

LEADERSHIP FOR CURRICULUM CHANGE:
IMPLEMENTATION OF RESOURCE-BASED LEARNING
IN GREEN BAY INTEGRATED SCHOOL DISTRICT

CENTRE FOR NEWFOUNDLAND STUDIES

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ALFRED PAUL ROSE



**LEADERSHIP FOR CURRICULUM CHANGE:
IMPLEMENTATION OF RESOURCE-BASED LEARNING IN GREEN BAY
INTEGRATED SCHOOL DISTRICT**

By

Alfred Paul Rose, B. Ed.

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ABSTRACT

Quite often change initiatives fail to produce desired outcomes. Subsequently, educational leaders must look closely at past change efforts in order to uncover reasons for success or failure. In addition, leaders who wish to be successful at change need to be current in their thinking and find ways to practice the theories they espouse.

Indeed, there exist a gulf between espoused theory and theory in practice. Leaders in today's ever changing field of education must gain an understanding of this 'gap' and find ways to connect current thinking with practice. In the words of Senge (1990), there needs to be a "shift of mind" within leaders, a shift from traditional top-down models of leadership to more current practices; a move towards building learning organizations.

This paper folio provides a better understanding of this "shift of mind" through an examination of the literature in relation to principles and practices employed in the field. This is accomplished through an examination of the implementation of the Learning to Learn policy, in 1991 by the Newfoundland and Labrador Department of Education, and a detailed account of the former Green Bay District's implementation of this policy.

Chapter one provides an overview of the paper folio, outlining its purpose and contributions to the field of leadership for change. It also speaks to the uniqueness of Green Bay District's employment of itinerant teachers as teacher leaders in the change process. This was a new role for itinerants, one that was unique to Green Bay District's

implementation of the Learning to Learn policy.

Chapter two exposes the leader's role in the change process as it pertains to the implementation of change in a school setting. A case study approach is employed to help leaders see the pitfalls of inadequate leadership and the highs of success. This approach is a valued tool in educational studies (Ashbaugh and Kasten, 1991; Gorton and Snowden, 1993). It provides leaders with real-life problems of which current thinking can be applied.

Chapter three uncovers some of the principles and practices employed within the change process that led to successful or unsuccessful implementation of the Learning to Learn policy at the provincial and district levels. It points to successes and failures as they relate to current thinking on leadership for change.

Chapter four provides an actual account of an itinerant teacher's experiences as a teacher leader trying to implement the Learning to Learn policy at the school level. This personal account provides a window into the successes and failures which accompany any change process. It examines the problems encountered and the type of leadership employed to overcome the barriers to change.

Collectively, this paper folio provides educational leaders with concrete examples of how current thinking fosters 'real' change, and points to principles and practices employed at all levels of the education system, that are conducive to successful program implementation. As an added bonus, this folio fleshes out problems within the change process, such that leaders may become aware of these pitfalls in order to avoid them.

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CHAPTER ONE

Overview

Introduction

When I entered the masters program for educational leadership, I had very little theoretical knowledge of the change process and only a working knowledge of the role of leaders in this process. During my first courses, I struggled to cope in class settings where experienced students often quoted or referred to respected writers in the field of study. However, I quickly became engrossed in reading and as I moved through the program I developed a good knowledge of current literature. Coming from the field, I brought experience and examples upon which I could attach these newly discovered theories of educational change. This, along with my thirst for knowledge, were my major assets.

Nearing the end of my program, I felt I could look back at my previous experiences as an administrator, as an itinerant teacher and as a classroom teacher, in both the former Green Bay Integrated School District and Vista School District, and identify parallels and/or inconsistencies between those experiences and current thinking in the area of leadership for change. I found myself asking questions: Why did this go so well? Why did this fail? In answering these questions I explored the connections with the literature, a skill developed through exposure in the graduate program. Putting theories into practice is the real work of leaders and therefore leaders engaged in any change process must have an understanding of current thinking in this area. The ability to examine the implementation of new programs within the school system allows educational leaders to identify current as

well as outdated practices.

Looking back at my experiences as an itinerant teacher for resource-based learning in the Green Bay District, I recognized the complexity of the leadership role within the change process. With this in mind I searched for evidence in the literature that spoke to the successes of the Green Bay District program. For me, theory is useless if it is not applicable to the real world of education. I also searched for evidence of successful employment of these theories in the answers to questions surrounding the implementation process undertaken in Green Bay. Why was this district able to succeed at implementing resource-based learning while other districts struggled? How, despite numerous failed attempts at change over the past decade, did the Department of Education and the Green Bay District overcome the barriers to change? Were they, in fact, adhering to current thinking on educational change? What was unique about this approach? What principles and practices did they employ to ensure successful implementation of this program?

Despite the noted success in Green Bay, there were also setbacks and hindrances to the change process. In keeping with the literature, what problems were encountered and why did they exist? Did they stray from current thinking in some instances? The answers to these and other questions provided the evidence needed to expose a definite connection between current literature and the change process employed in Green Bay District.

In this paper folio, I reviewed current literature on leadership for educational change in order to gain a better understanding of the implementation process. More specifically, I

examined the implementation of resource-based learning at the provincial, district and school levels, with a focus on the former Green Bay Integrated School District. In chapters two, three and four of this paper folio I endeavoured to answer the above questions by exposing current thinking about change through a case study analysis, by examining Department and District policies and practices; and by taking an in-depth look at the role of the itinerant teacher in the change process.

Rationale

What did I bring to this work?

I believe I brought a great deal to this research. In education we take on a number of roles and with each one comes responsibilities. As we fulfill these roles we acquire a greater understanding of the environment in which we operate. This broader understanding enables us to contribute a great deal to our profession.

As a student nearing the end of the masters program I brought a knowledge of current thinking in the area of leadership for change. I also brought the knowledge of peers whom I have interacted with over the past three years. In addition, I brought the desire for continued learning instilled in me by professors in the Masters of Educational Leadership program.

As a former itinerant teacher I brought the experience of working with other teachers in the field. I also brought a better understanding of their needs, their frustrations and their desire to be valued. In addition, I had hands-on experience with the change process which enabled me to relate current theory to practice.

As a teacher and administrator I brought five years of experience working with district personnel, teachers, students and parents. I brought first-hand knowledge of the pitfalls encountered during change and an understanding of the mismatch between department-mandated change and current thinking in this area. Finally, I brought experience of working within a system which is in a constant state of change, change that is mandated, not cultivated.

What did I learn?

More often than not change initiatives fail to produce the desired outcomes. This statement is critically important for leaders engaged in, or wishing to engage in the change process. Educational leaders must look closely at past change efforts in order to uncover the reasons for success or failure. In addition, leaders who wish to be successful at change need to be current in their thinking and find ways to practice the theories they espouse.

Indeed, there exists a gulf between espoused theory and theory in practice. As a leader in today's ever changing field of education, one must gain an understanding of this 'gap' and find ways to connect current thinking with practice. In the words of Senge (1990),

there needs to be a “shift of mind” within leaders, a shift from traditional top-down models of leadership to more current practices; a move towards building learning organizations.

In researching and writing this paper folio I gained a better understanding of this “shift of mind” by examining the literature in relation to principles and practices employed in the field. In chapter two, through a synthesis of the literature, I reviewed the leader’s role in the change process as it pertains to the implementation of change in a school setting. In chapter three I uncovered some of the principles and practices within the change process that led to successful or unsuccessful implementation of resource-based learning at the provincial and district levels. The impact of the actions of leaders in this change initiative was examined. Finally, in chapter four I exposed the role of the teacher leader in implementing change. The itinerant teacher must conduct him or herself appropriately to ensure successful implementation occurs. There were many lessons learned and adjustments made throughout the implementation process. Many problems were encountered and strategies were employed to overcome these barriers to change. Since there was a considerable overlap in the reference list for each paper, for presentation in this folio, a single reference list was created and put at the end of paper three.

In conclusion, through writing this Folio, I achieved a broader understanding of leadership for change, one that affords me the opportunity for a successful career in educational leadership.

Statement Of Purpose

How does this paper folio contribute to the field of educational leadership?

This paper folio contains an exploration of recent literature on leadership for change and a synthesis of current thinking in this field. It addresses the “shift of mind” that is so badly needed among educational leaders today. This is needed today because we are in an era of continuous change and upheaval.

A case study approach was employed to help educational leaders see the pitfalls of inadequate leadership and the highs of success. This approach is a valued tool in educational studies (Ashbaugh and Kasten, 1991; Gorton and Snowden, 1993). It provides leaders with real-life problems of which current thinking can be applied. According to Senge (1990), it provides the practice often missing in building learning organizations. This paper folio helps leaders bridge the gap between theory and practice by critically exposing principles and practices that have been employed in recent years. It points to successes and failures as they relate to current thinking on leadership for change.

An actual account of an itinerant teacher’s experiences as a teacher leader trying to implement change is provided. This personal account provides a window into the successes and failures which accompany any change process. It examines the problems encountered and the type of leadership employed to overcome the barriers to change.

Collectively, this paper folio provides educational leaders with concrete examples of how current thinking fosters 'real' change, and points to principles and practices employed at all levels of the education system, that are conducive to successful program implementation. As an added bonus, this folio fleshes out problems within the change process, such that leaders may become aware of these pitfalls in order to avoid them.

Scope

This paper folio examines the concept of leadership for change as it pertains to the implementation of resource-based learning methodologies at the department, district, school and individual levels.

First, it focuses on current writings of academics in the field such as Brown (1993), De Pree (1989), Fullan (1995), Leithwood (1995), Maeroff (1993), Peel & Walker (1994), Senge (1990), Sheppard (1995), and others, to provide a conceptual framework for examining case studies. A synthesis of these writers' thoughts will provide a clear direction for further examination of educational change initiatives.

Next, this paper folio uncovers the principles and practices employed at all levels of the education system through a detailed look at policy development and implementation strategies as it pertains to the introduction of resource-based learning methodologies. Links

to the literature, or lack thereof, are also discussed here, with a focus on implications for leaders.

Finally, this paper folio examines the role of the itinerant teacher in the change process through an analysis of one person's experience. Again, successes and failures are highlighted with respect to the literature to provide a clear picture of what one should or shouldn't do as a leader engaged in the change process.

Summary

Throughout the past decade, the Newfoundland education system has been in a constant state of flux. One change initiative after another has managed to find its way into our schools. Operating in this era of continuous change places tremendous responsibility on leaders in the field. Leaders are seen as catalysts for change in a process searching for a driving force. However, one must be cognizant of the dual effect of a catalyst; that which speeds up a process or slows it down. This definition contains significant implications for leaders engaged in any change initiative. The nature of the catalyst is determined by the leadership style. In this way, the style employed may lead to progressive change or act as a hindrance. This paper folio exposes the "catalyst" for what it is and what it ought to be. The leadership style needed in today's changing education system is realized through the

development of a better understanding of the change process.

Understanding the change process is critical to successful leadership in today's education system. Change is all around us, predominantly fueled by a combination of school improvement and school assessment initiatives. More and more, educational leaders are finding themselves in situations requiring some type of change, whether it be in curriculum and instruction, physical structure, staffing, reorganization, and the list continues.

Paper one provides a look into the realities of change in the Newfoundland school system. Through case study analysis of a typical school setting in rural Newfoundland, connections are made to current thinking for educational change. The case study approach provides a backdrop, a picture of today's schools, upon which current theories are placed as a means to determine applicability to real world situations. Leaders are given an example of how to practice their skills without fear of failure. The importance of this practice cannot be overstated. Only in practice can one begin to understand the roles and determine the principles and practices conducive to effective leadership for change. Linking literature to reality is an important step in trying to gain a better understanding of change. The case study provides a playing field and out of this field comes a synthesis of current thinking about the change process, one which helps the reader gain a more complete understanding of leadership for change. Armed with this understanding, the reader is better equipped to analyse the implementation of resource-based learning at all levels of the Newfoundland

education system, the topic of papers two and three.

Over the past seven years, in the Province of Newfoundland and Labrador, there have been a number of policies developed which have influenced the way we teach in our classrooms. Some of these policies have died and some have flourished. More often than not, the contributing factors have been the way the policy was developed and the way in which it was implemented. Paper two gives a brief overview of these policies and then moves to a more detailed analysis of one policy, Learning to Learn, implemented in 1991-92. This policy is shown to be one of the more promising initiatives in education in the past seven years. It is unique in its development and implementation and its success can be attributed to this uniqueness and its reflection of current literature on educational change. The question, "How did the Learning to Learn Committee and the Department of Education address the critical elements of change?", is answered and a critical analysis of the resource-based learning implementation process is undertaken, pointing out strengths and weaknesses that are evident. The principles and practices employed are explored, revealing many implications for the role of leaders at both levels of the organization. More specifically, the role of teacher leaders is exposed, providing a lens through which the leadership role of the itinerant teacher can be determined, the topic of paper three.

What is the role of the itinerant teacher in the change process? How does the concept of teacher leadership impact on this role? A former itinerant teacher for resource-based learning in the Green Bay School District sees the role as one of a facilitator, a 'guide on the side', a 'leader of leaders'. This facilitative role is of critical importance and must not be

taken lightly. Teachers in the field are important players in the change process. The itinerant teacher needs to be cognizant of this fact and strive to empower those around him or her, namely teachers. Only in practice can one begin to understand these roles and determine the principles and practices conducive to effective leadership. Paper three provides a reflection on one's personal experience as an itinerant teacher for resource-based learning with the former Green Bay Integrated School District. An attempt is made to expose the leadership roles of the itinerant teacher with reference to current literature. The uniqueness of Green Bay District's employment of itinerant teachers for resource-based learning is revealed, pointing to numerous parallels with the concept of "teacher leaders". It is important to note that, Green Bay District was the first in the province of Newfoundland and Labrador to view itinerant teachers in this light. Even today, itinerant teachers are rarely thought of as "teacher leaders". This is a new role for itinerant teachers, one that deserves recognition in the field of educational change.

An exploration of the barriers to change is undertaken, fleshing out the principles and practices necessary to alleviate such hindrances. Suggestions for success are offered; however, keeping in mind that no set of guidelines is the final solution to successful leadership for change. Rather, it is shown that a combination of behaviours and characteristics are necessary for effective leadership and that such lists are offered only as guides to the prospective change leader. Also, Green Bay District's notion of the itinerant teacher as a "teacher leader" provides insight into what constitutes successful change; what

works and what doesn't work.

The role of the educational leader has become significantly more complex in recent years because of the tremendous amount of change occurring in schools. As Denby (1995) states, the change process itself is very complex. It is this complexity that speaks to the need for a school-based change process, one involving the use of itinerant teachers as teacher leaders, someone to work closely with the real change agents, individual teachers. Fullan (1996) agrees that, by working in a reflective way on real paradoxes of change, leaders can build a more insightful set of theories and develop a richer array of skills and effective practices. In conclusion, itinerant teachers "ought to be leaders of leaders" (Brandt, 1992, p. 48), with the ability to "find opportunity where others might see only problems" (Dwyer, 1984).

CHAPTER TWO

**Paper One: Current Thinking About Leadership and the Change Process: A
Synthesis of Academic Thought Through Case Study Analysis**

Introduction

Throughout the past decade, the Newfoundland education system has been in a constant state of flux. One change initiative after another managed to find its way into schools. Operating in this era of continuous change places tremendous responsibility on leaders in the field. Leadership becomes the catalyst for change in a process searching for a driving force. However, one must be cognizant of the dual effect of a catalyst; that which speeds up a process or slows it down. This has significant implications for leaders engaged in change initiatives. The leadership style employed may lead to progressive change or act as a hindrance.

Much has been written about leadership for change in recent years. There has been a definite 'shift of mind' in this discipline with many writers espousing their theories. Senge (1990) refers to current thinking as another "fad" stemming from these theories. Respected writers such as Dubrin (1995), Fullan (1995), Greenfield (1979), Leiberman (1995), Leithwood (1995), Senge (1990), and others, have all contributed to the latest change literature. Senge (1990) espouses the theory of building learning organizations, "organizations where people continually expand their capacity to create the results they truly desire, where new and expansive patterns of thinking are nurtured, where collective aspiration is set free, and where people are continually learning how to learn together" (p. 3). Fullan (1995) refers to people as "change agents" within the organization. A common

theme evident in the literature is the need to empower others to lead, to become active, productive members of the learning organization.

How do these theories fit into the practical world of change? What barriers come into play and how do leaders deal with these road blocks? Indeed, there are many barriers to the change process. These barriers however, are nothing more than symptoms of a much more encompassing problem. Senge (1990) points out that organizations fail at producing changes members truly desire because of the lack of systemic thinking. There is too much concern with fixing the parts of the organization rather than looking at them systematically, looking at the organization as a whole. The process is often sacrificed for a quick-fix approach. Lieberman (1995) agrees that reform doesn't occur overnight. She states, "Reform has come to be seen as involving systematic change, taking place in specific contexts and over longer periods of time" (p. 1). Owens (1995) echoes the same sentiment in stating, "A disturbingly familiar national behaviour pattern is beginning to manifest itself in education. We are a 'can-do', 'quick-fix' society. If the program fails, we try another one, and if a whole series of programs fails, we tire of that problem and go on to fresher ones" (p. 218).

This prevalent view of the change process is alive and well in the minds of many leaders today. As a result, leaders need to carefully examine current ways of implementing change in order to avoid the quick-fix trap. Senge (1990) and Fullan (1995) agree that there is a need for a 'shift of mind' at the system level. Fullan (1995) calls it "a new mindset for change", a new understanding of the concept of educational change. Evans (1993) puts

it in perspective by stating:

They treat reform as a product and, focusing on its structural frame, often overlook its human face. But change must be accomplished by people. The key is to focus on this human face, to see innovation as a generative process and understand its personal and organizational dynamics. To do this, we must broaden our perspectives on change and rethink the essentials of leadership. (p. 19)

The common theme running through all recent literature is that, to be successful during times of change, a leader must become 'leader of leaders'. Sergiovanni (1987) expressed what it takes to be a successful leader:

Highly successful leaders have a capital view of power and authority. They spend it to increase it. They have learned the great leadership secret of power investment: the more you distribute power among others, the more you get back in return. (p. 341)

What this means is that the principal, besides engaging in leadership intents and behaviours, empowers others to be leaders. One rarely finds an effective school without an effective leader. By the same token, rarely does the leader accomplish much without empowering others to act. Fullan (1995) agrees that, in the change process, "the building block is the moral purpose of the individual teacher" (p. 10); thus, the need to empower others. Peel and Walker (1994) conclude that "participant empowerment is the critical mechanism needed to accomplish change" (p. 42). The importance placed on the individual teacher is supported by Fullan (1993) and Hargraves (1994) in reporting that the literature on educational change is emphasizing the importance of the individual teacher in the change process.

