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# Curriculum implementation and the role of the principal : a study of the elementary schools in one district of Boston.

Karen Pick

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CURRICULUM IMPLEMENTATION AND THE ROLE OF THE PRINCIPAL:  
A STUDY OF THE ELEMENTARY SCHOOLS  
IN ONE DISTRICT OF BOSTON

A Dissertation Presented

By

KAREN PICK

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

DOCTOR OF EDUCATION

February 1980

Education



Karen Pick  
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1980

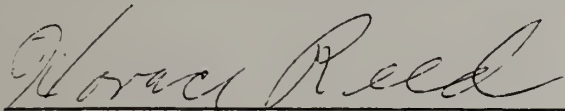
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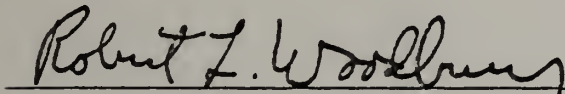
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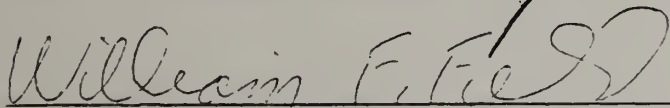
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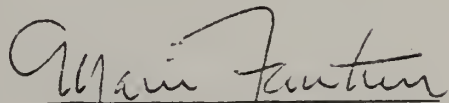
Horace Reed, Chairperson



Robert Woodbury, Member



William Field, Member



Mario Fantini, Dean  
School of Education

To my Mother and Father  
with love, respect, and appreciation

There is for each of us. . . [a] need to find one solid core of concrete action and specific dedication, in just one neighborhood, or in one city, with one group of children and one group of allies and one set of loyalties, and with one deep, deep dream of love and transformation. This is the challenge that I know my co-workers and I will face within the years ahead.

(Kozol, 1975)

## ABSTRACT

The Role of the Principal in Curriculum Implementation:  
A Study of the Elementary Schools in One District of Boston  
(February 1980)

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Directed by: Dr. Horace Reed

This study was designed to examine the current status of curriculum implementation in the elementary schools of District 7 of the Boston Public School System. The investigation involved the principals and regular classroom teachers responsible for the education of children in grades one through five of the nine district elementary schools.

The purposes of the study were: to determine the degree to which principals in the sample were perceived as fulfilling the ideal role in instructional leadership as described in the literature of the education profession, to explore possible explanations for any discrepancies between the ideal and actual roles, and to make recommendations for reducing the discrepancies that exist.

A questionnaire survey was constructed to address these issues. Specifically, the questionnaire focused on six main ideal performance objectives for accountable curriculum



implementation. These included: Staff selection and allocation, Orientation of new teachers, In-service teacher education, The establishment and coordination of curriculum objectives, Materials and content selection, and Evaluation.

Principals and teachers both were asked the extent to which they perceived that these aspects of curriculum implementation were consciously being addressed in District 7 and the extent to which they considered that it should be a principal's role to oversee these tasks. Certain questions were addressed to principals alone regarding their perceptions of central administration expectations, support, and evaluation of principals in these six performance categories.

The findings of the study were based on the data obtained from the Curriculum Implementation Questionnaire. Of a possible 91 responses, 64 questionnaires were returned, among them those of seven principals and 57 teachers. Data was also derived from school-system primary source material such as superintendent's circulars, job outlines, and program descriptions.

The study has shown that both teachers and principals perceive a need for improvement in the overall curriculum implementation process currently operative in their schools. In the case of Staff selection and Evaluation, both groups demonstrated the belief that a wide gap exists between

current reality and the ideal. In the case of Teacher orientation, Teacher in-service, and The establishment and coordination of curriculum objectives, a significant gap between the real and the ideal has been perceived by teachers, but not by principals. This discrepancy suggests a lack of communication between teachers and principals and an absence of articulated programs regarding these aspects of the curriculum process. Both groups indicated a preference for a continued moderate involvement on the part of the principal in the matter of Materials and content selection.

The data also indicated that principals are not being provided by the central administration with well-defined job specifications relative to curriculum implementation or with sufficient support services in the form of orientation, in-service, evaluation, and follow-up necessary to achieve effective programming in the individual classrooms and across grade lines in their schools.

The author contends that to bridge the gap between the real and the ideal will necessitate certain changes in priorities and practices of the central administration regarding the role of the principal in curriculum leadership. Criteria are needed for principal selection, job specifications, and performance objectives consistent with the goals of curriculum leadership. Support services designed to free the

principal from managerial tasks and provide skills and supervision required to implement these goals need to be established. Evaluation procedures that hold principals accountable for goal achievement need to be instituted. If principals are to be effective implementers, then the present staff selection, teacher orientation, in-service, and evaluation procedures need to undergo some reexamination and redefinition as well.

