklahoma

Individual Consent to Voluntary Participation in a Research Project

I understand that this study, "Systems Change and Policy" is sponsored by the University of Oklahoma, Norman Campus. I further understand that this document is an individual consent for participation in this study.

I understand the study entitled "Systems Change and Policy" is sponsored by Kathryn Haring, Ph.D. I further understand that the principal investigator is Lisa Lawter, a student at the University of Oklahoma.

The purpose of this study is threefold. The first purpose of this study is to determine if components of systems change are reflected in state plans and policy. The second purpose is to determine if there is a relationship between the number of years a state has had a statewide systems change grant and the percentage of components of systems change. The final purpose of this study is to determine which components of systems change are found in state policy.

I understand that I will participate in a telephone interview and complete a questionnaire. The telephone interview will be done at a convenient time for myself and Lisa Lawter. I am also aware that the state policy will be reviewed.

Further, I understand that there is little risk of injury as a result of participation in this study. However, I understand that my participation in this study is voluntary and that I may withdraw at any time, if I wish.

Further, I understand that participation in this study may lead to information that can be used to enhance policy development and policy analysis.

I am fully aware that my participation is voluntary. If I choose not to participate no penalty or loss of benefit will occur.

I understand that records of the study will be kept confidential. I further understand that my name will not be identifiable in any reports or publication about the study.

If I have questions about this study, I will contact Lisa Lawter (405)364-8503 any time I feel it necessary. If I have questions about my rights as a research subject, I will contact the University of Oklahoma Office of Research Administration at (405)325-4754.

I have read this consent document. I understand its contents and I freely consent to participation in this study under the conditions described here. I will receive a signed copy of this consent form.

Research Subject's Name: _____
Date: _____

Appendix H

Systems Change Coding List

COMPONENTS	DEFINITION	INDICATORS	Cde
1. PARENTS/COMMUNITY	<u>parent</u> -individuals who have children with disabilities and without disabilities <u>Guardian</u> - individuals who serve as guardians of children with disabilities <u>Community</u> -individuals who live in the state or community	a) involvement in planning	1a
		b) representatives from community agencies, & consumer representatives on state boards, local boards, or planning teams	1b
		c) parents provided training in systems change/LRE	1c
		d) parents involved in revision of state plan	1d
		e) parents serve on boards	1e
		f) students with disabilities	1f
		g) students w/o disabilities	1g
2. PERSONNEL	any person who works in the state education system that may be effected by statewide systems change	a) change in job descriptions	2a
		b) active participation in planning and carrying out changes	2b
		c) changes in working environment	2c
3. POLICY	any formal document providing guidance to	a) state plan	3a

	programs, services, resources, or practices		
		b) statutes	3b
4. ORGANIZATIONAL STRUCTURE	structure that allows an organization to accomplish work.	a) site-based decision making	4a
		b) decentralization of goals,	4b
		c) deregulation of waivers, division of labor at local level	4c
		d) merger between SDE special and general educ.	4d
		e) deregulate class size where students with dis. attend	4e
5. PRACTICES	services available in a system to enhance what is taught and methods of instructions provided to students	a) team teaching	5a
		b) cooperative learning	5b
		c) peer teaching	5c
		d) CBI	5d
		e) alternative assessment	5e
		f) social interaction activities	5f
		g) curriculum changes	5g
		h) student centered instruction	5h
		i) use of technology	5i
		j) enrollment in natural proportions	5j
		k) integrated related services	5k
		l) methods of instruction	5l
6. INFORMATION	knowledge to carry out new practices	a) in-service training	6a
		b) statewide training	6b

		c) technical assistance	6c
		d) staff development	6d
		e) written materials	6e
7. RESOURCES	resources to offer support for change in educational practices	a) change in funding patterns	7a
		b) align special education funding to general school formula	7b
		c) weighted formula/adjustment for poverty	7c
		d) block funding	7d
		e) time (block scheduling, deregulating time requirements)	7e
		f) additional personnel	7f
8. EVALUATION	feedback, monitoring of statewide systems change	a) on-going assessment	8a
		b) formal evaluation of IEPs/student schedules	8b
		c) monitoring change	8c
9. VISION	established purpose, values and integrity, and direction of a system	a) clear philosophical premise	9a
		b) provides coherent direction	9b
		c) measurable goals	9c
		d) value statement includes diversity	9d
10. LEADERSHIP	management and vision setting to support change efforts	a) involvement of persons in positions that are responsible for decisions and accomplishing tasks	10a
		b) planning strategies	10b
		c) determines	10c