The need for patience and leaders who are 'leaders of leaders' is certainly being

echoed throughout the change literature. In this paper, I will expand on this current thinking and identify common themes as they apply to leadership for change. A synthesis of current principles and practices within the change process will also be provided. This will provide a reference for exploring specific change initiatives, more specifically, resource-based learning implementation in Newfoundland and Labrador.

Understanding The Change Process

Understanding the change process is critical to successful leadership in today's education system. Change is constant, predominantly fuelled by a combination of school improvement and school assessment initiatives. More and more, educational leaders are finding themselves in situations requiring some type of change, whether it be in curriculum and instruction, physical structure, staffing, reorganization, and the list continues.

During these times of change, the importance of current literature and the thinking of academics in the field of leadership for change cannot be overstressed. Leaders who wish to be successful change agents need to pay close attention to this thinking and put into practice leadership strategies which ensure successful change. However, understanding the literature does not always guarantee successful implementation of these strategies. Wasley (1991) was struck by how enormously complex leadership roles play out in practice. Only in practice can one begin to understand these roles and determine the principles and practices

conducive to effective leadership for change. "Practice makes perfect" certainly applies here and future leaders need this practice if they are to be successful from the outset of their careers. Linking literature to reality becomes an important endeavour for all who wish to lead. Logically, it follows that any synthesis of thought about the change process should involve an element of reality, that born out of practice.

In preparation for leadership, hopeful leaders can acquire this practice through case study analysis. Case studies paint a picture of reality where problems associated with change can be addressed and solutions tried without fear of failure. More importantly, current literature and ways of thinking about the change process become more relevant and believable as they are played out in real life situations. For that reason, I have chosen, for the remainder of this paper, to analyze and discuss a fictitious case study.

Case Study Analysis: Plan For Improvement at Changing Academy

Justification of Case Study

The case chosen for this analysis is based on a fictional case study, Uniflop Elementary.¹ Although "Failure To Change" is fictitious, it is fair to say that many schools

1. Uniflop Elementary, a case study written by Dr. Jean Brown and Dr. Bruce Sheppard, as part of the course manual for Education 6203—Leadership, Memorial University of Newfoundland, St. John's, NF, in 1996.

in Newfoundland will encounter similar challenges. In recent years, there has been a lot of talk about reform, school improvement and effective schools. This, coupled with the fact that many school administrators are retiring, will lead to numerous situations where beginning administrators will assume positions in schools which have been struggling with the change process.

For these reasons, it may be useful for administrators to engage in fictional case studies of this nature for the purpose of gaining insight into the complexities of solving problems encountered during the change process. In addition, the relevance of such a fictional case to today's educational movements justifies its analysis.

Overview of Case: "Failure To Change"

The school board chairperson made it clear that the number one concern was the instructional effectiveness of the school. For the last three years, student test scores on the Canadian Test of Basic Skills and on Criterion Reference Tests continued to decline. There was a growing perception that the school was in "trouble". The teachers remembered when they taught in their separate schools and their test results ranked above both district and provincial scores. One senior teacher stated that Changing Academy would never equal either of the old pre-reform schools.

The school served five small communities in rural Newfoundland that were divided along religious lines. The total population of the region was 2000 people

which has remained stable for the last twenty years. For many years, each community had its own school of which the local people were very proud. Since education was highly valued in the region and there was a strong community pride, the results of testing were extremely important. Because of declining enrollments and educational change, only two of these schools, representing two distinct religious denominations, remained open. However, Government restructuring of education resulted in the consolidation of these two schools and two new schools were created on the basis of grade levels, not denominations.

One of the consolidated schools was Changing Academy with a student population of 325 from grades K-6. Despite consolidation parents still took pride in high test results. Originally, there was opposition to the consolidation; however, it quickly disappeared after the first year and excellent testing results at the high school. During the past year, the school made public a school report card which outlined results on testing as compared with provincial scores. Changing Academy did not fare well on this report and received a failing grade in CTBS and Criterion Reference testing for the past couple of years. Parents then began to complain that their children were not getting a first rate education.

There are 22 teachers. During the last ten years, there was little staff turnover. Vacancies were filled by teachers from within the district because of redundancies and reassignment. There were three teachers with less than five years; two with between five and ten years; ten with between eleven and twenty-five years; and seven with over twenty-five years. The staff and school administration were assigned to ensure equal distribution of both

religious groups. As a result, cliques formed along religious lines with each group owing allegiance to one another and the particular administrator within their group. To add to the staff division, all newcomers to the school were treated as outsiders.

The older teachers blamed the low scores on reorganization, loss of parental contact and dwindling support. They also believed the school has lost its identity, thus contributing to discipline problems. Most teachers agreed that the biggest contributing factor is an ineffective principal. He was appointed from outside the district during reorganization and was never accepted by the staff. Another concern was the poor relationship between the principal and the vice-principal. The vice-principal, a woman, has spent her entire career of 25 years in this school system. She became principal of one of the two community school prior to reorganization and was then appointed to the position of vice-principal of Changing Academy. Neither of the administrators had any formal leadership training. Conflict between the principal and the guidance counsellor also existed. They disagreed on many points and the fact that the guidance counsellor had a masters degree added to the tension. The principal blamed her for trying to undermine his authority.

The school district was engaged in developing school improvement programs in schools. Because of declining scores at Changing Academy, the district saw a need to engage this school in school improvement. Several attempts were made with little success. Abundant weaknesses were identified, one of which was the principal's lack of leadership skills. The committee set out to deal with these issues, but had little impact. Enthusiasm

dwindled and they stopped meeting. However, with continued poor results, the district attempted to engage Changing Academy in the process once more. There were several meetings with the principal in which he refused to accept any of the blame for the problems. When threatened with formal evaluation he still refused to cooperate, citing his excellent evaluation reports from other districts. He felt that all administrators in the district should be evaluated. Why was he singled out? The principal defended himself at the meetings by stating that certain groups at the school were out to get him and undermine his authority, especially the 'radical feminists'. Following the meeting, the district supervisor discussed with others at district level that the principal, maybe had flaws that hindered him as a leader. During the past year, another attempt was made by the coordinator at school improvement; but, with similar results. There was a lack of trust, no communication and continuous conflict between the principal and the staff. The principal even refused to take part in an institute on school improvement. The team disbanded and no actions were planned.

Staff professional development was expected to be identified at the school level. The district facilitated efforts to match these activities with its plan for growth and ensure that district goals were realized. The shift in the district was toward school-based management. Changing Academy teachers showed no interest in any of the district's initiatives and remained a concern for district administrators.

At the end of the year, the principal took early retirement and I was hired to replace him. Having just finished my Masters Degree, I was well versed in the new change process

and eager to meet the challenge. The problems at Changing Academy were communicated to me during the interview and I was asked how I would solve these problems. I answered...

Case Study Problem Solving

Practically no problem in life...ever presents itself as a case on which a decision can be taken. What appears at first sight to be elements of the problem rarely are the important relevant things. They are at best symptoms. And often the most visible symptoms are the least revealing ones.
Peter Drucker

Ashbaugh and Kasten (1991) base their approach to case-study-analysis on the above statement. Too often, leaders who are inexperienced at problem solving make the mistake of addressing secondary problems, rather than focusing valuable energies on the more central problem. They fail to see the real issues and spend time addressing related problems without having much success. Frustration and tension build as more and more actions fail to produce positive results. In this way, fundamental problems fail to get addressed and school improvement efforts amount to nothing. The process is often sacrificed for a quick-fix approach. Lieberman (1995) agrees that reform doesn't occur overnight. She states, "Reform has come to be seen as involving systematic change, taking place in specific contexts and over longer periods of time" (p. 1). Owens (1995) echoes the same sentiment in stating, "A disturbingly familiar national behaviour pattern is beginning to manifest itself in education. We are a 'can-do', 'quick-fix' society. If the program fails, we try another one, and if a whole series of programs fail, we tire of that problem and go on to fresher ones" (p. 218).

To ensure successful change at Changing Academy, a deep analysis of the context is essential. Successful leaders have a good understanding of what is going on in their school. Foster (1989) affirms, "Leadership is always context bound" (p. 42), and Smyth (1989) writes, "Leadership in schools is not something that is exercised in a vacuum, it exists in the context and culture of the school" (p. 186). Within a school, as in any organization, multiple realities exist as a result of meanings which get attached to experiences by all stakeholders. Greenfield (1979) confirms the need to look closely at organizations: to discover diverse human meanings. He states, "the task of changing organizations depends, first, upon the varieties of realities which individuals see in existing organizations, and second, upon their acceptance of new ideas of what can or should be achieved through social action" (p. 5).

A new principal must be aware of these realities and spend considerable time throughout the year gaining this much needed understanding. Similar to Ashbaugh and Kasten (1991), I approach this case cautiously, keeping in mind that there are no easy solutions. All cases are complex when they involve the human element. Ashbaugh and Kasten (1991), commenting on a number of cases, state, "None is amenable to simple or easy solutions because all of them deal with the complexities of human action within organizations" (p. 7). For the remainder of this paper I take on the role of a new principal, given the responsibility of improving Changing Academy. I do this keeping in mind the human element and the importance of understanding the nature of the organization.

Background Information

Changing Academy has been, and continues to be, a challenging appointment. Much of my first four months was spent analysing the culture and climate at the school and getting to know the staff: their personalities, relationships, beliefs and values. I believe this to be the first step in implementing any improvement process. However, the analysis doesn't stop here for a new principal. It is important to interpret and re-interpret the environment in which you operate. Angus (1989) affirms my position in stating, "Leadership, like all other aspects of organizational life, is a dynamic, interactive, and emergent process as organizational members act within a specific context that must continually be interpreted and understood" (p. 76). Gorton and Snowden (1993) agree that the culture is a complex entity, one that is constantly evolving. Understanding the existing culture is crucial to the change process. "Once an administrator has attained a good understanding of the organizational culture of the school, the administrator will then, and only then, be in a position to try to enhance that culture if changes are needed" (Gorton and Snowden, 1993, p. 115).

There is much politicking going on at Changing Academy; numerous groups compete for recognition, interests, beliefs and values. Elements of groupthink also prevail. These organizational characteristics are unique to the school and define the climate and culture that exist there. Acquiring an understanding of these issues helps the principal pinpoint the central problem. Sociopolitical relations at Changing Academy are evident and various interest groups within the organization make up the sphere of influence: the

feminists, catholics, integrated teachers, newcomers, the old regime, the administration, board personnel, community members.

Visible Problems

Changing Academy lacks a desired climate—an atmosphere of openness and sharing, and, as a result, school improvement efforts have failed. A number of ingroups exists which keep the staff from uniting as one. Groupthink (Janis, 1996) is alive and well with different elements being revealed within each group. Hargreaves (1989) makes reference to the ‘cultures of teaching’. “Teachers develop enduring patterns of association with their colleagues...They build cultures...These cultures of teaching help give meaning, support and identity to teachers and their work” (p. 7). He refers to this phenomenon of teachers coming together in groups as ‘balkanization’. “Such schools have a Balkanized teacher culture: a culture made up of separate and sometimes competing groups, jockeying for position and supremacy like loosely connected, independent city states” (p. 9).

There are two distinct religious groups. According to Janis (1996), individuals have become members of these groups and display “the typical phenomena of social conformity” (p. 183) evident within such groups. There are common values and beliefs uniting this group. This type of behaviour according to Janis (1996) leads to the development of group norms, a problem for the school: “the development of group norms that bolster morale at the expense of critical thinking ... is one of the key characteristics of groupthink” (p. 184).

Another group, the “radical feminists,” including factions in and out of the school, are victims of groupthink. They are burdened by “stereotypes” which hinder their progress. According to Janis (1996), “victims of groupthink hold stereotyped views of the leader of enemy groups” (p. 186) and see their suggestions as useless. Clearly, the principal is in the enemy group at Changing Academy.

The veteran teachers are another group victimized by groupthink. These teachers continuously make rationalizations as to why scores are low: loss of school identity. Janis (1996) state that, “they collectively construct rationalizations in order to discount warnings and other forms of negative feedback that, taken seriously, might lead the group members to reconsider their assumptions” (p. 186).

In order for school improvement to be successful at Changing Academy groupthink among various ingroups has to be eliminated. Each member feels obliged to conform to its group norms and values, rather than suggest alternatives. In this way ingroups become insulated. Janis (1996) states that insulators of ingroups can be prevented by having several outside policy-planning and evaluation groups working on the same policy questions, each deliberating under a different leader. Janis (1996) offers many other suggestions as to how groupthink may be eliminated within organizations. However, no matter which action is taken, eliminating all elements of groupthink is the top priority at Changing Academy.

Changing Academy is no stranger to competing interests. In addition to group competition, there are also competing interests among certain individuals. Hargreaves

(1989) refers to this as 'fragmented individualism'. Fullan (1982) states, " It is widely recognised that the culture of fragmented individualism in teaching constitutes one of the major barriers to educational change and improvement, and that school principals and school systems must search for ways in which the 'walls of privatism' can be cracked" (p.49).

So much competition destroys any chance of unity among this staff. However, eliminating all competition can be disastrous as well. Exploring competing interests leads to better decisions and planning which are beneficial to all involved. The job of the leader is to identify these differences and recognize their potential for positive change. Fullan (1996) concurs in stating, "A culture that squashes disagreement is a culture doomed to stagnate as change always begins with disagreement" (p. 700).

Competing groups that the leader needs to be aware of include: two religion-based groups, competing on the basis of values and norms; veteran teachers and newcomers, competing on the basis of traditional/current methodologies; radical feminists and male staff members, competing for equal opportunity; and a school improvement committee with internal competition.

Competing individuals exist within this staff as well. Included are: competition between the principal and vice-principal over religion, gender bias, and job title; competition between the principal and guidance counsellor regarding qualifications and gender bias; competition between individual teachers (methodologies) and district policy; and competition between the principal and individual teachers regarding leader performance.

Each group or individual is trying to further its own interest at the expense of others. This is a staff full of self-serving groups who have no desire to address the interests of others. Developing a common interest in school improvement under their circumstances is indeed a challenge.

“Carried to excess, organizational politics can hurt an organization and its members. Too much politicking can result in wasted time and effort, thereby lowering productivity” (Dubrin, 1995, p. 163). Much of the politicking referred to by Dubrin is what he calls “making political blunders” or engaging in “unethical political tactics”.

Changing Academy’s attempts at school improvement initiatives—completing surveys, issuing questionnaires, scoring results, and identifying strengths and weakness—all of which require tremendous amounts of time, resulted in little or no progress. In keeping with Dubrin (1995), these failures are a result of “dysfunctional politics”.

Changing Academy is laden with people exercising power through the use of politics. All stakeholders are playing the “politicking game.” Political blunders are being made along the way. The principal is continuously being attacked and criticized publicly. The majority of teachers openly express the view that the principal is ineffective and a poor leader. The principal makes several blunders by declining several offers from top management: he refused to attend the school improvement training institute, and he refused to be evaluated. As a result, the principal’s power is continuously diminished along with his authority. Every step he takes seems to be in the wrong direction. He creates ill will among his employers by

not cooperating with improvement initiatives and putting blame on others.

It seems that the staff of Changing Academy are undermining the principal. The vice-principal and her group, and the radical feminists, have tremendous power within the school. The idea is to “divide and rule” by keeping ingroups fighting. In this way power is divided, thus diminishing the amount of power of the principal. However, the vice-principal and the guidance counsellor hold the power, not the group members. By looking after the interests of their groups and showing resistance to the principal on certain initiatives, they acquire power over their groups. Ultimately, they are setting up the principal for failure. They’re gaining power within the system by making the principal look bad.

Obviously, one way to deal with dysfunctional politics is to not engage in it yourself. Leaders who wish to empower their staffs to lead must use politics appropriately: the right amount and the right strategy. However, the principal of Changing Academy is not prepared to handle this task. He lacks the skill and knowledge required to solve the problems at this school. He needs to learn about proper politicking (Dubrin, 1995) before he can be a good role model for his staff.

With the appropriate leadership skills, dysfunctional politics can be controlled and eliminated from this school. Dubrin (1995) agrees that the onus is on the leader to deal with politicking. He or she must combat political behaviour by being aware of its causes and techniques. Also, he or she must open lines of communication and set a good example by reducing the frequency and intensity of organizational politics. Dubrin (1995) sums it up by

stating:

Carried to an extreme, organizational politics can hurt an organization and its members. Being aware of the causes and types of political behaviour can help leaders deal with the problem. Setting good examples of nonpolitical behaviour is helpful, as is threatening to publicly expose devious politicking. (p. 164)

The Central Problem

Identifying the central problem at Changing Academy is no easy task. With so many things going wrong at this school it is hard to get past secondary issues and pinpoint the primary source of trouble. However, Ashbaugh and Kasten (1991) agree that this is the direction in which one must proceed if success is to be realized. They offer advice when identifying the central problem: "To test whether what you have identified is, in fact, a key problem, ask yourself whether the losses incurred from failure to deal with this problem successfully would be substantial" (p. 9). Taking this into consideration I endeavoured to reveal the primary source of trouble at Changing Academy.

I believe there is some truth in the statement made by the Superintendent, that, "perhaps the principal had a "fatal flaw" that prevented him from being a leader". After analysing the case many times, I realized that this school needs strong leadership; leadership committed to change, a leader who understands the change process. The leadership practices of the previous principal were inadequate. He placed emphasis on what Leithwood (1994) refers to as "first-order" changes and failed to see the importance of "second-order" change. Leithwood (1994) states that first-order changes (academic) cannot exist without second-

order changes (values, beliefs, visions). The previous leadership at Changing Academy was concerned primarily with first-order change and neglected organizational change. What is needed is a focus on second-order changes, those that build shared visions and commitment. Changing Academy, a school with numerous problems, needs to be engaged in a school-wide improvement process. There is a need for strong leadership to ensure the success of improvement initiatives. Krug (1992) agrees, that, "the quality of leadership provided in such a school appears to be the critical factor in explaining why it succeeds or fails" (p. 430). Now that the principal at Changing Academy has been replaced, and the type of leadership needed for improvement has been acquired, the underlying problems that continue to hinder improvement initiatives can be addressed.

After a careful analysis of the staff and the relationships that exists within the whole school community, I am confident that I can identify the central problem at Changing Academy. Evidence shows that the climate and culture of the school is one which is not conducive to change. Certainly, the principal does not have the leadership skills necessary to enable a positive culture to grow. There is a lack of shared vision, with no common purpose, and a host of different values and beliefs conflicting within the school environment. Leithwood (1994) and Wright & Hersom (1992) provide the test Ashbaugh and Kasten (1991) believe to be critical in confirming the identification of the central problem. Leithwood (1994) emphasizes the importance of second-order changes, while Wright & Hersom (1992) stress the importance of involving all participants. They see the change

process as synergetic and believe the “process is fuelled largely by the energy brought to it by those involved in the process, what they have to contribute and their willingness to contribute and become part of the process” (p. 11). It is my contention that secondary problems (visible problems) cannot be addressed until this central problem is addressed. For this reason, the initial phase of the improvement process must consist of a plan to improve the culture and climate of the school, such that it is conducive to change. Certainly, acquiring a leader with the skills to foster desired cultural changes is a must.