In recent years, schools have been subject to a host of pressures and outside influences. The role of the principal has taken on additional dimensions to keep up with the changes in organizational demands. It is time that the process of curriculum implementation and the leadership role of the principal receive the priority attention they deserve.

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Jeff, whose struggle and sweat is still someplace on the pages of the original questionnaire.

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# C H A P T E R     I

## INTRODUCTION

### Rationale and Significance of the Study

Daniel Fader (1971) has said, "If language is the clothing of life, no child should be sent naked into the world." It might be said that education itself is the clothing of life (language, indeed, being one aspect of it) and that every child has a right to be adequately clothed. Not only must the clothing be appropriate to combat the elements and the vicissitudes of life, but size, style, and texture must be accommodated as the child grows.

If it is the child's right to be educated, then it is certainly the responsibility of the school to provide the education that will prepare him to deal with the demands of life and to contribute meaningfully to the world around him. It is not enough to provide a partial wardrobe. One shoe will not help him on a long walk and a shirt without buttons will not protect him against the cold.

This author believes that educators too often send children through school and into adult life only partially clothed. It is not so much by intention or design that

teachers send children on unprepared, but frequently because there has been no design to ensure that a full wardrobe has been provided.

If a child is entitled to an education, then he also has the right to expect that a design exists to ensure that he gets what is rightfully his--not part of it, but all of it.

\* \* \* \*

An education encompasses a wide range of experiences. In a school, these experiences are transmitted by means of the curriculum.

Curriculum may be defined as the selection, arrangement, coordination, and delivery of learning experiences. It has been described as "the set of learnings and experiences for children planned by schools to attain the aims of education." Included in the term are concepts, skills, processes for valuing and decision-making, mental processes, and aesthetic experiences (Lavatelli, Moore, Kaltsounis, 1972, p. 1-2).

According to Ragan and Shepherd (1977), curriculum is,

. . . that which includes all experiences of children for which the school accepts responsibility. This definition encompasses the course offerings; the documents which express the curriculum; the instructional processes which transmit, transpose, and translate the documents of curriculum; and especially the interactions and experiences of individuals. (p. 192)

Over the years, basic skills, or core subjects, such as reading, language arts, math, and social studies received diminishing attention in many schools as increased time and effort were expended in humanizing the curriculum. The emergent emphasis on the worth of the individual child and the importance of meeting the needs of each child was an invaluable contribution of the humanistic movement to the education of children. Unfortunately, as more time was devoted to process rather than content, many educators lost sight of the basics and competency in skills was sacrificed. It was only a matter of time before this deficit became apparent.

Declining college board scores and the rising illiteracy among high school graduates have been interpreted by many to be the result of the neglect of basic skills study. Recent emphasis has been placed on competency testing as a means of determining whether or not a child has received adequate preparation in school. As Paul Parks has pointed out, the danger inherent in testing of this kind is that it unfairly puts the total burden on the student.

How can competency be evaluated unless it is based on some prior objectives that are acknowledged, understood, supported, and implemented by educators? Too often in education, the surface aspects of a problem rather than its symptoms receive the attention. Competency testing would appear to be one such case. Applying a band-aid to the end result of 12

years of schooling is not going to eliminate the causes contributing to the problem of children being inadequately prepared.

Surely, there are many committed and dedicated educators serving children in schools. Then how is it possible for so many children to proceed through 12 years of school and complete their educations without acquiring the fundamental skills? Where is the process falling down? Who is responsible? And how can positive change be effected?

A number of issues related to the nature of curriculum and curriculum practices might be considered in an effort to address these questions. For example, there are issues of how curriculum policy is formulated, who determines curriculum content, how children's learning styles affect curriculum, how teaching styles and teaching environments affect curriculum, and how the content of teacher and administrative training programs affects curriculum.

There are also social issues which influence the delivery of programs. In recent years, the need to accommodate federal mandates for school desegregation has placed particularly pressing demands upon urban school systems. In Boston and similar cities, efforts to comply with these demands have resulted in the upheaval of familiar structures and the dislocation of students, faculties, and administrators. Any discussion of curriculum implementation must acknowledge the

significance of such social issues and their impact upon the educational process.

It is, however, the issue of curriculum implementation and the role of the principal that will be the focus of this dissertation. Specifically, the ideal role of the principal will be addressed and the actual performance of principals in one urban school district will be examined in light of this ideal. Existing discrepancies between the two and the explanations for these discrepancies will be explored.

\* \* \* \*

There are many long-held assumptions about what a principal should do to be a leader in curriculum implementation and what competencies he should have at his command. Perhaps it is time to consider these carefully. It is commonly assumed, for example, that principals:

1. Are familiar with the objectives for each grade level represented in their school.
2. Are prepared to direct the development and implementation of program objectives for each grade level in their school.
3. Are prepared to coordinate and integrate a school-wide educational program across grade lines.