		additional resources	
		d) setting goals	10d
		e) involvement of state & local educational leaders	10e
		-g) involvement of professional organizations	10g
11. POLITICAL CLIMATE	general climate found within a state regarding changing the educational system, special education, and the development of programs for school age children	a) election year	11a
		b) involvement of legislators	11b
		c) economic situation of the state	11c
		d) number of policy issues	11d
		e) number of legislators concerned about educational issues	11e
		f) involvement of advocacy organizations	11f
12. COLLABORATION	individuals working together to solve problems and make decisions about services to students.	a) interagency agreements	12a
		b) planning councils	12b
		c) cross agency planning	12c
		d) collaboration included in vision statement	
		e) collaboration included in professional standards	
13. IHE	colleges or universities that	a) involvement of IHE in planning and	13a

	provide a four year or five year teacher certification program	implementation	
		b) collaboration with SDE & local school districts to provide information relative to innovative practices	13b
		c) changes in teacher certification standards to include integrated curriculum	13c
		d) restructuring pre-service education to provide instruction to general education majors and special education majors using an integrated curriculum design	13d
14. RELATIONSHIP	combining of all parts, actively participating in a system interrelationships	a) evidence of the thirteen components included in the policy.	14a

Appendix I

State Triangulation Instrument

NAME OF STATE:				
COMPONENTS	POLICY	INTER- VIEW	QUESTION- NAIRE	SCORE
1. PARENTS/COMMUNITY				
1a) involvement in planning				
1b) representatives from community agencies, & consumer representatives on state boards, local boards, or planning teams				
1c) parents provided training in systems change/LRE				
1d) parents involved in revision of state plan				
1e) parents serve on boards				
1f) students with disabilities				
1g) students without disabilities				
2. PERSONNEL				
2a) change in job descriptions				
2b) active participation in planning and carrying out changes				
2c) changes in working environment				
3. POLICY				
3a) state plan				
3b) statutes				
4. ORGANIZATIONAL STRUCTURE				
4a) site-based decision making				
4b) decentralization of goals				
4c) deregulation of waivers, division of labor at local level				
4d) merger between SDE special and general education				

4e) deregulate class size where students with disabilities attend				
5 PRACTICES				
5a) team teaching				
5b) cooperative learning				
5c) peer teaching				
5d) CBI				
5e) alternative assessment				
5f) social interaction activities				
5g) curriculum changes				
5h) student centered instruction				
5i) use of technology				
5j) enrollment in natural proportions				
5k) integrated related services				
5l) methods of instruction				
6. INFORMATION				
6a) in-service training				
6b) statewide training				
6c) technical assistance				
6d) staff development				
6e) written materials				
7. RESOURCES				
7a) change in funding patterns				
7b) align special education funding to general school formula				
7c) weighted formula/adjustment for poverty				
7d) block funding				
7e) time (block scheduling, deregulating time requirements)				
7f) additional personnel				
8. EVALUATION				

8a) on-going assessment				
8b) formal evaluation of IEPs/student schedules				
8c) monitoring change				
9. VISION				
9a) clear philosophical premise				
9b) provides coherent direction				
9c) measurable goals				
9d) value statement includes diversity				
10. LEADERSHIP				
10a) involvement of persons in positions that are responsible for decisions and accomplishing tasks				
10b) planning strategies				
10c) determines additional resources				
10d) setting goals				
10e) involvement of state & local educational leaders				
10f) involvement of professional organizations				
11. POLITICAL CLIMATE				
11a) election year				
11b) involvement of legislators				
11c) economic situation of the state				
11d) number of policy issues				
11e) number of legislators concerned about educational issues				
11f) involvement of advocacy organizations				
12. COLLABORATION				
12a) interagency agreements				
12b) planning councils				
12c) cross agency planning				
12d) collaboration included in vision statement				

12e) collaboration included in professional standards				
13. IHE				
13a) involvement of IHE in planning and implementation				
13b) collaboration with SDE & local school districts to provide information relative to innovative practices.				
13c) changes in teacher certification standards to include integrated curriculum				
13d) restructuring pre-service education to provide instruction to general education majors and special education majors using an integrated curriculum design				
14. RELATIONSHIP				
14a) evidence of the thirteen components included in the policy				

Appendix J

Frequency Distribution Summary

[illegible]

[illegible]

Appendix K
Triangulation Summary

NAME OF STATES:	V A 5	W A 5	M D 4	K S 4	M E 3	O K 3	C T 0	N C 0	N B 0	C A P
COMPONENTS										
1. PARENTS/COMMUNITY										
1a) involvement in planning										
1b) representatives from community agencies, & consumer representatives on state boards, local boards, or planning teams										
1c) parents provided training in systems change/LRE										
1d) parents involved in revision of state plan										
1e) parents serve on boards										
1f) students with disabilities										
1g) students without disabilities										
TOTAL										
PERCENTAGE										
INDICATORS ADDRESSED										
2. PERSONNEL										
2a) change in job descriptions										
2b) active participation in planning and carrying out changes										
2c) changes in working environment										
TOTAL										
PERCENTAGE										
INDICATORS ADDRESSED										
3. POLICY										
3a) state plan										
3b) statutes										
TOTAL										
PERCENTAGE										

[illegible]