Solutions and Consequences

How can change be fostered in a climate which hinders the process rather than supporting its initiatives? The obvious answer is to change that which is considered to be the hindrance: the climate and culture. In order to change an existing climate the principal must view his or her leadership role in light of the school's staff. Dubrin (1995) agrees in stating, “Leadership is the ability to inspire confidence in and support among the people who are needed to achieve organizational goals” (p. 24). He goes on to say, “An important new development is to regard leadership as a long-term relationship, or partnership, between leaders and group members” (p. 24). Foster (1989) cites Nicoll to make the claim that “followers are not passive, reactive tools of charismatic power figures,” but, instead, are “the

creators of energy," that "followers use leaders to make a path," that they are:

The architects of the open moments into which some people must be the first to step. As followers, they are the agents who show their leaders where to walk. They are the ones who validate their leaders stepping out in a direction that has meaning for all of us. (p. 60)

Much of the literature on school improvement communicates the importance of teamwork, shared decision-making, empowerment, and culture (Fullan, 1995; Peel and Walker, 1994; Senge, 1990). These are only possible when leaders hold a holistic view of leadership and realize that they "are largely shaped by the teachers, the reputation and history of the school and the expectations that have become institutionalized over time within the school and the community" (Angus, 1989, p. 76). What Changing Academy needs is a "transformational leader", one who "makes 'second-order change' such as building a shared vision, improving communication and developing collaborative decision-making processes" (Leithwood, 1992, p. 9).

"Transformational leadership provides the incentive for people to attempt improvements in their practices" (Sergiovanni, 1990, p. 9). According to Dubrin (1995), transformational leadership activities help to "overhaul the organizational culture", such that, transformations can take place which lead to improvement. Dubrin (1995) and Leithwood, Jantzi and Dart (1991) outline several of these activities. Dubrin (1995) states, the leader: raises people's awareness; helps people look beyond self-interest; helps people search for self-fulfilment; helps people understand need for change; invests managers with a sense of

urgency; and is committed to greatness, which lead to transformations. Leithwood, Jantzi and Dart (1991) outline six practices which parallel those of Dubrin: identifying and articulating a vision; providing an appropriate model; fostering the acceptance of group goals; providing high performance expectations; providing individualized support; and fostering intellectual stimulation (p. 9). "This description makes it clear that transformational leadership is concerned with values, beliefs, norms, goals and feelings" (Brown, 1996, p. 8). This is exactly where change needs to occur first at Changing Academy; thus, transformational leadership will indeed facilitate this change.

This type of leadership provides an atmosphere for organizational learning: "A learning organization is an organization in which people at all levels are, collectively, continually enhancing their capacity to create things they really want to create" (O'Neil, 1995, p. 20). Teamwork, people working collectively, does not happen overnight. Rather, teams develop over time, they continuously learn as they function within their specific setting. "In other words, great teams are learning organizations—groups of people who, over time, enhance their capacity to create what they truly desire to create" (Senge, Roberts, Ross, Smith & Kleiner, 1994, p. 18). When teams are being developed, members are immersed in a "deep learning cycle", in which new skills and capabilities are acquired. "This deep learning cycle constitutes the essence of a learning organization—the development not just of new capacities, but of fundamental shifts of mind, individually and collectively" (Senge et al., 1994, p. 18). These shifts of mind are of critical importance to a successful change

process.

In order to create a learning organization the leader must have a good understanding of existing realities. This can be accomplished through a consideration of the different beliefs that exist among staff members. I believe that there is a 'corridor of beliefs' in existence at Changing Academy. In fact, it is bursting at the seams with an abundance of beliefs, values and norms. The school is made up of teachers and students from different communities, schools and backgrounds; each member brings with him or her a personal set of beliefs. Consequently, there are individual and group belief systems which need to be understood. Acquiring an understanding of different belief systems is crucial to developing a positive culture and climate. The leader is affected by these beliefs and acts accordingly. Leadership is context bound and exists within "the corridor of belief" which already exists in the followers. If leadership is to be effective it must be validated by the consent of followers (Foster, 1989). This is all part of developing a climate conducive to change. Determining the corridor of beliefs gives the leader a starting point upon which to build. Showing understanding and acceptance of others' beliefs increases their commitment and desire to work together.

The key to determining the corridor of belief is communication. The leader must model effective communication and encourage communication among followers. There needs to be in existence a continuous open line of communication between students, teachers and administration. Opportunities should be provided for dialogue and debate over all issues

concerning the school. The leader should encourage risk taking by not penalizing people for expressing a different opinion. Rather than squashing resistance, the leader should provide opportunities to explore reasons for resistance in a non-threatening environment. De Pree (1989) reiterates the importance of communication in stating, "Communication performs two functions, described by two 'action-prone' words: educate and liberate" (p. 106). The sharing of information (beliefs, values, norms) is risk taking. However, "it is better to err on the side of sharing too much information than risk leaving someone in the dark. Information is power, but it is pointless power if hoarded. Power must be shared for an organization or relationship to work" (De Pree, 1989, pp. 104-105).

The power to problem-solve doesn't come easy and cannot be obtained from a single source. It is not a single entity, something you can read about and then employ. Rather, this power is derived from many sources; "from understanding the types, sources and origins of these types of power" (Dubrin, 1995, p. 144). Dubrin (1995) goes on to say that acquiring power hinges on this understanding (p. 144).

Teachers must realize that in these times of constant change and specialization, he or she cannot be an expert in all areas. The principal is not always the expert, which is often evident in the field of student guidance during crisis. More often than not, the guidance counsellor holds the knowledge crucial to solving a specific problem. Dunlap & Goldman (1991) agree that the leader becomes a better problem solver by recognizing the abilities of others and empowering them to take the lead in solving the specific problem. Dunlap &

Goldman (1991) also talk of “facilitative power” as a way to overcome areas of disagreement. Collaboration between professionals is needed, a sharing of power, rather than imposing one’s will.

Understanding power allows a leader to gain more power and thus become a better problem solver. Dubrin (1995) states, “ A leader’s power and influence increases when he or she shares power with others” (p. 149). Dunlap & Goldman (1991) agree that problem solving skills are enhanced in stating:

It emphasizes the potential of maximizing problem-solving capabilities by incorporating more of the professional skills available in educational organizations. Changing the way in which we frame issues of power may help us to see more clearly the power that we already exercise and identify more quickly new ways of working together in the rapidly unfolding future of education. (p. 26)

The leader’s goal is to transform teacher attitudes and beliefs into school beliefs. This can be accomplished “through the redefining of educational goals which is dependent on establishing an atmosphere of collaboration and commitment” (Sheppard, 1995, p. 11). Consequently, being aware of individual beliefs from the start allows greater collaboration. Staff members feel that what they believe is important and worth contributing.

Having an awareness of others’ belief, enables the principal to develop closer relationships with teachers. Several writers agree that principal-teacher relations are critical to effective leadership. This leads to a collaborative climate where the teachers are professionally involved, committed to innovation and school improvement, and where there

exists a shared sense of school purpose (Barth, 1986; 1990; Griffiths, 1988; Kanter, 1979, 1983; Leithwood and Jantzi, 1990).

Alternate Solution and Consequences

Having strong beliefs, subscribing to a particular paradigm, one of open communication and organizations as learning entities, makes it difficult to explore other paradigms with an open mind. Realizing my bias, I cautiously attempt to offer an alternate course of action for this case.

Indeed, there are many directions that could have been taken in analysing this case, each one depending on the paradigm in which one operates. It is clear from reading this case that District Office, in the beginning, approached school improvement from a top-down, bureaucratic frame of mind. They tried to impose change on Changing Academy, rather than support change from within. However, considering the problems with the previous principal and his staff, this may have been the only sensible answer. Certainly, under his leadership nothing was being accomplished. By hiring a new principal with a different leadership style the District opened up a new avenue in which to proceed with school improvement. I was hired because of my commitment to building a learning organization. However, they could have rejected my line of thinking and decided to hire somebody else, somebody operating from a bureaucratic, structuralist point of view. The Board may wish to stay within their old paradigm, rather than jump into the unknown. If this is the case, then new attempts at school

improvement will resemble attempts of the past, from the top-down.

District personnel viewed the outgoing principal as a weak leader, in that he couldn't get people to do what he wanted them to do. In other words, he didn't have power. The key to understanding this alternative solution is understanding the meaning attached to 'weak': Was he weak at developing a collaborative culture or was he weak at controlling his subordinates? The bureaucratic meaning would obviously be the latter of the two: weak control.

The new principal, perceived by district personnel as having the right stuff will probably get results. In fact, teachers may serve on committees, complete surveys and go through all the motions of the school improvement process. However, there will be no commitment to the process. They will do it because they are told or threatened or coerced into action. This type of 'contrived collegiality' as Hargreaves (1989) puts it, is not conducive to real change and growth within the organization. Past the initial stages of developing collaborative cultures, "contrived collegiality can be little more than a quick, slick administrative surrogate for more genuinely collaborative teacher cultures; cultures which take much more time, care and sensitivity to build than speedily implemented changes of an administratively superficial nature" (p. 22). It is clear to me that organizational learning and the development of collaborative cultures, (the tenets necessary for enduring purposeful change) cannot exist under this type of leadership. It stems back to classical theory, McGregor's Theory X. District personnel and the new principal operate under the

guise of what Chris Argyris refers to as “Behaviour Pattern A soft”, which is really theory X. Similar to contrived collegiality, subordinates are persuaded through rewards involving “so-called” good human relations. In other words, they are being manipulated.

Without deep understanding of the organization and the people associated with it, the leader is unable to pinpoint the existing culture and therefore unable to make changes if necessary. Without this understanding, organizational change is short-lived and superficial. In fact, no real change takes place at all.

In taking the bureaucratic approach to solving problems at Changing Academy, the new principal is falling into the same trap as before. The only difference now is that, the improvement process will continue because it is mandated, not because people are committed. Also, the troubled relationships within the school get overlooked and continue to exist. The focus is on improving test scores through some plan of action. Unfortunately, people who matter, teachers, are not committed to this plan and haven’t bought into it; thus, inevitably fail.

My contention is that CTBS and CRT test scores will not increase and the principal will soon find himself in the position of the old principal: under attack. As Fullan (1995) stated in his *Basic Lessons of the New Paradigm of Change*, “You can’t mandate what matters...even in the relatively simple case - detailed, not dynamic complexity - almost all educational changes of value require new skills, behaviours and beliefs or understanding” (p. 22). These requirements will only be realized within a learning organization where

people are free to explore, not in an atmosphere of fear, frustration and contempt. Senge (1994) agrees that change occurs best within the context of action and that schools can be learning organizations if teachers begin to work as teams. He states:

Learning is always an on-the-job phenomenon. Learning always occurs in a context where you are taking action. So we need to find ways to get teachers really working together; we need to create an environment where they can continually reflect on what they are doing and learn more and more what it takes to work as teams. (p. 18)

Conclusion

Throughout the literature, it is stated that understanding culture and developing a positive climate are essential to problem solving and school improvement initiatives. Several writers suggest that academic performance and student learning increases within a positive climate. Deal and Peterson (1990) conclude that culture appears to be the primary medium by which successful leadership is translated into positive student learning outcomes. Heck, Larsen and Marcoulides (1990) agree that "the principal's role in establishing strong school climate and instructional organization is precisely the area that strongly predicts school achievement" (p. 117). The message here is that, by examining the whole school and its problems, the leader can indirectly affect academic performance of students. By solving underlying problems within the organization, others become less of a problem. Such is the

case in the fictional case study and Changing Academy.

The organization itself needs to become a learning entity, free to grow within this collaborative culture. Senge (1994) states, "An organization's ability to learn may make the difference between its thriving or perishing in the years ahead" (p. 20). The five components of learning organizations: personal mastery, mental models, shared vision, team learning and systems thinking, apply directly to the educational setting. If schools are to improve, key players, including those in leadership positions, must understand the change process and work to create learning environments within educational settings. Leithwood (1995) believes that successful leaders are those who create opportunities for learning to occur within the organization. Commitment and shared goals flourish in a learning environment. Principals who provide opportunities for teachers to share ideas, develop common goals, reflect on experiences, share in decision making and talk about the process of change, ensure that team learning occurs within the organization. Where there is team learning, there is enduring, positive change.

CHAPTER THREE

**Paper Two: Policy Development at the Provincial and District Levels:
Principles and Practices of Leadership for Curriculum Change**

Introduction

What is curriculum? This question poses problems for many educators at all levels of the education system. What do we mean when we say, “this is the curriculum”? The concept becomes even more complex when talking about curriculum change. In order to change curriculum we have to know what it is we are changing.

Connelly and Clandinin (1988) refer to “curriculum as experience”. The experiences of the students within the learning environment are indeed the curriculum. For me, the link between intended curriculum (official curriculum) and realized curriculum (experience) is the method of delivery. This puts the teacher at the center of curriculum development. The teacher manipulates the official curriculum to provide a learning experience for his or her students. Naturally, the focus of this paper is changing teaching strategies. I believe when you change the methodology you affect the experience, which is the actual curriculum.

Over the past seven years, in the Province of Newfoundland and Labrador, there have been a number of policies developed which have tried to influence classroom teaching. Some of these policies have died and some have flourished. More often than not, the contributing factors have been the way the policy was developed and the way in which it was implemented. In this paper, I give a brief overview of proposed policies and then move to a more detailed analysis of one policy, Learning to Learn, authorized in 1991-92. I believe this policy to be one of the more promising initiatives in education in the past seven years. It is unique in its development and implementation. I believe its success can be attributed

to this uniqueness and its reflection of current literature on educational change.²

There were two stages in the implementation process: overall direction given by the committee and the Department of Education, and school specific implementation by teachers. Denby (1995) agrees with this approach in stating, "the current experience represents a new kind of change, wherein overall needs are identified, general direction is set, some actions are dictated, and practitioners are called upon to find their way to the new paradigm" (p 14).

Implementation in this manner calls for a shift in the way curriculum change has occurred in the past, from a top-down to a bottom-up approach. The general direction is provided by the Department but the specific change takes place in the hands of the participants. This is what Peel and Walker (1994) refer to as "empowerment": "participant empowerment is the critical mechanism needed to accomplish change" (p 42). However, to accomplish empowerment and ensure successful change occurs, certain elements have to be present. Peel and Walker (1994) refer to these elements as participant commitment, good communication, support and readiness.

The Learning to Learn policy committee realized that good communication led to commitment and a shared vision. De Pree (1989) stated that, "only through good communication can we convey and preserve a common corporate vision. Communication can sharpen, embody and help enact that vision" (p 107). Great importance was also placed on the readiness levels of participants within this implementation process. The

2. The details of the work of the Learning to Learn Committee were obtained through two lengthy interviews with the Chairperson of the committee, Dr. Jean Brown, conducted in July, 1997.

committee realized the need to have people ready before implementing change. Peel and Walker (1994) agree in stating, "understanding the readiness levels of participants in the empowerment process is helpful, especially in the initial phases of change, since failure to recognize those levels can lead to frustration and disappointment" (p 42).

Another important element of the change process is the learning that occurs among participants. The people involved must have an understanding and knowledge of the change process that is being implemented in order to build commitment and a shared vision. Leithwood (1995) stated: "under conditions which naturally allow for a good deal of individual and collective learning on the part of staffs, then both internally- and externally-initiated reform efforts seem to have positive results" (p 6). Senge (1990) and Fullan (1995) both agree that learning organizations enable people to achieve what they truly desire. The question to be answered then is: How did the Learning to Learn Committee and the Department of Education address these critical elements of change?

Many parallels exist between the literature on curriculum change and this policy's development and implementation. In this paper, I will critically analyse the Learning to Learn implementation process, pointing out strengths and weaknesses that are evident. The principles and practices employed will be explored, revealing many implications for the role of leaders at all levels of the organization. More specifically, the role of teacher leaders will be exposed, providing a lens through which the leadership role of the itinerant teacher can be determined—the topic of paper three.

Chronological List Of Changes

Overview

Over the past seven years there have been a number of new philosophies introduced into the education system by the Newfoundland Department of Education, influencing both curriculum development and teaching methodology. The influence on teaching methodology is the focus of this paper. These emerging philosophies reflect what is happening in our society today. In this way society is impacting on what is happening in schools. Ornstein (1991) supports this in stating:

Philosophic issues always have and still do impact on schools and society. Contemporary society and its schools are changing fundamentally and rapidly, much more so than in the past. There is a special urgency that dictates continuous appraisal and reappraisal of the role of schools, and calls for a philosophy of education. (p 10)

Simply put, what happens in schools is a direct result of societal influences and the philosophy of education generated within this society. I believe that the new teaching methodologies introduced by the Newfoundland Department of Education in the past seven years have indeed reflected the current philosophical thinking of today.

There have been what I would call five new methodologies officially introduced by the Newfoundland Department of Education since 1990. These methodologies were put in place to mould the way in which information is delivered to students. At first, it may look like chaos with all these different philosophies emerging at the same time. However, if teachers are to meet the diverse needs of society and provide an education that is relevant,

many philosophies will have to permeate their curriculum. Ornstein (1991) supports this by stating:

No single philosophy, old or new, should serve as the exclusive guide for making decisions about schools or about the curriculum...Implicit in this view of education is that too much emphasis on any one philosophy may do harm and cause conflict .
(p 16)

The five methodologies introduced were:

1. **Whole Language Implementation in Grade Two**
2. **Learning To Learn: Resource-Based Learning**
3. **Technology In Learning Environments: Enabling Tomorrow's Learners Today**
4. **Multicultural Education Policy: Responding To Societal Needs**
5. **Global Education: We're Making A Difference**

The following is a chronological account of the changes (see Figure 1) and a brief description of each.

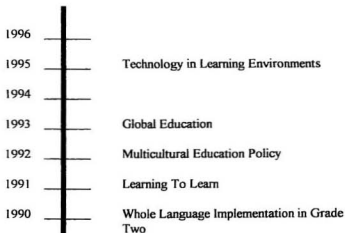


Figure 1: Time line of Changes

1990: Whole Language Implementation In Grade Two

This program, designed for primary students, was introduced to grade two classrooms across the province at the beginning of the 1989-90 school year. It represented a major curriculum change in the language arts program, from a traditional skills oriented curriculum to a whole language, or holistic approach to language instruction. “ The language arts curriculum now consists of the new Nelson Networks program, children’s literature and language experience” (Bulcock, Humber & Galway, 1991, p 3).