It is also assumed that with this familiarity and preparation, principals are then in the position to see that:



1. Teachers are provided with instruction in the curriculum objectives of their given school and school system.

2. Teachers in one grade are informed about the educational objectives being implemented in the preceding and succeeding grades and guided to coordinate and integrate their program with these objectives.

It is assumed that principals work together with teachers to:

1. Determine educational goals for their school.
2. Determine methods and programs to accomplish educational goals for their school.
3. Select and develop materials and texts to help fulfill certain commonly understood objectives for their school.
4. Plan, assess, and modify curriculum objectives and strategies in an ongoing, collaborative interaction.

Finally, it is assumed that a specific process exists whereby principals hold teachers accountable for meeting specific curriculum objectives for their given grades.

A principal's performance in curriculum implementation may, indeed, be affected by external factors and these, too, bear consideration. We assume, for instance, that:

1. Teachers receive adequate teacher training to prepare them to fulfill the educational objectives for the children they teach.

2. Principals have the appropriate academic training and field experience to prepare them to become instructional leaders.

3. A principal's job description specifies curriculum implementation as a major responsibility.

4. Principals receive specific instruction in the curriculum policies and objectives of their school system.

5. A specific process exists whereby principals are held accountable to their superiors for meeting specific curriculum objectives for their given schools.

But are these many assumptions sound? Do principals command the competencies for leadership in curriculum implementation? Experience as an elementary school teacher in the Boston Public Schools over a period of 10 years has raised serious doubts for this writer.

Principals in Boston frequently begin a school year with a large turnover in teaching staff, absence of supplies, a deluge of paper work and an assortment of other deterrents to the educational process. These problems allow little opportunity to provide guidance or support for either new or established teachers. Little administrative in-service training is provided and, what little there is, puts limited if any emphasis on curriculum implementation. A three-day summer workshop for Boston administrators given in the summer

of 1978 illustrates this point. The agenda included issues of safety, discipline, transportation, admission and discharge policies; but no mention, whatever, was made of curriculum. In-service days for teachers are infrequent and curriculum is simply not a standard agenda item. If principals have the appropriate background to develop and implement accountable educational programs for their schools, little evidence is seen of it.

In the absence of leadership from principals, teachers often find themselves beginning their teaching careers in Boston with little or no orientation to the system's and/or school's educational philosophy and curriculum objectives. They frequently find themselves in classrooms with a shortage of materials, or they may even find themselves faced with teaching grades for which they have had no appropriate training or experience. If principals provide teachers with curriculum guides, there is generally no orientation in the use of these guides. Nor do they provide sufficient information about the availability of educational materials, services, and resources. There is little or no time allotted and few, if any, opportunities present themselves for the interchange of ideas or for the coordination of curriculum activities among staff members.

The experience of one Boston public elementary school will serve as an example. On opening day, September 6, 1978,

this school found itself with a new principal, assistant principal, and six new teachers out of a total faculty of 16. The principal received her assignment three days before the opening of school and had no in-depth orientation of any kind. The assistant principal arrived on the second day of school, also without prior orientation. The new teachers appeared the day before the school's opening without prior knowledge of grade placement. In fact, some were assigned by central administration to grade placements for which they had no prior training, and, consequently, arrived with no relevant materials and experience of their own to draw upon. The principal was in no position to provide effective leadership. Teachers were confronted with a shortage of supplies and had no time to familiarize themselves with other materials, resources, or services that might be available to them. They received no Boston Curriculum Guides (due to the fact that they are no longer in print and, therefore, difficult to obtain) and were given no orientation to the educational objectives for their school. On the opening day, when children walked into the school, the teachers were totally unprepared to offer them a unified and accountable program. Unfortunately, this is not an isolated situation.

It is not surprising that the lack of educational leadership exhibited on the part of principals in the curriculum area results in the absence of common understandings about

goals and expectations (to say nothing about strategies) even among teachers teaching the same grade in the same school. It appears that children are taught by happenstance and the inspiration of individual teachers rather than in accordance with some overall design.

Lack of or limited communication or interaction among principals and their teaching staffs--regarding curriculum policies, instruction, and change--may not only result in confusion, but in diminished motivation, resentment, and alienation on the part of the teachers. On occasion, when a new program is introduced into the system, it is installed rather than absorbed. Teachers are faced with implementing a program for which they have had no initiation or preparation and in which they have no investment. Ultimately, children are subjected to a divisive rather than a unified and integrated educational program.

In the absence of direction from the principal, teachers often do not know what is expected of them in terms of the objectives for their given grade level or for integrating their curriculum across grade lines. The remark of a third grade teacher to a fourth grade teacher illustrates this. "We ought to get together sometime so I can get an idea of what you expect my class to know when they reach you next year." It is significant that a conversation of this kind takes place because it indicates an awareness and need on

the part of the teachers to realize certain goals and achieve certain standards. The very fact that such a conversation takes place at all, however, is symptomatic of a serious lack in the overall process of curriculum implementation.