This program was based on the philosophy of whole language, as stated by Revtzel and Hollingworth (1988): “Basic to the philosophy of whole language is that reading and writing instruction should begin with whole and connected language because whole, undivided language is both familiar and natural for children to learn” (p 405).

It is interesting to note that, despite this program’s documented success in 1989-90, there have been numerous occurrences where whole language implementation has failed; the key to failure being the way it was implemented.

1991: Learning To Learn: Resource-Based Learning

This program, although not implemented until 1991, originally got started in 1987 by a group of concerned educators who knew each other through the Educational Media Special Interest Council and had a common interest in providing all students with the skills for independent, lifelong learning. This group had a vision of what learning could be like in the province of Newfoundland and Labrador. They held a philosophy of education where

the student was at the center. As a result of hard work on the part of this original group, and others, Learning To Learn became a reality. This was not a school library or learning resource center program but rather a method of integrating resources into teaching and showing students how to access information related to the curriculum being taught. The purpose was to develop independent learners, students who had 'learned how to learn'. Students would have more control over their learning and develop responsibility as a result.

The successes of this program are many and widespread throughout this province. "This is due to the fact that, despite looking like change from the top-down, it was really initiated from the bottom by educators in the field. This gave it the edge to be successful" (Dr. J. Brown, personal communication, July, 1997).

1992: Multicultural Education Policy: Responding To Societal Needs

The Multicultural Education Policy of the Department of Education was based on an international, national and provincial commitment that, "education shall be directed to the full development of the human personality and to the strengthening of respect for human rights and fundamental freedoms" (Newfoundland Department of Education, 1992, p 1). The Department of Education (1992) defines multicultural education as, "education that promotes cultural understanding and facilitates cultural accommodations. The outcome of multicultural education should be an increased knowledge about other cultures, an appreciation of other ways of life, and cross-cultural social and communication skills" (p 2).

This program was implemented in 1992 according to certain guidelines outlined by

the Department of Education. They believed that multiculturalism should permeate the whole education system, including education policies, its curriculum, teaching methods, resource materials and evaluation procedures. "It should also be reflected in attitudes and expectations of educators and students, and in interactions with students, parents and the community" (Newfoundland Department of Education, 1992, p 3).

To date, the implementation of Multicultural Education has been left to District offices and schools. However, curriculum developers within the department are making an effort to reflect these values within course content.

1993: Global Education: We're Making A Difference

The rationale given for pursuing global education in this province is clearly stated by McCarty (1993) in a newsletter. She states, "The Global Education Project attempts to raise an awareness of the common threads that inextricably bind us together, but also helps us to celebrate the uniqueness of each that gives us the variety and diversity that is Mother Earth" (p 3).

This project began with a 'Facilitators Training Conference', held at Memorial University, May 24-26, 1991. Teams of educators from all across the province received "three days of extensive training in global education philosophy and methodology" (Tulk, 1993, p 7). Follow-up training took place in May and August of 1992, which led to the first pilot school being chosen in September of that same year. R. K. Gardener Integrated School, Sunnyside, became the first school to integrate global issues across all grade levels. In

September, 1993, other schools across the province began to integrate the ideas of global education.

However, it is interesting to note that, this program was cut recently, leaving schools wishing to start global projects in the dark. In spite of this, schools already involved continue to integrate global and environmental issues into their curriculum.

1995: Technology In Learning Environments: Enabling Tomorrow's Learners Today

This project was "undertaken to develop a strategic plan for the integration of information technology into teaching/learning environments...of the K-12 education system of Newfoundland and Labrador" (Newfoundland Department of Education, 1995, p. 1).

A steering committee, an advisory committee and a team of educators from various levels of the education system came together for a period of three years to produce this report. Key stakeholders were involved in the collection and consideration of the information gathered. Based on this information, a framework and direction for the use of technology within the Newfoundland education system was developed. The policy was completed in 1995 with a document published outlining all aspects of its implementation. However, this policy has yet to be implemented because of lack of financial resources. It is important to note that, many school districts have taken the initiative to pursue technology in education and have budgeted large amounts of money in conjunction with HRD grants to make this program a reality.

Learning To Learn: Resource-Based Learning

The Nature of Change

The change to resource-based learning methodologies is a complete about face from the traditional approaches to instruction. It involves a switch from 'chalk and talk' to a more student-centered learning environment. The philosophy of how students learn, and what education should be, changes with the implementation of resource-based methodologies into the instructional setting. Teachers will no longer give all the information and expect students to absorb it without question. Those days are gone and as society changes so should the education system. The Department of Education (1991), in Learning To Learn, support this need for change by stating:

As students in today's schools approach the 21st century, they find themselves in an era of rapidly increasing knowledge and changing technology. It is no longer adequate for students to acquire a select body of knowledge and expect it to meet their needs as citizens of the next century. The need for lifelong learning is shifting the emphasis from a dependence on the 'what' of learning to the 'how' of learning- today's students must 'learn how to learn'. (p. 1)

However, not only do students need the information, they also need the tools and skills necessary to find it. Dr. Jean Brown (personal communication, July, 1997), the chairperson of the Learning to Learn Committee, stated that, "the nature of change from traditional direct instruction to resource-based learning, in this province, is a switch from an over reliance on textbooks to more independent learning and students who learn how to learn". The Department of Education's philosophy, as stated in the 'Learning To Learn' document,

places emphasis on the student's role in acquiring an education. The Department (1991) states:

The Department of Education has a commitment to a philosophy of education which places the student at the center, which advocates the provision of learning experiences that meet the learning needs of individual students and which actively involves them in the learning process. (p. 1)

The Rationale For Change

According to Dr. J. Brown (personal communication, July, 1997), the rationale for pursuing this change in educational philosophy was based on the needs of the students. She stated:

It was quickly being realized by many in the field that the instructional methodologies being employed were not meeting the needs of students in a rapidly changing society. Students need to know how to access information in an age when information is the key to success. We felt as if we were doing our students an injustice by giving them information and not telling them how it was attained. Students need accessing skills in order to keep up with the vast amount of knowledge coming at them every day. In a world where information is becoming obsolete every minute students must be prepared to handle this information in an efficient manner.

Dr. Larry Moss (personal communication, July, 1997), former superintendent, Green Bay Integrated School District, stated:

The idea of the Renaissance man who encompasses some important part of knowledge in his mind is long gone. We can only know a tiny part of the sum of known knowledge. We are all of us, no matter how hard we work, no matter how curious we are, condemned to grow relatively more ignorant every day we live, to know less and less of what is known. When teachers speak of transmitting knowledge to students, they must realize that knowledge is growing with such enormous rapidity that it is becoming obsolete with the same rapidity.

John Naisbett, author of Megatrends, says that society is “drowning in information but starved for knowledge....today’s students need information down proofing. The ability to survive in modern society requires that they become better information handlers” (p. 24).

The Initiation Process

Dr. J. Brown (personal communication, July, 1997), explained when and how resource-based learning got started in this province. Prior to 1987, there was scattered interest among educators in the concept of resource-based learning. People were struggling with the concept, trying to determine what it entailed. Influences were coming from the Ontario Ministry of Education who had released their document on resource-based learning, Partners in Action, and from the Newfoundland and Labrador Department of Education with the introduction of the Master Guide for Social Studies. Both these documents had clear messages for the direction teaching and learning would take in the future. However, Taylor’s (1972) coining of the phrase, ‘learning to learn’ started things moving. Taylor’s work, according to Dr. J. Brown (personal communication, July, 1997), influenced the direction taken in this province. Like Taylor, the Newfoundland educators shared a concern that there was an over reliance on textbooks and that there was a growing need for learning activities that promoted independence in students.

The Learning to Learn policy committee members, early in their work, realized that they needed to focus on resource-based learning (rather than school libraries). Dr. J. Brown (personal communication, July, 1997), stated that, “the committee realized that school

libraries were means to an end, and not an end in itself", and expressed the importance of the group having a clear vision; "It was an easy task to set out our goals and objectives for this type of curricular change once we were all on the same wavelength". The importance of this stage to the development process is echoed by Wiles and Bondi (1989) in describing the 'analysis' component. They state, "often in curriculum development activities there is an absence of philosophic consensus, which detracts from the spirit and efficiency of the development effort" (p 18). When goals and objectives are not clarified, curriculum development remains largely unstructured and directionless.

Prior to the establishment of the policy committee, according to Dr. J. Brown (personal communication, July, 1997), a small group of concerned educators (including Ann Cody, Victoria Pennell, Jean Brown) saw the need to convince the key stakeholders, the one's controlling the power and purse strings, of the importance of developing a provincial policy. Again, having everyone involved operating on the same philosophical basis was crucial to successful change. With this in mind, Ann Cody, at that time, a program coordinator for Learning Resources at the Roman Catholic School Board for St. John's, approached the Newfoundland Teachers Association (NTA) for support. In particular, she spoke with Eric Burry, Director of Professional Development, and convinced him to arrange a meeting to discuss possibilities. This was possible since the request came through a NTA special interest council, the Educational Media Special Interest Council. Ann Cody, at that time provincial president of the Council, was in an influential position within the NTA. Victoria Pennell, the immediate past president, was also well known and influential. At this

meeting, the interest group (represented by Cody, Pennell and J. Brown from the local Faculty of Education) made their case for a symposium in order to communicate the vision of learning to learn to other people in the education field. The NTA committed five thousand dollars to the symposium and things began to move.

An official committee was created to plan Library Symposium I. Other stakeholders were contacted, including the Department of Education. The Department supported the idea in principle and the provincial consultant for school libraries, Calvin Belbin, became an essential member of the planning committee. This support was very important to the development of a common vision. Participation in the Symposium was by invitation and all Superintendents in the province were invited. As a result, Library Symposium I was held in October, 1987, with the main focus being to communicate a vision for education to the Superintendents.

Dr. Wayne Oakley, the newly appointed Director of Curriculum, attended the Symposium and immediately afterwards he formed an official committee³ to develop a policy for school libraries. "However, he cautioned us", said Dr. J. Brown (personal communication, July, 1997), "not to present something that was going to cost a lot of money. He told us to be realistic about things". Since Dr. Oakley had no budget to set up the committee in the middle of a budget year, the committee membership was somewhat

3. The committee members were: Dr. Jean Brown, Chairperson; Kinette Adams, Calvin Belbin, Delphine Brake, Ann Cody, Sister Helen Corrigan, Everard Davidge, Frank Kersey, Lynnette Langdon, Victoria Pennell, Geraldine Roe and Rene Wicks (see Appendix A for credentials).

restricted by funding—originally, all members came from within driving distance of St. John's and therefore the whole province was not represented. Later, provision was made for one committee member from a district with small schools to be added to ensure that remote and isolated schools were considered. This was viewed as an essential component of any provincial policy, since the small school perspective had to be addressed if a policy applicable to all was going to be developed.

The Development of Policy

The work of the committee was not the development of a curriculum but rather, the development of a policy which would guide curriculum planning at the department and school levels. Operating on the recommendation of Dr. Wayne Oakley to be realistic, the committee put together a plan of action. According to Wiles and Bondi (1989), "Once the intentions of the curriculum improvement effort are clear, relevant data about desired changes must be organized and placed into the form of an action plan" (p 18).

The plan involved taking a 'realistic approach' to policy development. Brown (1992), describes this approach in a paper presented to the Saskatchewan School Library Association Conference, held in Saskatoon. She states:

The realistic approach is based on the ideas of various theorists and is consistent with my own experiences with policy making. Instead of an orderly procession from the initial establishment of clear goals to the rational selection of the most logical alternatives, Wildavsky's (1987) view is that of multiple, conflicting, vague conceptions of the problem or goals; a period of examination, where you look for and expect to find errors; a process of conceptualization and re-conceptualization of the problems and an on-going search for new solutions.

This approach recognizes the complexity of framing the problem and clarifying the goals in policy-making. In fact, it's not until you are well into the process that you start to realize what the problem really is. Formulating the problem is more like the end than the beginning. It is more realistic because its aim is fundamentally practical, "to connect what might be wanted with what can be provided" (Wildavsky, 1987, p 44). It helps ensure that the problems are ones that can be solved, recognizing that policy is complex, involving many different people with different motivations, values, and beliefs. It rejects the idea of value neutrality, seeing values as embedded in the whole process. (p 4)

Dr. J. Brown (personal communication, July, 1997), gave me an example of how not being realistic led to a policy getting shelved. One year prior to the 'Learning to Learn' committee another committee presented a policy on computer education. Due to unrealistic budget expenditures, the report was never implemented and the work of the committee was for naught.

There are four components of the realistic approach to policy development mentioned by Dr. Brown: the problem area, clarification, decision making, and problem formation. How did each of these fit into developing the 'Learning to Learn' policy? The policy making process begins with the problem area. At this stage there was conflict, different interpretations, struggles over values, concerns over relationships and status. Dr. J. Brown (personal communication, July, 1997), indicated that the committee started with Terms of Reference that specified school libraries as the main concern. The committee changed the terms of reference to a focus on resource-based learning, since they realized that school libraries weren't the end, but the means to an end of changing teaching and learning in schools. Many things had to be clarified at this stage and questions had to be answered: Who were the stakeholders and were they included on the committee? What was up for

grabs? What values were present? With such questions to be resolved it was obvious that the next stage would be clarification.

To clarify some of the problems encountered, the committee obtained briefs from all stakeholder agencies and wrote four different drafts of the policy to circulate for reaction. All agencies had a chance to critique the policy, from the Newfoundland Library Association to the Provincial Home and School Association. They also consulted with Dr. Wayne Oakley, the Director of Instruction for the Department of Education, for they knew that he was the one who had to defend it at the executive level of the Department of Education. At this stage criticism was expected and looked upon as a healthy sign of interest in the policy. Revisions and cuts were made in response to the feedback being received. The committee also looked at the teaching force and their possible reluctance to a change in teaching style. This affected the way the policy was written as well.

The next stage involved making decisions. However, it was not seen as just selecting an option but as a process involving the selection of an option; a search for information to prove or disprove it; and a willingness to reverse the decision if necessary. Brown cited Popper (1972) to support this view:

Admittedly, we all try hard to avoid error; and we ought to be sad if we have made a mistake. Yet to avoid error is a poor ideal; if we do not dare to tackle problems which are so difficult that error is almost unavoidable, then there will be no growth of knowledge. In fact, it is from our boldest theories, including those which are erroneous, that we learn most. Nobody is exempt from making mistakes; the great thing is to learn from them. (p. 186)

The final stage was problem formation. Here the committee had arrived at their best

thinking and agreed on two policy statements which they felt would go to government for authorization. Brown (1992) sums it up by stating, "Policy-making is a slow process, one that requires people to learn and change. But if it is to lead to action, it also requires an understanding of what is possible and what is not, as far as one can ascertain that" (p. 10).

This policy was ready for implementation in 1990, received official authorization from the minister of education in 1991, and was officially released to schools in September, 1992.

Curriculum Development

In Learning to Learn, the Newfoundland Department of Education (1991), put forth a philosophy of education to guide educational practice in the province. However, the nature of the change to resource-based learning is not restricted to philosophical changes alone. Rather, these philosophical beliefs underpin the strategies for teaching and curriculum development. According to Ornstein (1991), "philosophy provides educators, especially curriculum specialists, with a framework for organizing schools and classrooms" (p 10).

The Department of Education (Newfoundland, 1995) recognized the vital connection between philosophy and curriculum development, and outlined a series of guiding principles to aid in curriculum development and implementation. This was done to ensure that the philosophy of resource-based learning permeated all subject areas and grade levels of the education system. Goodlad (1979) supports the direction taken by the Department in stating, "philosophy is the beginning point in curriculum decision making and is the basis for all

subsequent decisions regarding curriculum. Philosophy becomes the criterion for determining the aims, means and ends of curriculum” (p 11).

In response to current literature, and to implement the ‘Learning to Learn’ policy, the Department made a commitment to change the way curriculum was being developed in this province. According to Dr. J. Brown (personal communication, July, 1997) the committee had the support of Wilbert Boone, Manager, Curriculum Planning and Development. The department agreed to develop curriculum which reflected the philosophy of resource-based learning, the two policy statements being:

The philosophy of resource-based learning shall guide the development of the curriculum in the province of Newfoundland and Labrador;

Development of skills for life-long learning through carefully planned resource-based learning experiences will be an integral part of the instructional process
(Newfoundland Department of Education, 1991, p 4)

These policy statements did two things: the first one ensured that the development of the official curriculum would reflect the resource-based learning philosophy, and the second, that curriculum development would be placed in the hands of district staffs and teachers in planning resource-based learning experiences for their classrooms—the experienced curriculum. This change in thinking about the development of curriculum was very positive. It handed some of the responsibility to teachers, the ones who know best about how their students learn. In this way, most of the curriculum planning and development would take place at the school level. Connelly and Clandinin (1988) make a case for the role of the teacher in curriculum planning: “the teacher is the most important agent, after the

students, of course, in a curriculum situation from the point of view of its planning and development. It is the teacher's personal knowledge that makes all the difference" (p. 13).

In an interview, Dr. J. Brown (personal communication, July, 1997), expressed the opinion that "the official curriculum has changed to reflect resource-based learning philosophies and this is a direct result of the commitment shown by Wilbert Boone at the Department." She believes that all new courses coming on stream reflect this change in thinking. An examination of the curriculum guides from the past four years support her claim. Dr. J. Brown (personal communication, July, 1997) is correct in saying, "resource-based learning is alive".

The following statement taken from recent curriculum guides support Dr. J. Brown's (personal communication, July, 1997), belief that curriculum planning and implementation at the Department is committed to this initiative. The statement reads:

The concept of resource-based learning is not new, yet the term is relatively new. It is the philosophy and practice of employing human and material resources to the fullest extent possible in the design of learning experiences that are varied and that meet the needs of students. Excellent information on this topic can be accessed in the Department of Education document *Learning To Learn: Policies and Guidelines for the Implementation of Resource-Based Learning in Newfoundland and Labrador (1991)*.

(Newfoundland Department of Education, 1994, p 9)

Implementation of Resource-Based Learning Methodology

Conditions For Change

The implementation process for this program was well researched and planned to ensure its success. Current literature was reflected in the process outlined within the Learning to Learn document. There were two stages in the implementation process: overall direction given by the committee and the Department of Education, and school specific implementation by teachers. Denby (1995) agrees with this approach: "the current experience represents a new kind of change, wherein overall needs are identified, general direction is set, some actions are dictated, and practitioners are called upon to find their way to the new paradigm" (p. 14).

Implementation in this manner calls for a shift in the way curriculum change has occurred in the past, from a top-down to a bottom-up approach. The general direction is provided by the Department but the specific change takes place in the hands of the participants. This is what Peel and Walker (1994) refer to as "empowerment". They state that "participant empowerment is the critical mechanism needed to accomplish change" (p. 42). However, to accomplish empowerment and ensure successful change occurs, certain elements have to be present. Peel and Walker (1994) refer to these elements as: participant commitment, good communication, support and readiness.

The committee realized that good communication led to commitment and a shared

vision. De Pree (1989) stated that, "only through good communication can we convey and preserve a common corporate vision. Communication can sharpen, embody and help enact that vision" (p. 107).

Great importance was also placed on the readiness levels of participants within this implementation process. The committee realized the need to have people ready before implementing change. Peel and Walker (1994) agree: "understanding the readiness levels of participants in the empowerment process is helpful, especially in the initial phases of change, since failure to recognize those levels can lead to frustration and disappointment" (p 42).

Another important element of the change process is the learning that occurs among participants. The people involved must have an understanding and knowledge of the change process that is being implemented in order to build commitment and a shared vision. Leithwood (1995) stated: "under conditions which naturally allow for a good deal of individual and collective learning on the part of staffs, then both internally- and externally-initiated reform efforts seem to have positive results" (p. 6). Senge (1990) and Fullan (1995) both agree that learning organizations enable people to achieve what they truly desire. The question to be answered then is, how did the Learning to Learn Committee and the Department of Education address these critical elements of change?

It was quickly realized that the needs of all participants had to be met and this meant training was necessary. In order to ensure the successful implementation of resource-based learning, the committee knew they would have to build strong commitment among

participants. This would occur in the form of ongoing training and by empowering others to lead. Maeroff (1993) agrees that, "the greatest obstacle to change at the beginning of the process are the people whom the process is trying to empower" (p. 28). Denby (1995) also supports the need for participant training in stating, "barriers to change have been well identified—personnel and training" (p. 14).

With Learning to Learn, the empowerment process started in 1987, with Library Symposium I: Learning To Learn, Future Directions. The committee realized the importance of having good leaders during the initial stages of implementing change. Fennell (1996) agrees that, "one of the greatest challenges in implementing change processes is leadership" (p. 17). The aim of this conference was to communicate the vision and build commitment among district Superintendents. According to Dr. J. Brown (personal communication, July, 1997), this was accomplished.

The next step in the empowerment process was to build understanding, commitment, and a shared vision among district personnel and principals. This was accomplished through Library Symposium II: Resource-Based Learning-District and School Leadership, in January, 1990. Immediately following, came Library Symposium III: Resource-Based Instruction For School Site Implementation, aimed at teachers and school teams. This idea of 'teachers as leaders' in the change process is supported by Maeroff (1993) who states, "the big thing that happens once you let teachers fill the role of leaders in their building is that they stop using excuses and start controlling their own destiny" (p. 27). Connelly and Clandinin (1988) support this handing of responsibility to teachers by asking that, "all teaching and learning

questions - all curriculum matters - be looked at from the point of view of the involved persons. We believe that curriculum development and curriculum planning are fundamentally questions of teacher thinking and doing" (p. 4).

The final training initiative in the first stage of implementation came from the Department of Education in November, 1992, in the form of a provincial conference on the implementation of Resource-Based Learning. Attending, as invited participants, were teams from every school district office in the province. Teams included the assistant superintendent of curriculum, the learning resources coordinator for the district, and one other delegate. At this conference the ideas, roles and responsibilities of participants were identified and direction given for this change. The policy now had the approval of the minister and the 'Learning to Learn' document was released as the guiding policy for implementing resource-based learning. Training materials, including a comprehensive manual and a locally produced videotape, were provided to every school district.

This conference saw the transfer of power from the Department of Education to the educators in the field. The ball was now in the hands of District staffs and teachers. The expectation was that actual changes in curriculum and teaching methodology would now get put in motion. The roles and responsibilities of everybody involved were now clearly defined (Appendix B). The Department of Education (1992) clearly articulated this transfer of power:

Successful implementation of resource-based learning depends on cooperation, commitment and support throughout the educational system. District office personnel, principals, and all teachers have particular expertise to bring to, and

responsibilities in, the implementation process. All must work together as partners towards the common goal of assisting students in achieving their maximum potential (p. 22)

Meeting The Needs Of Individual Districts

In handing the ball to school districts, the Department of Education refrained from providing a content specific curriculum that had to be implemented. Rather, this policy was a guide by which individual districts could develop their own plans of action. Again, this is stated in the 'Learning to Learn' document. This was a key factor in the implementation process because it left the door open for individual differences. Ornstein (1991) concluded that, "teaching, learning, and curriculum are all interwoven in school practices and should reflect a school's and community's philosophy" (p. 16). The Learning to Learn committee and the Department of Education recognized the problems in implementing this policy in an education system as diverse as that found in Newfoundland and Labrador, and provided guidance for each situation in the form of development plans (Appendix C). Within these plans, the amount of time needed for change, the types of schools, the different staffing situations, and the difference in facilities, were addressed. Introducing these development plans, the Department (1992) stated, "One of the most difficult tasks in implementing any proposed change is to visualize what is involved in moving along a continuum to the desired state", and "different kinds of schools, ranging from large to small, were considered, as well as different types of staffing arrangements" (p. 34).

The District's Role in Implementation

With the guiding policy document as a resource, individual Districts picked up on the next phase of the implementation process—the district and school implementation of resource-based learning. Plans of action were to be put in place to address the acquisition of funding, establishment of facilities, professional development of staffs, collection of resources, and organization of professional support. The Learning to Learn document provided assistance in these areas (Appendix D).

The successful implementation of this new teaching methodology was now placed in the hands of the people who would utilize it—teachers. Success would depend on cooperation between district offices and school staffs, and on the commitment of leaders at the school level.

A Success Story: Green Bay Integrated School District—A Personal Account

The implementation of resource-based learning was indeed a success in the Green Bay District.⁴ Much of this success can be attributed to the commitment shown by District Office and the support and effort put into this program by district office staff. Despite this key role, much of the success can also be attributed to the hard work and dedication of teachers.

A realistic approach was taken by the District in implementing this program, resulting

4. Details of the implementation of this policy in Green Bay District were obtained through an interview with the then superintendent, Dr. Larry Moss, in July, 1997.

in a policy being written outlining the plans for implementation of resource-based learning. This policy contained budget plans, professional development plans, plans for facilities and a plan for professional support. A long range plan was put in place which resembled a developmental process that would evolve over time. However, there were clear goals that guided the process. The District had a clear vision of where it wanted to be at the end of the process.

Funding was a major issue during the initial stages and budget plans had to be revised to ensure that money was available. Dr. Larry Moss, Superintendent of Education (personal communication, July, 1997), stated:

We had to be realistic and do this in the most cost efficient manner, but at the same time ensure that it was done right. Schools had to be aware of this financial commitment. Facilities and resources were two main concerns of many schools in the district. Funding had to reflect the needs of schools in these areas as well. The District responded by increasing learning resource budgets and extending on a project started in 1989 to have fully functioning resource centers in every school.

Professional development of teachers was also a key factor in the successful implementation of resource-based learning. The District realized that teachers had to be educated in order for change to take place. As a result, a plan was developed for the in-service of all teachers throughout the district. In addition, HRD grants enabled District Office to offer week-long short courses in Resource-Based Learning during the summers of 1993 and 1995.

However, professional development did not stop with just in-service training. The Green Bay board added additional personnel—two Itinerant Teachers for resource-

based learning.⁵ These itinerants travelled throughout the district and worked with individual teachers to develop learning units specific to their schools, classrooms and students. This personalization of curriculum is supported by Connelly and Clandinin (1988) who state, "the "what is" and the "doing" are intimately connected through the personal knowledge of the individual teacher" (p. 4). This idea of teachers in control is further strengthened by Reid (1992) who states, "the teacher is a means whereby curriculum plans are implemented in schools" (p. 87).

This was a three year program that started in September, 1993 and ended in June, 1996. Over the three year period, all teachers were exposed to the concept of resource-based learning and most were taken through the process of implementing a unit within their classrooms. This program enjoyed much success and even though it completed its mandate in June, 1996, the seeds were planted to carry resource-based learning methodology into the future.

The Green Bay District's success was based on a shared vision, a vision developed through commitment, both financial and professional. The attention given to the readiness levels of participants and the ongoing learning process that took place were key factors in the successful implementation of resource-based learning. The empowerment of teachers to be leaders in their own curriculum development allowed the vision to be personalized to individual settings, making this curriculum change more relevant. The type of leadership employed in the Green Bay District provided an atmosphere for learning; organizational

5. This is a first hand account of the itinerant teacher, since I filled one of these positions.

learning: "A learning organization is an organization in which people at all levels are, collectively, continually enhancing their capacity to create things they really want to create" (O'Neil, 1995, p. 20). Teamwork, people working collectively, does not happen overnight.

Rather, teams develop over time; they continuously learn as they function within their specific setting. "In other words, great teams are learning organizations - groups of people who, over time, enhance their capacity to create what they truly desire to create" (Senge, Roberts, Ross, Smith & Kleiner, 1994, p. 18). As the development of these teams is analyzed, it is apparent that the members are immersed in a "deep learning cycle", in which, new skills and capabilities are acquired: "This deep learning cycle constitutes the essence of a learning organization - the development not just of new capacities, but of fundamental shifts of mind, individually and collectively" (Senge et al., 1994, p. 18). These shifts of mind are of critical importance to a successful change process and in the implementation of new methodologies.

Critique And Evaluation

Strengths

The strengths of the Learning to Learn policy can be summed up in one statement: it was a realistic approach to change which was initiated from the bottom and not imposed from the top. This statement encompasses what writers are saying about curriculum change,

it should come from the experts in the field—teachers, who would use what Connelly and Clandinin (1988) refer to as “personal practical knowledge” (p. 25) in developing curriculum experiences for their students. The Learning to Learn policy, developed by educators, was meant to be a guide for curriculum development and not a prescription of set plans. Johnson (1969) supports this: “If curriculum serves any purposes, they are to guide instruction and to furnish criteria for evaluation. Curriculum, therefore, must be a statement of intention, not a report of occurrences or results” (p. 115).

The realization that educators in the field were the keys to the successful implementation of resource-based learning was a critical aspect of its success. The distinction made between the people developing the policy and the ones implementing it is very important. It is what Connelly and Clandinin (1988) refer to as “theoretician versus practitioner” in stating, “a practitioner does curriculum; a theoretician thinks about it. The practitioner acts; the theoretician theorizes” (p. 87). In this case, teachers as practitioners implement the curriculum and make adjustments accordingly. Reid (1992) supports this in stating, “the teacher is a means whereby curriculum plans are implemented” (p. 87).

Another strength of the Learning to Learn policy is that it regarded curriculum not only as official documents but also as experiences within the classroom and school. The policy itself is a guide to aid in developing meaningful learning experiences for individual students. It is not a prescription of ideas but rather a philosophy to guide development. Connelly and Clandinin (1988) support this in stating, “the general idea is that curriculum is something experienced in situations. People have experiences. Situations are made up of

people and their surrounding environment” (p. 6).

Broad goals and general aims were also a strength of this policy. Individual districts were able to adapt these goals to their specific settings. Districts were able to personalize these goals at each level: district, school and teacher. Different districts outlined their goals according to identified needs. These needs were specific and could not be generalized to other districts. Tyler and Brandt (1983) see specific goals as a problem due to the diversity that exists within the education system. They state:

Goals are frequently not stated at the appropriate degree of general-specificity for each level of educational responsibility. Goals promulgated by state education authorities should not be too specific because of the wide variation in conditions among districts in the state. State goals should furnish general guidance for the kinds and areas of learning for which schools are responsible in that state. The school district should furnish more detailed guidance by identifying goals that fall between the general aims listed by the state and those appropriate to the local school. School goals should be adapted to the background of students and the needs and resources of the neighbourhood, especially the educational role parents can assume. The goals of each teacher should be designed to attain the goals of the school. (p 26)

The emphasis placed on professional development is key to the success of this policy. Curriculum change like any other change involves a period of learning. The participants have to be ready to change and understand the change process. This is what Leithwood (1995), refers to as an “organizational learning perspective” (p. 6). He makes the point that organizations which provide chances for continuous learning on the part of staffs enjoy much success with change initiatives. The importance placed on the individual teacher is supported by Fullan (1993) and Hargraves (1994), who, in synthesizing the literature on educational change, stress the importance of the individual teacher in the change process.

This is especially true in curriculum change, as noted by Nicholls and Nicholls as early as 1972: "The need to regard curriculum development as a dynamic and continuing process, which at the same time can serve as a vehicle for continuing teacher education, cannot be stated too strongly" (p. 18).

There are many individual strengths within the Learning to Learn policy but they can all be attributed to two factors: the adherence to current literature on change and the realistic approach to the development of policy.

Weaknesses

The Learning to Learn policy has many strengths but, like any other policy, there are weaknesses. The successes of the Green Bay School District reflect positively on its development and implementation. It is an example of what can be done when proper procedures and support are put in place for change. However, these results cannot be generalized to other districts. What works well in one district may not work well in another. In this way, one of the strengths of the policy, letting the districts adapt the policy to specific needs, can be a weakness. Different districts have different priorities and when handed the responsibility of implementing this new philosophy, may approach it with vigour or with little or no effort. The chances of province-wide successful implementation become slim under these conditions. In addition, many boards may not be able to meet the financial or professional obligations of the program. This is a reality today more than it ever has been in the past. Economics play a big role and without financial support many programs get lost

in the 'balancing of books'.

Evident throughout the development of this policy was the financial influence. The nature of the policy itself reveals a lack of financial support from the Department. Dr. J. Brown (personal communication, July, 1997), admits that the policy was accepted because of its efficiency as well as its merit. The fact that most responsibility was placed in the hands of individual Districts lessens the responsibility of the Department of Education, financially and otherwise. This calls into question the real motive behind empowering teachers to be leaders in curriculum change. Some teachers have speculated that a switch to resource-based learning, where teachers design curriculum experiences around school resources, lessens the Department's financial commitment to supplying texts, a cost saving measure for the Department of Education.

Another major stumbling block to the successful implementation of this policy is conflicting philosophies at the Department level. For example, the Learning to Learn Committee and the Student Evaluation Committee. There is a mismatch between resource-based learning methodologies and evaluation policies, especially at the high school level, in that the continued reliance on content-based test scores hinders the resource-based learning process. Teachers worry about testing and see no other way of evaluating students' process work. Since resource-based learning places greater emphasis on the process of learning and is not specific content, there is concern among teachers in the field. Dr. J. Brown (personal communication, July, 1997), saw this as a major problem. She stressed that:

During the development of the Learning to Learn policy, consultations were held with the Evaluation Committee to develop an evaluation scheme that would parallel resource-based learning philosophy. However, our efforts met with strong resistance and as a result we are still faced with this problem today.

Another problem which coincides with evaluation is the use of general learning outcomes and goals. Learning outcomes are developed to suit the ideal situation; “under ideal conditions students should be able to...”. However, the Learning to Learn policy allows for curriculum development at the school level which is specific to that school’s context. The goals of the school are reflected in the learning experiences that occur. A problem arises with measuring success based on general learning outcomes while at the same time planning school-specific learning experiences. Teachers worry about accountability in situations like this and shy away from resource-based learning methodology. However, the root of the problem lies in educating teachers about the process of curriculum development at the school level. Again, this responsibility falls back on the District and the issue of finances come into play.

Despite good intentions, the development of this policy, and a change in the way curriculum is implemented, there are still many problems caused by the fact the Government and Department of Education fail to adequately fund such initiatives. The direct result is a lack of success stories like the Green Bay experience, and a program which fails to get implemented province-wide.

Conclusions

Over the past seven years there have been many curriculum changes from changes in courses to changes in instructional strategies. One thing can be said about these changes is that they are a result of renewed thinking about what education is suppose to be. They all reflect a philosophy of education which is centered around the student. The policy document, Learning to Learn, is no exception to this philosophy. In the introduction in that document, the Department of Education (1991) states:

As students in today's schools approach the 21st century, they find themselves in an era of rapidly increasing knowledge and changing technology. It is no longer adequate for students to acquire a select body of knowledge and expect it to meet their needs as citizens of the next century. The need for life-long learning is shifting the emphasis from a dependence on the 'what' of learning to the 'how' of learning - today's students must 'learn how to learn'. (p. 1)

It is important to note that even though curriculum change is often based on good philosophical principles it does not always meet with success in the schools. Major factors contributing to the success of any curriculum change are the way the policy is developed and the process of implementation.

A realistic approach to policy development is essential for success, especially during these economic times. The Learning to Learn policy was a balance between what was wanted and what could be provided. Brown (1992) states:

A realistic approach to policy-making is not a recipe, nor does it guarantee success. However, it is a practical approach, that tries 'to connect what might be wanted with what can be provided, creating problems that can be solved' (Wildavsky, 1987, p. 17), and recommending policy statements that can be implemented". (p. 11)

A process of implementation that involves all stakeholders in a contributing way also leads to success. The empowerment process undertaken during the implementation process of this policy ensured that participants would be committed and at ease with the change. Peel and Walker (1994) state that, "teacher empowerment is the critical mechanism needed to accomplish change" (p. 42).

Learning to Learn: Policies and Guidelines for the Implementation of Resource-Based Learning is indeed unique, unique in that it was a policy initiated by educators in the field, rather than imposed by the Department of Education. Another unique feature is that it strives to accommodate the diversity of the education system. It does not represent an ideal package which must be implemented in the same manner throughout the province. Rather, it is a guiding philosophy to be adapted to specific learning environments. These are major strides forward in curriculum development in this province. The Learning To Learn policy is at the forefront of educational change, reflecting current thinking of many writers in this field.

CHAPTER FOUR

**Paper Three: The Leadership Role of the Itinerant Teacher in the Change
Process: A Personal Account**

Introduction

In the fall of 1993, the Green Bay Integrated School District, as part of its commitment to the Newfoundland and Labrador Department of Education's Learning to Learn policy, embarked upon a district-wide implementation program for resource-based learning. The implementation of this policy was a major change initiative for Green Bay District. The program was quite unique, its uniqueness hinging on the employment of two itinerant teachers as instructional leaders. Never before in this province had itinerant teachers been employed for this reason. Green Bay District gave new meaning to the title, itinerant teacher, one foreign to most educators today.

The role of the itinerant teacher for resource-based learning at the Green Bay School District was to provide leadership in the implementation of a new instructional initiative. In this respect, the itinerant took on the role of an instructional leader. Pellicer and Anderson (1995) define instructional leadership as the "initiation and implementation of planned change in a school's instructional program, supported by the various constituencies in the school, that results in substantial and sustained improvement in student learning" (p. 16). This definition stresses the needed support of school personnel ("the various constituencies").