Dewey, in Experience and Education (1938), has said that "the educative process can be identified with growth when that is understood in terms of the active participle, growing" (p. 36). Growing, he says, exemplifies the "principle of continuity" (p. 35). It is "orderly and dynamic" (p. 11). It is experience "linked cumulatively" with a view to fruitful and creative experience in the future (p. 26). There is, he says, "a decided difference between using. . . [improvisation] in the development of a continuing line of activity and trusting to. . . [it] to provide the chief material for learning" (p. 79).

A systematic approach to the selection, arrangement, and implementation of ideas and information, methods and materials, is required if education is "to be a reality and not a name or slogan" (p. 91). Given Dewey's position, it would appear that an ordered, but not rigid, approach to curriculum implementation under the direction of the principal would ensure a more unified educational program for children, and that redundancy and omission both could be avoided in the process. Certainly, there can be no real accountability for program outcomes if there is no definition of and

implementation strategy for program objectives.

To return to the analogy cited earlier, if education is the clothing of life and children are to go into the world fully clothed, then it should be safe to expect that their education be guided by some overall design with well-defined goals and objectives. Principals should be in the position to support and guide such a design, and teachers should be held accountable for its implementation. Curriculum implementation is too important to the education of children to be neglected or left to whim. It is time for administrators to reorder their priorities and to place curriculum implementation in its proper perspective. It is time for teachers to expect support and guidance from their leadership. Together, administrators and teachers should be able to develop and implement a unified and accountable educational program for children.

### Purpose

The purpose of this study is threefold.

1. One purpose of this study is to describe the ideal role of the principal in curriculum implementation as seen in the literature of the education profession.
2. The second purpose of this study is to examine curriculum implementation in District 7 of the Boston Public

Elementary Schools. The more specific objective is to determine the actual role of principals, that is, the degree to which principals in the sample are fulfilling the ideal role as described by the education profession.

3. The third purpose is to identify any discrepancies between the ideal and the actual roles; to explore possible explanations for these discrepancies; and to make recommendations for reducing the discrepancies that exist.

#### Questions to Explore

1. Are there any discrepancies between the ideal and the actual role of the principal in District 7 of the Boston Public Elementary Schools? If so, what are they as perceived by teachers? As perceived by principals?

2. What are some of the possible reasons for the existence of these discrepancies?

3. What are some potentially useful recommendations to reduce any existing discrepancies?

#### Delimitations of the Study

The limits of this study may be defined in at least three ways: (a) by the population studied, (b) the aspect



of curriculum being investigated, and (c) the methodology employed.

### Population.

This study is limited to the educators of one school district, i.e., to elementary teachers and principals within the district. As such, this population may have characteristics not present in other public school districts inside or outside of Boston. Conclusions drawn may, therefore, be limited by the characteristics of the group investigated.

Also, there are a number of participants in the curriculum process that may be conspicuous by their absence among the population studied. Although teacher training institutions, textbook publishers, school boards, and other agencies and institutions do influence curriculum decision-making, their roles, responsibilities, and impact will be examined only indirectly. And, although children and parents are most directly and immediately a part of the curriculum implementation process, they will be absent from the population investigated as well. For the purpose of this study, only principals and the regular classroom teachers directly accountable for the process of curriculum implementation and curriculum integration within the school will be subject to investigation. No effort will be made to assess

the relative importance of the other aspects of the principal's job responsibilities.

### Curriculum Implementation.

For the purpose of this study, only curriculum implementation strategies and applications will be investigated. Specific curriculum content, curriculum evaluation, teaching environments, teaching styles, the learning styles of children, and teacher-principal relations that have an impact on curriculum will not fall within the range of this investigation.

### Methodology.

Use of a questionnaire has been called by Borg and Gall (1971) "the technique of choice when factual, unambiguous information is to be collected" (p. 213). In an effort to reach a broad population and receive a wide range of information by way of a questionnaire, it is possible that a certain amount of depth may be sacrificed.

Lack of response, which is frequently considered to be a drawback to the questionnaire survey, does not pose a problem in this study. A letter of endorsement from the District Superintendent, a personal explanation to principals, and delivery and collection of questionnaires through the district office helped to assure a sizable return.

The primary source material examined pertains only to the Boston Public School System. It is not the function of this study to draw comparisons with the policies, curriculum guides, and job descriptions of other school systems.

## C H A P T E R      I I

### REVIEW OF THE LITERATURE

The review of the literature is intended to explore studies that deal with the central purposes of this investigation and to cover the concerns outlined below. The purposes of this search and the motivating concerns are:

#### I. Curriculum Implementation Background.

A. To gain information, specifically, on the past and present influences upon curriculum implementation and the importance of a careful strategy for and responsible leadership in the curriculum process.

#### II. Identification of Performance Objectives for Elementary Principals for Accountable Curriculum Implementation.

A. To gain information about what the education profession accepts as the dimensions of the curriculum process and the ideal role of the principal in the process. Specifically, this includes six performance objectives:

1. Staff selection and personnel functions;
2. Orientation of new teachers;
3. In-service training;
4. The establishment and coordination of curriculum objectives;

5. Provision of materials and resources;
6. Program evaluation.

B. To gain information on reasons why principals may not be performing the ideal role.

C. To gain information on ideas and approaches for how the real and ideal roles might be brought into closer alliance.

### Curriculum Implementation Background

Our society has been subject to a multitude of pressures and changes in recent years. The technological, space, biological, and communications revolutions have accelerated the rate of change and contributed to the obsolescence of familiar institutions.

Changes in society have created the need for reform in education. Political and social pressures have come to bear on curriculum. Cold war politics, the civil rights movement with its resultant Supreme Court decisions and impact on school desegregation, the war on poverty, and urban blight reflected in crime, decayed housing, over-population, unemployment, and inadequate health care have all placed demands on schools to adapt curricula to current needs.

The post-Sputnik era propelled us into a period of discontent and mounting criticism of our educational system. Kohl, Kozol, Schrag, Hentoff, Holt, Herndon, Reismann, Silberman, Greene and Ryan, Kvaraceus, Clark, and a host of other educators and psychologists presented corroborating evidence of the self-defeating and destructive nature of the educational system and of the damage that schools were perpetrating against the children they existed to serve. Increasingly, demands were made for more relevant and reality-oriented programs. University critics demanded programs that would result in more and better trained scientists and mathematicians. Whatever the impetus, there was a sense of urgency for immediate change. As a result, a rash of changes began to descend upon school personnel.

There have been a great many influences upon the change process. National agencies and grants, state commissions' standards and policies, local board regulations, individual community and school expectations and policies, university training, curriculum projects and partnerships, textbook publishers, and private educational development corporations have all exerted considerable influence upon the curriculum decision-making process with the resultant confusion as to who controls the decision-making. In a study cited by Phillips and Hawthorne (1978) entitled "Political Dimensions of Curriculum Decision Making," 175 teachers and

administrators in Northeast Ohio were asked "whom they perceived as being involved and to what extent in selecting and organizing objectives, selecting textbooks, selecting and organizing content, and similar curriculum decisions" (p. 365). The findings: Curriculum is influenced by many organizations at many levels, but no one controls the decision-making process.

The pressure for change has resulted in a period of activity and innovation in education that has produced criticism of another sort. Martin Mayer (1964) has said that "What passes for educational reform in many places is a set of spasm reactions" (p. 626). Faber and Shearron (1970) have raised these questions: "Schools are moving, but moving where? Schools are changing, but changing to what? How many changes now being made have a sound philosophical basis?" (p. 14). They contend that "Change does not necessarily mean something good or an improvement in an existing program" (p. 7).

Sand and Myers (1967) speak of the need to make reforms in curriculum and instruction more systematic and comprehensive.

. . . there is a growing army of persons who have made change and innovation the sacred cow and they generally do not understand that a strategy for change follows the careful development of objectives. (p. 58)

Sarason (1971) suggests that the attempt to introduce change makes two assumptions--"the change is desirable according to some set of values, and the intended outcomes are clear" (p. 62). But, he also points out a high frequency of failure in the processes of innovative change. He criticizes educators for reacting rather than acting. "Books get changed, new and more specialists are brought in, specialized programs and curricula are added, new and more meetings (between students and teachers, teachers and parents) are institutionalized" (p. 109). Our basic conceptions are not changed in the process.

He uses the example of the failure of the New Math to achieve its intended outcomes. The stimulus for change came from university people rather than from the school culture itself. Little attention was given to the culture of the institution in which the change was scheduled to occur, to the social and psychological implications, and to its acceptability by the participants. Change was expected to happen independent of these factors. The lack of investment in the process by school personnel developed into resistance and hostility. Lack of commitment to the goals resulted in the mere substitution of one curriculum for another.

\* \* \* \*

A careful strategy for the implementation of curriculum is important in order to prevent curricular changes from



developing as the result of reactionary pressure and to ensure the realization of sound educational programs.

To make reforms in curriculum and instruction systematic and comprehensive, several critical areas require attention, according to Sand and Myers (1967).

1. There should be increased emphasis on *philosophy* as the common denominator of all programs and activities.
2. There should be *objectives* consistent with philosophy.
3. There should be recognition that a *strategy* for change logically and morally follows the objectives.
4. There should be an *overall design* that includes all of the components and their relationships. (p. 55)

Implementation requires a carefully thought-out design for launching an appropriate program and for skillful leadership in instituting and guiding it.