As a former itinerant teacher for resource-based learning with Green Bay School District, I see the role as one of a facilitator, a 'guide on the side', a 'leader of leaders'; a

facilitative role of critical importance that must not be taken lightly. It is based on the assumptions that teachers in the field are important players in the change process, and that itinerant teachers as instructional leaders need to be cognizant of this fact and strive to empower the teachers with whom they work.

Green Bay School District, adhering to current literature on change, recognized the need for strong leadership and support during the implementation phase of resource-based learning. There had to be a shift from the traditional role of itinerant teachers to a broader role—a move toward instructional leaders, a leader of teachers. All too often, teachers are left to implement new programs without any form of help or support. As instructional leaders, itinerant teachers must rethink the role of classroom teachers in the change process. Lieberman, Saxl and Miles (1988) point out the failure to recognize teacher needs:

It is paradoxical that, although teachers spend most of their time facilitating for student learning, they themselves have few people facilitating for them and understanding their needs to be recognized, encouraged, helped, supported, and engaged in professional learning. (p. 152)

An itinerant teacher as instructional leader can provide guidance and opportunity for teachers to engage in meaningful learning. The reality among teachers involved in any change initiative is one of fear and frustration. Stepping into the unknown is uncomfortable for most and this move often produces anxiety. This is a very real concern for teacher leaders hoping to be successful at implementing change. Little (1988) noted, “even the most conservative workplace reform proposals require teachers to act differently toward their work and one another....to take the lead in advancing the understanding and practice of

teaching” (p. 82). As a facilitator, the itinerant teacher can address these concerns by recognizing the value of key players in the change process—classroom teachers. Connelly and Clandinin (1988) stress the importance of teacher involvement: “The ‘what is’ and the ‘doing’ are intimately connected through the personal knowledge of individual teachers” (p. 4). This idea of teachers in control is further strengthened by Reid (1992) who states, “the teacher is a means whereby curriculum plans are implemented in schools” (p. 87).

“Instructional leaders are teachers first” (Wasley, 1991, p.154). This statement is of utmost importance to the itinerant teacher. Recognizing and communicating this reality to those one wishes to lead is critical to gaining acceptance. Again, one must get away from assigning titles, or the “factors that enable teacher leaders to be successful with their colleagues will also constrain them, at once enhancing and diminishing their potential” (Wasley, 1991, p. 154).

During the implementation of resource-based learning in Green Bay District, new titles were assigned to the itinerant teacher—instructional leader, teacher leader and the like. As an instructional leader or teacher leader the role of the itinerant becomes complex. However, one must not add to this complexity by getting caught up in the titles assigned. Pellicer and Anderson (1995), reflecting on the many titles attached to teacher leaders, state that the name is “less important than the functions the leader performs and the ability of the leader to establish and maintain acceptance and credibility with those he or she leads” (p. 17). Regardless of title, teacher leaders engage in change, and have the ability to take

others where they would not ordinarily go. Senge (1990) and Fullan (1995) agree that effective leaders free people to achieve what they truly “desire” or “want”. The onus is on the itinerant teacher as leader to find “ways to create structures for teachers to work together, to focus on the problems of their school and to enhance their repertoires of teaching strategies; all part of the work of teachers who work with other teachers” (Lieberman, 1988, p. 6). Wasley (1991) concurs that teacher leadership is “the ability to engage colleagues in experimentation and then examination of more powerful instructional practices” (p. 170).

Wasley (1991), in a study of teacher leaders, was struck “by how enormously complex teacher leadership roles are as they play out in practice” (p. 154). Only in practice can one begin to understand these roles and determine the principles and practices conducive to effective leadership. In this paper, I will reflect on my personal experience as an itinerant teacher for resource-based learning with the former Green Bay Integrated School District. An attempt will be made to examine the leadership roles of the itinerant teacher as an instructional leader in this setting, drawing on the current literature. Also, an exploration of the problems encountered in Green Bay District will be undertaken, fleshing out the principles and practices of leadership necessary to alleviate these hindrances.

Realities of Implementing Change

A Catalyst in the Change Process

The itinerant teacher as instructional leader can act as a catalyst for reform within the change process. A catalyst for reform can be defined as that which speeds up or supplements existing processes for change. From this comes the role of the itinerant teacher—to ensure educational change takes place in an expeditious and orderly manner. However, in examining Webster's Dictionary meaning of the word 'catalyst', "a substance which either speeds up or slows down a chemical reaction, but which itself undergoes no permanent chemical change" (Webster's New Twentieth Century Dictionary, 1969, p. 283), another meaning emerges which has major implications for curriculum change. Depending on his or her style and knowledge of the change process, the itinerant teacher could also slow change and hinder improvement, just like a catalyst in a chemical reaction. The connection made between the role of an itinerant teacher and that of a catalyst has major implications for the successful implementation of any change initiative. An awareness of potential problems by the itinerant teacher is crucial to the success of school-wide implementation.

As an instructional leader, the itinerant teacher must take on many roles during the initial stages to ensure unnecessary frustrations are eliminated, such that, the key role, a catalyst for positive change, can prevail during the implementation phase.

Assessing Readiness Levels: Alleviating Fear and Frustration

An itinerant teacher, in my experience, cannot function as a catalyst for positive change unless the participants feel empowered and ready to engage in the change process. Not being ready breeds frustration with, and fear of, the whole process. When fear and frustration are present, the chances for successful implementation are minimal.

“The greatest obstacles to change at the beginning of the process are the people whom the process is trying to empower” (Macroff, 1993, p. 28). Leader awareness of this obstacle is critical if he or she wishes to empower the staff and have them develop commitment, take responsibility and share in decision making. These are necessary components of the change process. School level change is best realized by empowering staffs and if the itinerant teacher is not aware of certain pitfalls the empowerment process will fail, taking the whole change process down with it. Peel and Walker (1994), while reporting on characteristics of empowering leaders, state, “understanding the readiness levels of participants in the empowerment process is helpful, especially in the initial phases of change (p. 42). As an instructional leader the itinerant teacher must consider the readiness levels of each staff member and “engage the ones who are ready to move” (Denby, 1995, p. 16), in hopes of alleviating any fears or frustrations the others may have.

A crucial component of any change process is the stakeholders, in this case, staff members. An important issue for all stakeholders is knowledge of the particular process in which they are about to engage. Denby (1995) identified ‘training or the lack of’ to be one of the barriers to change and went on to say, “teachers need to understand what it is they are

to do and the benefits of doing it. They need to feel comfortable and supported as they ...venture into new territory" (p. 14). Hanson (1996) states as a pre-requisite for planned change, "the change efforts should have a site-level emphasis involving continuous training and staff development" (p. 285).

The educative process is critical to successful implementation of resource-based learning in the Green Bay District—eliminating unwanted, unnecessary fear and frustration, which can destroy the whole process. With such an important link, steps should be taken to ensure the adequacy of this training such that it does what it is suppose to do, eliminate the pitfalls to success. Hanson (1996) states:

After reviewing the literature on forces resistant to change, one is left with the impression that they can indeed be formidable. These forces range from the simple ignorance of an individual-- "what I'm not up on I'm down on"—to the complex vested interests of our own organizations' members. As the comic-strip character Pogo so eloquently phrased it, "We have met the enemy and they is us." (p. 290)

Gregore (1973) stresses the importance of education in transforming the enemy into fully functioning professionals. Burden (1990) states that these teachers have made a definite commitment to the education profession, are immersed in the process of education and try to realize their full potential as individual teachers and as contributing members of the profession. Fullan and Hargreaves (1991) suggest that these teachers are most likely to be found in schools that have created a culture of collaboration where teacher development is of utmost importance. Teacher education programs in these schools are designed to address readiness levels and alleviate fear and frustration associated with new initiatives. The role of the itinerant is to ensure that such a training program exists and that its main goal

leadership.

Resource-based learning is not a new concept to most educators. In fact, it dates back to 1972 when Taylor, in his publication, Resources For Learning, coined the phrase, "learning to learn". In addition, by the 1990's, other provinces in Canada were also involved with implementing this concept.

It was this connection with the past that had profound impact on educators in Green Bay District. Most refused to see the applicability to today's education practices and only viewed resource-based learning as yet another fad that had come full circle. The emergence of resource-based learning in Newfoundland after it had already been introduced in other provinces validated the premise, "the more things change the more they stay the same" (Margonis, 1995, p. 387). The notion of everything in education coming full circle was a popular phrase with teachers. They viewed new programs as here today, gone tomorrow. This lack of commitment was a barrier to the change process and was certainly a hindrance for the itinerant teacher trying to implement the resource-based learning methodology. With commitment comes change, as Leithwood (1995) said, "Dynamic and committed teachers have always pushed the limits of what is possible and often found those limits more elastic than they had thought" (p. 10).

The lack of commitment started with the workload. Teachers saw the tremendous amount of work and effort involved with changing as a waste of time and energy. They felt it was a waste because the whole process could disappear the following year. They felt their time could be better spent doing classroom related things rather than satisfying some

governmental wish. With this type of thinking it was easy for a new program to get bogged down and lose direction.

At the outset it was very difficult to motivate teachers. They resented all the extra work and responsibility associated with planning a new approach to instruction. The buzz words around staffrooms were, "fad", and "something else from the past coming back to haunt us", or, "it's another waste of time and money". Right away, flags went up. Something had to be done to change this negative atmosphere that was overshadowing the implementation process.

In order for the implementation process to be successful these resistant forces had to be brought to the forefront to be discussed. Principals initiated the process and, formal and informal meetings took place where all staff members had their say. The process of discussing the concerns and negative feelings within a group setting eventually led to a consensus that the process was probably not as bad as first thought. As a result, schools moved forward and excellent progress was made.

The approach taken was what Fullan (1996) refers to as 'Advocacy and Resistance'. In his paper, *Leadership For Change*, Fullan quotes Margonis (1995) and Champy (1995) who both believe that resistance is that which needs to be addressed, not merely to destroy it, but to explore and build on. They believe that many good things come from resistance. Champy (1995) summarizes this problem:

We believe teachers' initial expressions of cynicism about reform should not automatically be viewed as obstructionist acts to overcome. Instead, time should be spent looking carefully at those resistant acts to see if they might embody a form of

good sense-potential insights into the root causes of why the more things change the more they stay the same. (pp. 386-387)

A culture that squashes disagreement is a culture doomed to stagnate, because change always begins with disagreement. Besides disagreement can never be squashed entirely. It gets repressed, to emerge later as a pervasive sense of injustice, followed by apathy, resentment and even sabotage. (p. 82)

Aging Staffs

Another reality, the resistance of aging staffs, was also prevalent during the implementation of resource-based learning in Green Bay District. It was my experience, working with different staffs, that the teachers most resistant to change were generally senior (plus twenty years experience). Principals of schools involved in this process told me that during the initial stages of implementation, the most resistance came from older teachers on staff. However, one must be cognizant of the fact that not all senior teachers feel this way about change. In fact, there were a number of exceptions in several schools throughout Green Bay District. Often, the resistance of senior teachers was diminished and/or eliminated during the process—the actions of the itinerant teacher being key. For change to be successfully implemented itinerant teachers must find ways to deal with individual resistance quickly and effectively. Hanson (1991) states:

The forces that can contribute to slowing down or even blocking the change processes are important parts of an organization's environment. They must be diagnosed, understood, and taken into account in the targeting process and the selection of a change strategy. (p. 290)

To deal with this resistance, important questions must be answered in order to gain a better understanding of senior teachers. Why were the older teachers resistant? What is it about them that made them so resistant to change? Evans (1989) provides an answer in stating that most teachers “find themselves in midlife and/or mid-career, time when the stresses of life and work commonly intensify the natural reluctance to change” (p. 10). Schein (1978) offers an explanation in stating, “their personal lives have grown more complex and, like other professionals who have spent years in the same job, they are prone to a loss of motivation and a levelling off of performance” (p. 20). Evans (1993) states:

These tendencies are reflected in a shift away from work priorities toward personal concerns, including one's health, mortality and transitions in one's family; a growing focus on material - vs - intrinsic - job rewards; loss of the experience of success with consequent damage to morale-mastery lessons both the challenge in the job and recognition for performance; and reduced flexibility and openness. (p. 20)

Evans (1993) goes on to say that, “though normal, these characteristics have enormous, largely ignored implications for restructuring. They make teachers more vulnerable to stress and more sensitive to criticism, leaving them less able and less willing to respond to calls to restructure” (pp. 20-21).

Most teachers want to hold on to their traditions—there is a tendency to say “this has always worked fine for me so I'll keep doing it”. There is comfort and security in this statement for older teachers. Hanson (1991) refers to traditions as ‘sacred cows’ in stating:

The costs of change that involve traditions or sacred cows of a school will be unacceptable to many and thus provocative of resistance. Many impassioned old-timers would rather see their school burned to the ground than to see an alteration in its tradition. (p. 295)

For many older teachers, change brings fear of failure, something new that may challenge their professional status in the school. They are no longer seen as authority figures on new initiatives and feel insecure and open to criticism. This is enough to warn off any teacher, especially ones who have enjoyed freedom from these criticisms for so long. Hanson (1991) supports this view:

Educators may be highly resistant because a change may be a threat to their personal status; dissolve an informal group that is a source of personal satisfaction; be interpreted as criticism of their personal performance; increase their work load or responsibilities; or have been proposed by someone they dislike or distrust. (p. 298)

Goodwin Watson in Hanson (1991) refers to this as "insecurity and regression": "The reaction of insecure teachers... is too often to try to hold fast to the familiar or even to return to some tried-and-true fundamentals that typify schools of the past" (p. 298).

Older teachers have also been referred to as skeptics who use the excuse that they have been around and seen enough of these things come and go. Weiss, Cambone & Wyeth (1992) capture the essence of this reasoning:

The nonparticipants offer good reasons for not becoming involved. Often, they accept the label of skeptic. They have been around, they have seen other movements, they have worked hard on curriculum committees or school improvement teams or other such bodies, and they have seen these come to naught. Let somebody else take a turn. They will wait and see. (p. 353)

After reviewing the literature on forces resistant to change, it becomes evident that the resistance of aging staffs can be a formidable one. During the initial stages of the implementation phase in Green Bay District this was indeed the case.

How then, does the itinerant teacher ensure that positive change takes place? The

key for some researchers is readiness. Peel and Walker (1994) believe that addressing the readiness levels of participants is crucial to any change effort. Not being ready breeds frustration and a lack of commitment. Evans (1993) supports this in stating, "staff members response to reform depends not just on its substance, but on their own readiness for change" (p. 20).

However, addressing the readiness levels of older teachers can be difficult, especially for those who fail to see the benefits of change and seek extrinsic rather than intrinsic rewards. For Evans (1993) the answer lies in a leader being authentic. He or she has to motivate the resistant individuals so that they want to change. Badaracco & Ellsworth, Sergiovanni (1992), and Schlechty (1992) all stress that leaders must aim not at manipulating subordinates, who do as they're bidden, but at motivating followers, who invest themselves actively. "This requires leaders who are skilful, but who above all are credible, they must be authentic" (Evans, 1993, p. 21).

A reward system is an important component in motivating older teachers. They have to see something 'in it for them'. Evans sums it up:

Veteran teachers who are encountering life and career issues, need more reward, not less - a need that intensifies when they are asked to undertake change. So, restructuring leaders must be active cheerleaders and coaches. These roles often devalued by administrators, are repeatedly endorsed in studies of organizational change, as Mojkowski and Bamberger (1991) observe, are especially apt in schools because they capture the essence of mentoring at the heart of mastery. (p. 22)

Mitchell and Peters (1988) state, "Development of an effective reward system, not increased use of threats and coercion, is necessary if teacher motivation is to be improved" (p. 75).

The average age of the Newfoundland teaching force is becoming older every year. This can be explained partially by layoffs based on seniority levels which strip the education system of its youth, resulting in an aging teaching force who for the most part dislike or distrust their employer. According to Hanson (1991) distrust and dislike lead to increased resistance to change and a lack of commitment on the part of participants. This has real implications for itinerant teachers as instructional leaders. They need to be prepared to deal with the resistance of older teachers if successful change is to occur. It is my contention that itinerants who are authentic leaders and practice the art of motivation will have the most success. In addition, itinerants who practice what Fullan (1995) refers to as, advocacy and resistance, and build on resistance rather than squash it, will be better able to handle these kinds of situations.

The Itinerant Teacher as Instructional Leader

The Human Element

Abundantly clear from the literature is the fact that people are at the core of any change initiative, and they ultimately determine the nature of the change. Maeroff (1993) agrees that, "the greatest obstacle to change at the beginning of the process are the people" (p. 28).

This had major implications for the implementation of resource-based learning. First,

there is a conflict of interest. This program is being implemented from the top down, but its success is in the hands of the people at the bottom; teachers. Evans (1993) recognizes this problem in stating, "most advocates of restructuring treat reform as a product, but change must be accomplished by people" (p. 19). This is like shooting yourself in the foot. The itinerant teacher must give more consideration to teachers and the types of concerns and/or needs they might have with regard to a new program. "The readiness levels of participants must be addressed" (Peel and Walker, 1994, p. 42). In the past, leaders have done little to address these concerns and the attitudes of teachers remain negative towards reform. Postman & Weingartner (1987) believe there can be no significant innovation in education that does not have at its center the attitudes of teachers.

Responsibility for implementing resource-based learning in Green Bay District was put in the hands of the itinerant teacher. In this way the catalyst for reform was not the program but rather, instructional leadership provided by the itinerant. Too often, central office people fail to consider the complexities of implementing change in a school setting and fail to adequately address the role of the change leader. Evans (1993) puts it in perspective:

They treat reform as a product and, focusing on its structural frame, often overlook its human face. But change must be accomplished by people. The key is to focus on this human face, to see innovation as a generative process and understand its personal and organizational dynamics. To do this, we must broaden our perspective on change and rethink the essentials of leadership. (p. 19)

Green Bay District, employing itinerant teachers as instructional leaders, adhered to this broader view of change, utilizing the essentials of effective leadership.

The itinerant teacher as instructional leader must wear many hats in dealing with the problems associated with change. Often, assumptions are made that leaders are competent enough, and have all the skills necessary to implement change. There is a failure to see the mounting resistance to change in schools. The types of struggles the instructional leader encounters during the initial phase of implementation are overlooked: addressing readiness levels, lack of commitment, fear and frustration, skeptics, the full circle syndrome, and aging staffs. In many cases, the problems are a direct result of dislike and distrust for an upper administration that is very unpredictable and unfair in the eyes of teachers.