Goodlad (1978) claims that school principals have allowed the wrong things to dominate their thinking and their time. The school principal cannot personally manage the total range of personnel, the budget, public relations, curriculum development, instruction, etc., and do them equal justice. Faber and Shearron (1970) call upon administrators to rise above their technical-managerial roles to become educational statesmen and institutional leaders, and play responsible roles in policy development and implementation. Goodlad believes that educational leadership will depend on whether principals can move beyond crisis management and

become educational leaders again and not just managers. All principals are administrators, but not all administrators are leaders. Leadership has been described as,

. . . any effort to shape the behavior of individuals or groups within an organization in such a way that the organization will benefit or its purposes will be better fulfilled. (Faber & Shearron, 1970, p. 309)

If, as Goodlad (1978) contends, the main work of the principal for which he will be held accountable is "to maintain, justify, and articulate sound, comprehensive programs of instruction for children and youth" (p. 326), then it is incumbent upon the principal to delegate responsibility for the managerial tasks and devote himself to developing his role as instructional leader. A curriculum leader has been described by Hollis Caswell (1938) as follows:

He must be in a position administratively to work with all groups affecting instruction. He must work cooperatively, depending upon the modification of viewpoints as a means of progress and thus must be in a position to lead in the development of an in-service educational program for workers in the school system. He must be in a position to coordinate supervision and to relate to the evolving program. He must have opportunity to bring the findings of guidance workers to bear on the revision of the curriculum. (p. 249)

Rational curriculum planning requires not only guiding conceptions, but also a leader capable of giving guidance and delivering results. The person in the best strategic position to provide this guidance and realize the requirements for curriculum leadership is the school principal. But is the principal prepared to take on the task of leadership?

\* \* \* \*

The role of principal has changed in recent years. The principal has been called upon to shoulder increased responsibility as the process of educating children has become more complex. The school organization itself has expanded. What was once a fairly straightforward operation including teachers, students, the custodian, and the principal has grown to include an assortment of specialists and helpers such as guidance people, librarians, cooks, and secretaries. The demands upon the principal have increased as the demands upon the educational system have increased.

It is one thing for a principal to understand that his primary function as an administrator is to facilitate the educational program of his school. It is quite another matter when duties only peripherally related to his main function make increased inroads on his time and energy.

The Southern States Cooperative Program in Educational Administration (1965) outlined the tasks of today's principal as follows:

1. Instruction and curriculum development;
2. Pupil personnel;
3. Community-school leadership;
4. Staff personnel;
5. School plant;

6. Organization and structure;
7. School finance and business management;
8. Transportation.

Given this wide range of demands, it is easy for principals to lose sight of or give insufficient attention to the functions that should take priority.

Sarason (1971) proposes that change in the quality of life in the school depends primarily on the principal and that efforts to change any of the aspects of the classroom that do not deal directly with the problem of change in the principal are unlikely to be other than minimally successful. However, before the principal is equipped to take on leadership tasks effectively, his role will have to undergo some careful redefinition; and he will have to be trained to handle the responsibilities and expectations that accompany his redefined role.

Sarason claims that there is nothing in the background or training of most principals to prepare them to meet the requirements of leadership. Not only may background preparation be inadequate, but it may, in fact, be antithetical to successful role performance.

Saylor and Alexander (1974) have identified a minimum set of qualifications for curriculum leadership that includes "training in group process, goal setting, team planning and

teaching, use of instructional resources, individual instruction and counseling, curriculum theory and research, and community relations" (p. 96).

The Ohio State Leadership Studies (Halpin & Winer, 1952) identified two dimensions of leadership behavior necessary to effective leadership--consideration and initiating structure. Consideration is intended to mean warmth and respect in interpersonal relations, willingness to listen to subordinates, and to explain actions. Initiating structure means the extent to which the leader establishes clear organizational patterns, communication channels, and procedures for accomplishing and maintaining standards.

Virtually all of the research agrees that the most effective leadership is that which values participation by group members, stresses both goal achievement and group maintenance, helps to clarify the purposes of the organization, and attempts to bring about greater congruence between organizational goals and individual values. (Faber & Shearron, 1970, p. 325)

Effective leadership, therefore, will stress the importance of developing relationships, involving subordinates in decision-making, and facilitating cooperative goal attainment. Two factors have been cited by McLaughlin and Berman (1977) as being critical to the cooperative achievement of goals. They are: (a) the active support and participation of the principal and (b) an implementation strategy.

For curriculum planning and curriculum evaluation to become meaningful and productive, the principal must become

effective in the role of educational leader. He must be provided with the opportunity to learn the necessary leadership behavior, must be given responsibility for developing on-site educational programs, and must be held accountable for the implementation of program objectives.