A false assumption is often made, that leaders must know all and be all. However, this is the ideal, and not reality. The reality for itinerant teachers is that they can be successful leaders during times of change if they possess what it takes to be a 'leader of leaders'. Sergiovanni (1987) expressed what it takes to be a successful leader:

Highly successful leaders have a capital view of power and authority. They spend it to increase it. They have learned the great leadership secret of power investment: the more you distribute power among others, the more you get back in return. (p.341)

Fennell (1996) states that one of the greatest challenges in implementing change is leadership. Evans (1993) concurs in stating that leaders must aim not at manipulating subordinates, but at motivating followers who invest themselves actively. Leaders must be skillful and credible. To be credible they must be authentic. Fennell (1996) states that the empowerment teachers sense through leaders' facilitating shared decision making in developing and implementing change processes in schools does a great deal toward successful implementation.

Denby (1995) closely echoes Evans as he identifies the barriers to change as personnel and training, structures, tradition, culture, perceived success, and leadership. Hanson (1996) states that a basic ingredient for the resistance to change must be the mobility aspirations of those who carry out the change. Whether or not they are upwardly mobile, indifferent, ambivalent or just ready for a new job can make a significant difference. Resistance is inevitable and the itinerant teacher as instructional leader must accept it as a normal part of the change process.

Opening Lines of Communication

Communication is the key to developing a collaborative culture in which continued learning can occur. Good communication enables people to work together. According to De Pree (1990):

Good communication is the way people can bridge the gaps formed by a growing company, stay in touch, build trust, ask for help, monitor performance, and share their vision. Communication clarifies the vision of participative ownership as a way of building relationships within and without the corporation". (p. 102)

Senge (1995), commenting on educators, stated, "We need to create an environment where they can continually reflect on what they are doing and learn more and more what it takes to work as teams" (p. 20). Gorton and Snowden (1993) speak of the need for good communication; "No leader can afford to limit communication behaviour to merely sending, monitoring and receiving messages. A leader must also actively seek facts, perceptions and ideas from other people" (p. 44). This type of communication allows for collaboration. De

Pree (1989) believes "good communication draws out of us an awareness of the meaning of working together" (p. 106).

There is a direct link between communication and culture. In fact, communication defines the culture and culture defines communication. It is a two-way street with one complimenting the other. Good, open communication involving sharing of beliefs, norms and values, flourishes within a collaborative culture, and a collaborative culture can be created through good communication. De Pree (1989) concurs: "At the root, communication and one of its forms, language, are commitments to a convention, a culture. Dishonest or careless communication tells us as much about the people involved as it does about anything else" (pp. 102-103). De Pree (1989) agrees that you only gain respect through good communication; personal, two-way open dialogue.

Upper administration at Green Bay School District recognized the importance of good communication. There was a need for something to bridge the communication gap that existed between District Office and teachers in the schools. Green Bay's answer was to employ itinerant teachers as instructional leaders, individuals to work closely with the real change agents—teachers. Improving the lines of communication within Green Bay District was necessary to ensure that a collaborative culture developed in which there "exuded a natural warmth in human relations" (Hargreaves, 1989, p. 20). Communication permeates the culture and defines its existence. Gorton and Snowden (1993) in reporting research findings by Blanch (1989), indicated that there are four core values that define school

culture: “1) cooperative community/parent relationships, 2) cooperative teacher relationships, 3) student needs, and 4) leaders as cultural transmitters” (p. 112). All four values hinge on effective communication and without it a collaborative culture cannot survive.

Communication as a two-way street has players at both ends working together. There was a need for open dialogue between teachers and the itinerant. There needed to be a paradigm shift at district level, one from bureaucratic rule to active participation. Senge (1990) stated that it is no longer possible for someone at the top to figure it all out, rather, “the old model, the top thinks and the local acts, must now give way to integrating thinking and acting at all levels” (p. 7). This meant collaboration involving communication had to exist during resource-based learning implementation. The itinerant teacher as instructional leader had to have good communication skills and be able to work closely with individual teachers. Green Bay District needed a culture change.

It would be unrealistic to expect the itinerant teacher to change the existing culture overnight. It takes time and commitment from all levels to execute change of this magnitude. Fullan (1991) stresses that effective change takes time, it can't be rushed. When it does, it becomes a quick-fix and very rarely lasts. However, the itinerant teacher as instructional leader should try to open the lines of communication by pursuing the matter. As an itinerant, this is the direction I took, one which proved to be very beneficial.

District personnel believed the best way to deal with a problem was to prevent it from occurring. At the outset the itinerant teacher needed to break the communication barrier.

Gorton and Snowden (1993) suggested that no leader could afford to wait passively. Rather, he or she must personally take the initiative to obtain feedback from teachers to secure an open line of communication. A lack of action on the part of the itinerant teacher would only help to strengthen the barriers to communication that already existed within schools. The task was to overcome these barriers. Gorton and Snowden (1993) offered good advice: "In order to overcome these barriers to communication, a leader must make continuous and persistent efforts to learn the attitudes and opinions of co-workers" (p. 45).

Senge (1995) stresses the importance of continuous action in defining a learning organization as, "an organization in which people at all levels are collectively, continually enhancing their capacity to create things they really want to create" (p. 20). The message for itinerant teachers is to be active in their pursuit, not passive. Initiate contact, open the lines of communication. In other words, create what you want—an effective change process.

Writers like Kanter (1979), writing far ahead of her time, told us that information was power and subordinates should be empowered with it if the organization wants to be more effective. Dubrin (1995) identifies collaboration and communication as key components between all members of an organization. Evans (1993) and Peel and Walker (1994) state that effective leaders are respectful listeners, strongly biased towards clear, open lines of communication and the sharing of information. Sergiovanni (1992) also stresses the importance of collaboration and communication to the change process in stating that transformational leaders are initiators who rely on communication.

Central to all these ideas is the need for communication, 'real communication', with the leader communicating the goals of the organization while actively listening to the membership. This is a strong message for itinerant teachers as instructional leaders responsible for initiating change processes, one which need not be taken lightly. Leaders here have to make a choice if organizational change is to occur. Senge (1990) states:

One of the paradoxes of leadership in learning organizations is that it is both collective and highly individual. Although the responsibilities of leadership are diffused among men and women throughout the organization, the responsibilities come only as a result of individual choice. (p. 360)

Suggestions for Success

Ultimately, as Connelly and Clandinin (1988) suggest, the responsibility of curriculum implementation rests in the hands of the teachers. However, when change is placed in the hands of the individual teacher, the process becomes rather complex. This reality governed the itinerant teacher and provided the foundation for implementation of resource-based learning in Green Bay School District. Fullan (1993) speaks to the complexity of change and poses an important question for itinerant teachers as instructional leaders:

Educational reform is by definition complex, non-linear, frequently arbitrary, and always highly political. It's rife with unpredictable shifts and fragmented initiatives. That's the nature of the beast. The fundamental question then becomes, "What kind of mind set is going to relate best to that reality?" (p. 1)

The success I experienced as an itinerant teacher for resource-based learning in Green

Bay School District can be attributed to the direction given to me by District Office personnel and the strategies I employed during the initial phase of implementation. My mandate was not prescriptive but rather, suggestive. I was given a general overview of the process and the rest was left to my own devices. I was to take resource-based learning into the schools and plant the seed for lasting change. There was no direction given as to how this might be accomplished—a tall order indeed. Lessons were learned and mistakes were made as I travelled from school to school working with many different individuals. However, it was this freedom to learn and adjust to different situations that led to successful implementation.

“You can’t mandate what matters” (Fullan, 1993, p. 1) was the first lesson learned on my journey through change. You can’t tell people what to do and expect it to be done properly. It may be done but not willingly and as soon as your back is turned the action ceases. Change cannot be mandated from the top. Lasting change requires commitment and a change in attitude. Fullan (1993) agrees that at the heart of change are the skills and know-how, the commitment, motivation, and the attitudes, all of which cannot be mandated, cannot be mobilized from the top.

Another lesson learned was, “Change is a journey, not a blueprint” (Fullan, 1993, p. 2). District Office personnel was wise to let the itinerant teacher choose the path to success. They had the foresight to see that one set path would not fit with the individuality of each school. Previously, I referred to my experience as a journey through change. I

remained open and often found myself changing along with the teachers I was ultimately trying to change. Change is too complex and unpredictable to be governed by a set plan of action. Fullan (1993) concurs: "Change is a journey through uncharted waters in a leaky boat with a mutinous crew" (p. 2). The itinerant must apply patches and find the path to success.

No change initiative is free of resistance. A third lesson, again stated by Fullan (1993) is "Problems are our friends" (p. 2). The reality is, you can't get anywhere without encountering problems. Conflict is all around us and unavoidable. The itinerant teacher must learn to deal with conflict and use it to his or her advantage. Fullan (1993) believes that if you're not encountering problems during the change process, nothing is being changed. The phrase, things are going too good to be true, applies to any change initiative. An itinerant teacher who ignores conflict is doomed to fail and is operating on false assumptions. Fullan (1993) calls this encounter with obstacles, "the implementation dip...And the dip is necessary - part of the route toward substantive change" (p. 2).

A fourth lesson is that, "Vision and strategic planning come later in the process, not at the beginning" (Fullan, 1993, p. 2). The Green Bay School District had a vision for resource-based learning implementation in its schools, however it was very general in nature. This vision did not speak to specifics of the change process and did not overshadow the work of the itinerant teacher. Each school, on an individual basis came to realize its vision for resource-based learning as teachers worked through the process and became committed to

the change initiative. Fullan (1993) agrees that "Vision is not a starting point. People need to get their hands dirty before they can articulate their vision, make it more focused, then use it as a guide" (p. 3). As an itinerant teacher, I helped schools create their own vision through a collaborative effort. Change came from within the schools, not from outside.

Another lesson learned along the way was, "Individualism and collectivism must have equal power" (Fullan, 1993, p. 3). Collaboration is indeed an important requirement for implementing change and without it there is a lack of shared vision. However, I quickly realized that the individual is equally important in the change process. Senge (1990) stresses that individuals must be free to explore their own assumptions and be able to hold these assumptions out in the open for discussion. I worked with teachers on an individual basis to ensure personal visions were realized and to eliminate what Hargreaves (1989) refers to as "groupthink" (p. 7). A teacher without personal vision often falls into the trap of agreeing with the group. There is no commitment or change of attitude on the part of the individual teacher when this occurs. The challenge for the itinerant teacher is "to build collaboration while protecting the value of individualism and getting in touch with your inner voice. This is the ability to develop personal visions so that you can then interact with others about shared visions, and still hold your own" (Fullan, 1993, p. 3).

The lessons learned are numerous and too many to mention in this paper. However, I must communicate one more which points to the human side of change: "Every person needs to be his or her own change agent" (Fullan, 1993, p. 4). The itinerant teacher must

always be aware of the individual and allow that person to discover his or her own ability to build personal visions and come to realize his or her own effectiveness in coping with change. The one-on-one contact I had with teachers in Green Bay provided the opportunity for this type of personal development.

Successful change, change that has a lasting effect, change that is real and internalized, is born out of good leadership and an implementation process flexible enough to undergo change itself. The itinerant teacher program in the Green Bay Integrated School District provided the opportunity for this type of leadership to flourish and offered an implementation process that was in tune with current thinking in educational change—the itinerant teacher as instructional leader, a recipe for success.

Conclusion

There are many 'do's' and 'don'ts' of the change process and instructional leaders involved in change must have certain characteristics and engage in certain behaviours. Fullan (1996) offers a list to his readers: a good leader must be willing to let go of control; be supportive of staff; be open and available; be a positive role model; be sensitive to staff morale and be able to listen to others. However, I offer no such prescriptive list as the final solution to successful leadership for change. Rather, I contend that a combination of

behaviours and characteristics are necessary for effective leadership and that such lists are offered as guides to the prospective change leader. However, I do believe that an instructional leader, in this Green Bay District's case the itinerant teacher, must recognize the importance of, and understand the impact of such factors as: climate and culture; staff characteristics both individually and collectively; collaboration; open communication; participant commitment; teacher empowerment and leader power in the change process. Denby (1995) agrees that, these elements of change can have positive or negative effects on the change process. He states:

Barriers to change in the secondary school have been well identified - personnel and training, structures, tradition, culture, perceived success, and leadership are all forces which can contribute to either inertia or innovation....change/growth/learning does not take place in a smooth, forward motion. It is sporadic and unpredictable; it sometimes seems impossible; it is fraught with anxiety and reward; it sometimes doubles back on itself, or simply collapses, and must be rebuilt; it consumes - and generates - tremendous energy. (p. 14)

The role of the instructional leader has become significantly more complex in recent years due to the tremendous amount of change occurring in schools. As Denby (1995) states, the change process itself is very complex. It is this complexity that speaks to the need for a school-based change process, one involving the use of itinerant teachers as instructional leaders, someone to work closely with the real change agents—individual teachers. Fullan (1996) agrees that by working in a reflective way on real paradoxes of change, instructional leaders can build a more insightful set of theories and develop a richer array of skills and effective practices. In conclusion, itinerant teachers “ought to be leaders of leaders”

(Brandt, 1992, p. 48), instructional leaders with the ability to “find opportunity where others might see only problems” (Dwyer, 1984).

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Appendices

Appendix A: Acknowledgements

Appendix B: Implementation: Leadership Roles and Responsibilities

Appendix C: Development Charts

Appendix D: Plans of Action

Appendix A

Acknowledgements in the Learning to Learn policy document.

Appendix B

Implementation: Leadership Roles and Responsibilities from Learning to Learn policy document

Implementation: Leadership Roles and Responsibilities

Resource-based Learning

An implementation plan is essential when resource-based learning has been accepted as a paradigm. There are questions with respect to who has what responsibility in the implementation process. This section is provided to assist in this process. It identifies some of the roles and responsibilities of stake-holders. Please note that this is not intended as a recipe, but rather as a guide. Key elements are identified so that the growth of resource-based learning can be supported through the school system, and can be implemented.

Summaries are provided throughout the section in table form.

Resource Based Learning: Roles and Responsibilities		
Department of Education	School Boards	Schools
<p>developing policy, guidelines, and standards for resource-based learning;</p> <p>encouraging and promoting the integration of learning strategies and skills into the curriculum;</p> <p>ensuring that all curriculum guides identify appropriate learning strategies and skills;</p> <p>providing consultative services and inservice to school boards on matters pertaining to resource based learning;</p> <p>assuming leadership in the provision of learning resources on a provincial or regional level;</p> <p>liaising with MUN Faculty of Education to ensure that courses in teacher education are consistent with the philosophy and programs of the schools;</p> <p>collaborating with other educational agencies in * endorsing resource-based learning as a direction for professional development;</p> <p>implementing terminology changes as necessary to maintain consistency with Department policies (e.g., learning resource teacher for school librarian).</p>	<p>providing written policies related to resource-based learning and which reflect the provincial policy and guidelines;</p> <p>developing and implementing learning resource services, consistent with Department of Education standards and guidelines, to facilitate resource-based learning;</p> <p>providing leadership in developing and implementing a learning skills plan as an integral component of the cooperative planning and teaching process;</p> <p>evaluating learning resource services periodically;</p> <p>providing related inservice and consultative services to schools.</p>	<p>implementing resource-based learning;</p> <p>developing a learning skills plan;</p> <p>ensuring that appropriate learning strategies and skills are taught, through cooperative planning and teaching;</p> <p>providing time for cooperative planning and teaching;</p> <p>ensuring that learning resource centres operate on a flexible schedule to ensure maximum access for teachers and students;</p> <p>ensuring that inservice needs in the area of resource-based learning are identified and met.</p>

Denominational Education Councils

The Denominational Education Councils are responsible for the religious education programs in our schools. They are, therefore, responsible for:

- developing religious education programs which incorporate resource-based learning;
- assisting in the identification of appropriate learning resources.

Collections: Roles and Responsibilities		
Department of Education	School Boards	Schools
<p>developing minimum standards for collections in both school and district resource centres;</p> <p>providing provincial assistance to help in the development of learning resource collections;</p> <p>identifying a basic collection which is essential to support the curriculum;</p> <p>supplementing school and district collections by maintaining a provincial collection of learning resources. *</p>	<p>developing, implementing, and reviewing written policies, guidelines and procedures for learning resource collection development;</p> <p>designating the Library Materials Grant for the development and maintenance of the collection;</p> <p>providing additional funding for collection development and maintenance;</p> <p>developing and maintaining district learning resource collections, or sharing the development of a regional resource center;</p> <p>providing assistance in the selection of resources through the learning resource coordinator and resource selection aids;</p> <p>ensuring the provision of a basic collection in all schools;</p> <p>developing evaluation procedures to ensure that collections are current to support the curriculum;</p> <p>providing leadership in the application of new technology systems, and procedures which will assist in the implementation of resource-based learning. This is especially important in very small districts.</p>	<p>ensuring that collection policies, guidelines and procedures are developed and implemented in accordance with those of the district;</p> <p>ensuring that all teachers are involved in the selection of learning resource material;</p> <p>ensuring that there is an effective collection development program within the school;</p> <p>ensuring that funds allocated for learning resources are used for their specified purpose as defined in the Department of Education regulations.</p>

*A provincial collection of learning resources normally consists of materials which are more economically provided at the provincial level. For example, materials which are best provided through the acquisition of provincial duplication rights and site licences.

Personnel: Roles and Responsibilities		
Department of Education	Schools Boards	Schools
<p>providing provincial guidelines and standards on the qualifications and role of learning resource personnel;</p> <p>providing consultative services to the various educational agencies.</p>	<p>recruiting, hiring, deploying, and evaluating district and school learning resource personnel;</p> <p>defining the roles of learning resource personnel in conformance with provincial guidelines;</p> <p>assisting schools in the provision and training of clerical staff for the learning resource centre.</p>	<p>deploying and utilizing learning resource personnel as per school board policy;</p> <p>communicating the role and responsibilities of the learning resource teacher;</p> <p>recruiting, training, and organizing volunteers to assist in the learning resource centre.</p>

Professional Development: Roles and Responsibilities		
Department of Education	School Boards	Schools
<p>investigating school based models of implementation and providing direction to school boards in their application;</p> <p>producing a series of video programs on resource-based learning;</p> <p>publishing a provincial document on resource-based learning;</p> <p>sponsoring professional development activities for provincial education consultants and school board program coordinators.</p>	<p>implementing professional development activities in the area of resource-based learning for all teaching personnel;</p> <p>providing inservice time and financial backing;</p> <p>ensuring that there is follow-up for professional development.</p>	<p>ensuring that all staff members participate in professional development;</p> <p>providing support and follow-up activities within the school.</p>

Facilities: Roles and Responsibilities		
Department of Education	School Boards	Schools
<p>developing provincial standards for learning resource centres e.g., space, furniture and equipment, etc. The standards will consider schools of varying size, grade combinations, and variations in programming;</p> <p>reviewing and revising, where necessary, the School Planning Manual in light of changing instructional requirements;</p> <p>researching alternative instructional space configurations which will facilitate the delivery of resource-based programs, developing economical models based on the research, and providing such information to school planners and architects;</p> <p>providing capital funding to the Denominational Education Councils, as financial resources permit, to assist in the provision and improvement of learning resource centres in schools.</p>	<p>establishing a district learning resource centre or sharing in the development of a regional centre;</p> <p>establishing learning resource centres according to provincial standards in existing schools where such facilities are non-existent;</p> <p>ensuring that all new schools have learning resource centres which conform to provincial standards;</p> <p>evaluating existing learning resource centres against provincial standards and implementing plans to improve centres where deficiencies are present.</p>	<p>ensuring that the learning resource centre is readily accessible to all students and teachers for activities appropriate to resource-based learning;</p> <p>maintaining the learning resource centre;</p> <p>communicating the needs and deficiencies of the learning resource centre to the school board.</p>

Denominational Education Councils

From grants provided by legislature of the Province, the Denominational Education Councils provide school boards with capital funds for new schools, for extensions and renovations to existing schools and for furniture and equipment. They are, therefore responsible, as financial resources permit, for:

assisting and encouraging the establishment of learning resource centres, in conformance with provincial standards, as part of all new schools;

assisting and encouraging the establishment or improvement of learning resource centres in conformance with provincial standards, in existing schools.