### Summary.

This overview has attempted to highlight the importance of the process dimension of curriculum implementation.

Beauchamp (1978) corroborates this view:

The missing link in American curriculum engineering is the process of curriculum implementation. Implementation may be thought of as a process of moving so as to ensure that the curriculum is used by teachers as a point of departure for the development of their teaching strategies. It is the means of transmitting the spirit and the content of the planned curriculum into the instructional process. (p. 406)

It would appear that increased attention needs to be given to the nature of leadership and to its role and responsibility in the curriculum implementation process. A review of recent changes in education and an understanding of factors influencing them indicate that meaningful change comes about only as the result of a carefully conceived strategy based on a diagnosis of the problem at hand, an examination of the alternatives, and a thorough awareness of the consequences of any given plan of action.

Performance Objectives for Elementary School  
Principals for Accountable Curriculum Implementation

An examination of performance objectives for the principal's accountability in curriculum implementation must necessarily begin with an understanding of the dimensions of curriculum implementation.

Curriculum policy is based upon a conglomerate of assumptions regarding content, objectives, methods, and success criteria. If all of these assumptions are correct, the likelihood of sound policy is good. If, however, any one of the major elements is either missing or defective, serious problems develop. (Rubin, 1977, p. 208)

For entirely too long, the implementation process has simply been ignored or regarded as implicit in curriculum development. Curriculum evaluation methods and tests have taken for granted that implementation has taken place. As Fullan and Pomphret (1977) point out, however, implementation is a "phenomenon in its own right" (p. 336). Intending to use a plan is not the same as actually using it.

They submit that implementation consists mainly of five dimensions. To summarize briefly, these are:

1. subject matter components;
2. structural alterations, i.e., materials, space, scheduling, time allocations, etc.;

3. role relationships, i.e., between teachers and students, teachers and administrators, etc.;

4. knowledge and understanding about philosophy, objectives, subject matter, implementation strategies, role relationships, and other organizational components;

5. commitment to implementing various program components.

Two important factors in the success or failure of the implementation process have been identified as explicitness and complexity. Low explicitness tends to result in confusion and frustration with a consequently low degree of implementation. The greater the degree of complexity in the implementation process, the more difficulty there is in the application of the process. Any implementation program must, therefore, continuously focus on and address these two issues.

Fullan and Pomphret (1977) have identified four strategies that are important to implementation:

1. intensive in-service training;

2. resource support, i.e., sufficient time, space, equipment, familiarity with materials and methods;

3. feedback mechanisms to identify problems encountered during implementation and provide support for addressing these problems;



4. participation--it is believed that participation in the implementation process is significant to outcomes, but as yet research has revealed very little about the relative importance of the nature, timing, scope, and intensity of participation.

Many factors impact upon and may inhibit the degree of implementation. Representation in decision-making, incentives, the nature of leadership, organizational roles, degree of urgency, the role of evaluation, and political implications are among these. Even when participants are in agreement with program goals, implementation may fail to take place.

Given the complexity of the implementation process, the authors suggest that certain steps are critical to effective implementation:

1. emphasis on local planning for implementation for the facilitation of explicitness and clarity;
2. implementation regarded as a developmental process;
3. facilitative rather than judgmental evaluation;
4. incentive system that takes into account the importance of personal interaction, in-service training, more resources, longer time allowances, and the fact that effective implementation does not take place without them.

Ultimately, the responsibility for the implementation of any given program rests with the administrators of that program. The users may indeed be participants in the planning and decision-making, but finally, they must be accountable to those who administer the program as a whole. It is, therefore, the responsibility of administrators to see that participants are clear about program objectives; that they are competent to carry them out; that materials are available; that re-training programs are operative; that feedback mechanisms are available; and that, in general, conditions exist for effective implementation.

If administrators are ultimately responsible for program outcomes and the success of implementation is dependent in part on local implementation, then it is the principal who must bear the responsibility for program outcomes in his given school. Furthermore, school principals must be prepared to provide the conditions requisite to effective implementation.

Marc Tucker (1977) contends that "a mounting number of studies indicate that most educational innovations are implemented poorly or not at all" (p. 290). He describes a change agent study conducted by the Rand Corporation and derives some criteria for successful implementation. These are:

1. a problem-solving orientation;
2. local materials adaptation or development;
3. continuous planning and replanning;
4. training derived on an ongoing basis from the needs of the participants;
5. consistent assistance;
6. strong support from administrators.

Successful implementation requires organization and management at the district and individual school levels to operationalize these criteria. Clearly, the ongoing involvement of participants at the local level is vital at all stages of the implementation process. This must be accompanied by the commitment and active support of administrators.