Funding: Roles and Responsibilities		
Department of Education	School Boards	Schools
<p>providing capital funding for learning resource facilities;</p> <p>providing financial assistance for the establishment and maintenance of learning resource collections at the school and district levels;</p> <p>financing the operation of provincial educational materials centre, production facilities and consultative services;</p> <p>co-sponsoring professional development activities and short courses for skills upgrading of learning resource personnel.</p>	<p>ensuring the proper application of allocated resource grants;</p> <p>budgeting for the allocation of general funding to resource-based learning;</p> <p>budgeting for the purchasing, cataloguing, and distribution of district resource materials;</p> <p>providing clerical assistance in the district and the school learning resource centres;</p> <p>sponsoring professional development activities and short courses for skills upgrading of learning resource personnel.</p>	<p>setting guidelines for expenditure of funds;</p> <p>budgeting for new materials, supplies, equipment.</p>

Appendix C

Development Charts from Learning to Learn policy document.

Development Charts

One of the most difficult tasks in implementing any proposed change is to visualize what is involved in moving along a continuum to the desired state. The development charts which follow are provided to assist in implementing the changes recommended in this document. One chart examines the implementation of district services, four charts examine different types of school situations. All five charts provide descriptions of three levels of implementation, Phase One being minimal implementation, Phase Three being full implementation.

Four components of district services are described: staffing, the collection, facilities, and support to schools. At Phase One, facilities may be "a storage area with shelves for resources". At Phase Two, the district has "a self-contained area with shelving, catalogues and circulation area". At Phase Three, there is a fully equipped district centre.

Different kinds of schools, ranging from large to small, were considered, as well as different types of staffing arrangements. The charts for schools include details for: a school with a learning resource centre and a full-time learning resource teacher, a school with a learning resource centre and a part-time learning resource teacher, a school with a learning resource centre but no learning resource teacher, and the small school with no learning resource teacher or centre. Three components are described for each situation: staffing, the collection, and facilities.

Using these charts, school board personnel, school administrators, teachers, and learning resource teachers can identify their current status, and plan for further successful implementation. It should be noted that some schools or districts may initially require a progression from their current position to initial minimum implementation levels described in Phase One. Further, schools and districts are not restricted to moving through all phases: It is quite acceptable to skip a phase if this meets the outlined criteria. Neither is it necessary to be at the same phase for all categories at the same time. Phases are guidelines in the development process, and variations in this continuum may occur as a result of the specific circumstances present in a school or district.

District Services for Resource-Based Learning			
	Phase One	Phase Two	Phase Three
Staffing	subject coordinator with some responsibility for learning resources.	part-time learning resources coordinator with some training in learning resources full-time clerk	full-time qualified learning resources coordinator full-time clerk full-time qualified technical assistant
Collection	resources selected by subject coordinators with no organized method of cataloguing or circulation	resources are catalogued circulation procedures are in place selection is coordinated	fully catalogued collection with on-line catalog selection based on selection policy and collection development plan well defined circulation procedures with automated circulation system
Facilities	storage area with shelves for resources	self-contained area with shelving, catalogs, and circulation area	provision of areas to accommodate: <ul style="list-style-type: none"> - administration - circulation - resource storage - displays - previewing - teacher productions - video productions - audio productions
Support to Schools	consultation provision of limited resources inservice	consultation district collection selection aids and assistance with selection inservice	consultation district collection selection policy and selection aids production assistance materials design coordination of equipment repair inservice

Learning Resource Centre: Full Time Learning Resource Teacher			
	Phase One	Phase Two	Phase Three
Staffing	<p>LRT (Learning Resource Teacher) responsible for managing, establishing circulation procedures, with cooperative planning a major role.</p> <p>Volunteer Support: annual, sporadic, no training</p> <p>Limited teacher involvement</p>	<p>Cooperative planning and teaching a predominant role, as is selection and other professional duties.</p> <p>Clerical assistance for routine tasks.</p> <p>Volunteer Support: continues year-to-year training program available</p> <p>Moderate teacher involvement</p>	<p>Allocation of LRTs meets or exceeds accepted standards.</p> <p>Cooperative planning and other professional duties predominant role of LRT.</p> <p>Library technician on full-time basis handles all routine circulation /housekeeping duties.</p> <p>Volunteer Support: continues year-to-year continuing training program</p> <p>Heavy teacher involvement</p>
Collection	<p>Selection responsibility of LRT with input from staff to develop relevant collection.</p> <p>A collection in a variety of formats, with resources in major areas of the curriculum.</p> <p>Centrally catalogued with standard procedures, materials received pre-processed, computerized when possible.</p> <p>A written circulation procedure.</p> <p>Movement towards school level collection development plan based on district and provincial guidelines.</p>	<p>Selection responsibility of LRT with increased input from staff to develop relevant collection.</p> <p>Expanded collection with an increased number of formats.</p> <p>Centrally catalogued with standard procedures, materials received pre-processed, computerized when possible.</p> <p>Expanded circulation procedures.</p> <p>Collection development plan at school level, based on district and provincial guidelines.</p>	<p>Overall selection responsibility of LRT with major input from staff to develop relevant collection.</p> <p>A well-rounded collection. All relevant formats - microform, computer based information, computer software.</p> <p>Centrally catalogued with standard procedures, materials received pre-processed, computerized when possible.</p> <p>Well-defined circulation procedures.</p> <p>Collection development plan at school level, based on district and provincial guidelines.</p>

Learning Resource Centre: Full Time Learning Resource Teacher (continued)			
	Phase One	Phase Two	Phase Three
Facilities	<p>A Learning Resource Centre is provided to accommodate at least one class of students. Area includes storage, shelving and circulation.</p>	<p>Facility meets provincial standard and includes the following:</p> <ul style="list-style-type: none"> - areas for individual and small group work/study, as well as large group - storage/shelving of resources and equipment - circulation of resources and equipment - viewing and listening areas - materials production - displays - learning resource centre administration has distinct area <p>Design elements of LRC to consider standards for:</p> <ul style="list-style-type: none"> - lighting - acoustics - furniture - size - accessibility - equipment - storage, retrieval, circulation areas. 	<p>Facility exceeds provincial standards.</p> <p>Particular emphasis on incorporating new technologies.</p> <p>Seminar rooms, multimedia viewing rooms, production facilities adjoining resource centre.</p>

Learning Resources Centre: Part-Time Learning Resource Teacher			
	Phase One	Phase Two	Phase Three
Staffing	<p>LRT responsible, on a part-time basis, for managing, establishing circulation procedures, with cooperative planning a major role.</p> <p>LRT provides housekeeping, circulation, selection, with limited cooperative planning and teaching.</p> <p>Volunteer support: annual, sporadic, no training</p> <p>Limited teacher involvement</p>	<p>LRT responsible for management, selection, etc., with cooperative planning and teaching a significant role.</p> <p>Circulation/housekeeping handled by volunteers and by other teachers.</p> <p>Volunteer support: continues year-to-year training program available</p> <p>Moderate teacher involvement</p>	<p>Cooperative planning, teaching, and selection becomes predominant roles.</p> <p>Full-time clerical assistance.</p> <p>Volunteer support: continues year-to-year continuing training program</p> <p>Heavy teacher involvement</p>
Collection	<p>Selection responsibility of LRT with input from staff to develop relevant collection.</p> <p>A collection in a variety of formats, with resources in major areas of the curriculum.</p> <p>Centrally catalogued with standard procedures, materials received pre-processed, computerized when possible.</p> <p>A written circulation procedure.</p> <p>Movement towards school level collection development plan based on district and provincial guidelines.</p>	<p>Selection responsibility of LRT with increased input from staff to develop relevant collection.</p> <p>Expanded collection with an increased number of formats.</p> <p>Centrally catalogued with standard procedures, materials received pre-processed, computerized when possible.</p> <p>Expanded circulation procedures.</p> <p>Collection development plan at school level, based on district and provincial guidelines.</p>	<p>Overall selection responsibility of LRT with major input from staff to develop relevant collection.</p> <p>A well-rounded collection. All relevant formats - microform, computer based information, computer software.</p> <p>Centrally catalogued with standard procedures, materials received pre-processed, computerized when possible.</p> <p>Well-defined circulation procedures.</p> <p>Collection development plan at school level, based on district and provincial guidelines.</p>

Learning Resource Centre: Part-Time Learning Resource Teacher (continued)			
	Phase One	Phase Two	Phase Three
Facilities	<p>A Learning Resource Centre is provided to accommodate at least one class of students. Area includes storage, shelving and circulation.</p>	<p>Facility meets provincial standard and includes the following:</p> <ul style="list-style-type: none"> - areas for individual and small group work/study, as well as large group - storage/shelving of resources and equipment - circulation of resources and equipment - viewing and listening areas - materials production - displays - learning resource centre administration has distinct area <p>Design elements of LRC to consider standards for:</p> <ul style="list-style-type: none"> - lighting - acoustics - furniture - size - accessibility - equipment - storage, retrieval and circulation areas. 	<p>Facility exceeds provincial standards.</p> <p>Particular emphasis on incorporating new technologies.</p> <p>Seminar rooms, multimedia viewing rooms, production facilities adjoining resource centre.</p>

Learning Resource Centre: No Learning Resource Teacher			
	Phase One	Phase Two	Phase Three
Staffing	<p>Team approach by entire staff, under the leadership of the principal and district personnel, to organize and circulate resources.</p> <p>Volunteer support.</p>	<p>Team approach by entire staff, under the leadership of the principal and district personnel, to organize and circulate resources.</p> <p>Teacher relieved of some classroom duties to perform basic clerical tasks.</p> <p>Volunteer support.</p> <p>Clerical assistance.</p>	<p>Team approach by entire staff, under the leadership of the principal and district personnel, to organize and circulate resources.</p> <p>Teacher with some training relieved of duties to become involved in cooperative planning and teaching.</p> <p>Volunteer support.</p> <p>Support from a library technician.</p>
Collection	<p>Entire staff participate in selection and acquisition through informal meetings and discussion.</p> <p>Access community resources.</p> <p>Resources catalogued.</p>	<p>Selection and acquisition by staff, in consultation with district personnel, through planned meetings and inservice time.</p> <p>Collection includes reference, nonfiction, fiction, periodicals, and nonprint materials.</p>	<p>Selection and acquisition by staff, in consultation with district personnel, through planned meetings and inservice time.</p> <p>Collection includes reference, nonfiction, fiction, periodicals, nonprint materials.</p>

Learning Resource Centre: No Learning Resource Teacher (continued)			
	Phase One	Phase Two	Phase Three
Facilities	A Learning Resource Centre is provided to accommodate at least one class of students. Area includes storage, shelving and circulation.	<p>Facility meets provincial standard and includes the following:</p> <ul style="list-style-type: none"> - areas for individual and small group work/study, as well as large group - storage/shelving of resources and equipment - circulation of resources and equipment - viewing and listening areas - materials production - displays - learning resource centre administration has distinct area <p>Design elements of LRC to consider standards for:</p> <ul style="list-style-type: none"> - lighting - acoustics - furniture - size - accessibility - equipment - storage, retrieval and circulation areas. 	<p>Facility exceeds provincial standards.</p> <p>Particular emphasis on incorporating new technologies.</p> <p>Seminar rooms, multimedia viewing rooms, production facilities adjoining resource centre.</p>

Small School: No Learning Resource Centre or Learning Resource Teacher			
	Phase One	Phase Two	Phase Three
Staffing	<p>Team approach by entire staff, under the leadership of the principal and district personnel, to organize and circulate resources.</p> <p>Volunteer support.</p>	<p>Team approach by entire staff, under the leadership of the principal and district personnel, to organize and circulate resources.</p> <p>Teacher relieved of some classroom duties to perform basic clerical tasks.</p> <p>Volunteer support.</p>	<p>Team approach by entire staff, under the leadership of the principal and district personnel, to organize and circulate resources.</p> <p>Teacher with some training relieved of duties to become involved in cooperative program planning and teaching.</p> <p>Clerical assistance.</p> <p>Volunteer support.</p>
Collection	<p>Class collections, with no coordinated effort to select and centralize materials.</p> <p>A list of resources kept and circulated by administration or designate.</p>	<p>Selection and acquisition by staff, in consultation with district personnel, through planned meetings and inservice time.</p> <p>Resource catalogue established for print materials.</p> <p>Basic reference and print materials.</p>	<p>Selection and acquisition by staff, in consultation with district personnel, through planned meetings and inservice time.</p> <p>All resources catalogued.</p> <p>Collection includes reference nonfiction, fiction, periodicals, and nonprint materials.</p>
Facilities	<p>An area of a classroom or areas in each classroom contain shelves for resource storage.</p>	<p>Part or all of a multi-purpose room may serve as a centralized area for the collection, with provision for resource-based learning (may not apply to one-room schools).</p>	<p>A specific room is dedicated for storage and circulation of resources, with provision for resource-based learning (may not apply to one-room schools).</p>

Appendix D

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Plans of Action from Learning to Learn policy document.

Models for Resource-based Learning

In order for students to become independent, discriminating learners they must use, think about and evaluate the learning process. Resource-based learning models can be used to integrate learning strategies and skills into curriculum activities. These strategies and skills permeate all subject areas and are the responsibility of all teachers.

The SUCCEED Model for Independent Learning

Several models (Alberta Education; Kuhlthau; Marland; Strippling and Pitts) have been developed to identify and define the necessary strategies which enable students to become independent learners. One example, The SUCCEED Model for Independent Learning on the following page, is based on research steps defined in *Information Skills in the Secondary Curriculum* (Marland, (ed.), 1981); This model clearly delineates the strategies used in the learning process and the skills required to employ them.

The teacher must guide and direct student progression through the stages, continuously encouraging the student to reflect on and review each preceding stage. The lists of skills required and process questions are not intended to be complete and comprehensive and should be used only as a guide in the development of a school's learning skills plan.

Underlying the SUCCEED Model is a school-based learning skills plan which, stressing the intellectual accessing skills generic to the curriculum, acts as a foundation to this process.

SUCCEED Model for Independent Learning			
	Stages	Skills Required	Process Questions
S	Select and focus topic and information needs.	Analyze broad topic. Narrow (focus) topic. Formulate research questions and objectives. Identify key terminology. Define terms and relationships. Reflect on the topic (review process).	What is my topic? What do I need to know about it? Who will see or use this information? How much detail is needed?
U	Uncover potential sources of information. Learn how to access them.	Identify information sources. Determine availability of resources. Locate resources. Review process.	Where can I find the information I need? How can I get to it? How is the information organized?
C	Collect, examine, and select suitable resources.	Choose resources. Examine resources. Select/reject resources. Review process.	Which are the best resources for me?
C	Compile relevant information from selected sources.	Choose relevant information. Organize information. Make outline; take notes; paraphrase; compile bibliography. Review process.	What information answers my research questions? How shall I organize and record this information?
E	Evaluate, interpret, * analyze, and synthesize the information.	Review information. Interpret information. Draw conclusions. Review process.	What does this information mean? Does this apply to my topic? What conclusions can I draw from this information? Do I have all the information I need?
E	Establish and prepare an appropriate format and present the information.	Choose appropriate format. Write/create/produce. Edit/revise. Present information. Review process.	How should I present the information? What formats can I use? Who is my audience? Does the format I have chosen clearly and accurately present the information?
D	Determine the effectiveness of the whole process.	Evaluate product. Evaluate strategies and skills used. Review process.	Have I attained my objectives? What have I accomplished? How can I improve?

The EFFECTIVE Model for Planning Resource-based Learning

Careful planning is fundamental to successful resource-based learning, for both short-term activities and long-term integrated themes. Time constraints and the scheduling of resources, personnel, and space dictate well-organized, advanced planning through all phases of the learning experience. To facilitate systematic planning, the EFFECTIVE Model for Planning Resource-based Learning has been adapted from current instructional development models, specifically from Teaching and Media (Gerlach and Ely) and Instructional Media (Heinrich, Melinda, and Russell).

EFFECTIVE Model for Planning Resource-Based Learning	
E	Establish general goals and objectives from curriculum guides.
F	Focus on learners to determine their prior knowledge and skills.
F	Formulate specific objectives for the resource-based learning experience.
E	Establish instructional strategies, techniques, and learning activities.
C	Choose learning resources and locations.
T	Timetable access to resources, facilities, and personnel.
I	Implement the plan.
V	Verify that learning is occurring.
E	Evaluate student achievement and the instructional process.

Cooperative Model for Planning and Teaching

Resource-based learning can occur in a single classroom and be organized and guided by a single teacher. However, to ensure that learning strategies and skills are integrated systematically into the curriculum, all those involved in planning learning experiences at the school level can benefit by working together. In schools with access to a learning resource teacher, classroom teachers can work with this individual to plan, develop, implement, and evaluate resource-based learning experiences.

This flexible process allows the teacher to structure units of study around the educational needs of individual students. Learning experiences are designed using a variety of resources and locations, taking into consideration the different learning styles and needs of the students.

The learning resource teacher can contribute to all phases of the process both as a teacher and a facilitator. Together, the classroom teacher and learning resource teacher will:

- determine the learning strategies and skills to be included in a unit;
- select appropriate resources;
- set up learning experiences to meet the objectives of the unit;
- guide and monitor student progress through the learning experience;
- evaluate student achievement of learning skills;
- evaluate the effectiveness of the resources and activities used.

Resource-based learning focuses on the student and learning. Ideally, teachers will work together to plan and implement learning experiences. Skills required for independent learning will be taught as an integral part of the curriculum. Where there are learning resource teachers, they will work cooperatively with other teachers to ensure the coordination and teaching of the learning strategies and skills.