Surveys indicate, as Tucker points out, that principals have little time to think about the instruction that their students receive and that educational decisions are made above them by high-level administrators not directly involved in the school or below them by individual classroom teachers. Improvement, he suggests,

will come about only as the result of improvement in organizational climate, i.e., problem-solving and decision-making structures, incentives, management skills for planning and implementation, support and communication, and relevant training.

Ronald Doll (1972) has described implementation in terms of two actions--programming and monitoring. "Programming is the act of making way for the plan by scheduling it, staffing it, providing materials to be used in executing it, and so on. Monitoring the plan consists of watching over it to see that it is proceeding according to intent" (p. 77).

In answer to the question, "How *should* curriculum leaders spend their time?," Doll (1964) has outlined the following duties and activities:

1. planning for improvement of the curriculum and of the curriculum development program;
2. helping evaluate continuously both the appropriateness of the curriculum and the quality of the curriculum development program;
3. directing the formation of point of view, policies, and philosophy of education;
4. directing the development of curriculum materials;
5. using ready-made research data and promoting local research;
6. coordinating the activities of other special instructional personnel, e.g., supervisors, librarians;
7. working with guidance personnel to integrate curriculum and guidance functions;

8. providing for lay participation in curriculum improvement;
9. arranging time, facilities, and materials for curriculum improvement;
10. serving school personnel as technical consultant and adviser regarding curriculum problems;
11. organizing and directing special in-service education projects;
12. interpreting the curriculum to the public and, in certain situations, to the board of education.
13. encouraging articulation among levels of the school system. (pp. 169-170)

Doll (1972) supports the contention that the person in the best position to exercise executive ability, establish good human relations, and get work done in an individual school is the principal. Because principals have been too busy, unwilling, or afraid to make educational decisions of substance, aims and objectives of schools have been "out of date, unrealized, obscure, and even un verbalized" (p. 131). The responsibility for this lies largely with the educational leaders in each school and those in central office positions.

As status leader in the school, the principal must have the right, latitude, and responsibility for making leadership decisions. Doll (1972) identifies key ways for a school to achieve a forward direction. These include:

1. inventorying the needs of the school for improvement;

2. making decisions which create new projects, personnel functions, and organizational patterns and which guide better execution and redevelopment of old ones;
3. determining specific responsibilities of persons who work in the school; and
4. developing plans for evaluating new and revised projects, personnel functions, and organizational patterns. (p. 71)

If these are key steps to improvement in schools, then the principal is not only the key person to initiate these steps, but he is also the key in their implementation.

Decision-making to initiate improvement in organizational structure affects a number of areas. Among these are activities in the school centering on curriculum direction, planning, coordination, evaluation and revision, staff selection and personnel functions, communications, supervision, in-service training, provision of resources, and administration. Responsibility for improvement in organizational structure must necessarily fall to the principal.

Lipham and Hoeh (1974) have observed the "tendency. . . for many principals inappropriately to abrogate or delegate their responsibilities for leadership in curriculum development and instructional change" (p. 11). They acknowledge that curriculum specialists "can offer invaluable consultative assistance with instructional change, [but] in the final analysis the principal is the one who is responsible for designing, implementing, and evaluating. . . the instructional program of the school" (p. 205).

Faber and Shearron (1970) have defined the role of principal relative to instruction and curriculum to include:

1. Providing for the formulation of curriculum objectives
2. Providing for the determination of curriculum content and organization
3. Relating the desired curriculum to available time, physical facilities, and personnel
4. Providing materials, resources, and equipment for the instructional program
5. Providing for the supervision of instruction
6. Providing for in-service education of instructional personnel. (p. 212)

McIntyre (1974) has outlined a list of key responsibilities and competencies for school principals. He identifies eight key responsibilities which are stated as follows:

Key Responsibility I--The principal develops school unit goals and objectives to guide instruction.

Key Responsibility II--The principal allocates staff personnel to accomplish instructional goals.

Key Responsibility III--The principal allocates time and space to accomplish instructional goals.

Key Responsibility IV--The principal develops and utilizes materials, equipment, and facilities to accomplish instructional goals.

Key Responsibility V--The principal coordinates supporting noninstructional services to accomplish instructional goals.

Key Responsibility VI--The principal develops school-community relations to accomplish instructional goals.

Key Responsibility VII--The principal develops in-service training programs to improve instruction.

Key Responsibility VIII--the principal assesses the needs of the school unit and evaluates the processes and products of instruction in order to improve instruction. (pp. 159-166)

Within each key area of responsibility, McIntyre has identified specific competencies required of principals in administering and improving the instructional programs of their schools. Reference will be made to many of these competencies in the following discussion.

As McIntyre indicates, the first responsibility of the principal resides in developing goals and objectives. Among the competencies for this task are the ability not only to relate needs of students to school system goals and legal requirements, but also to define goals and objectives that are unique to his given school. It is apparent that a clear definition of school-system goals will make the task of the principal more manageable and realizable. Articulation of school goals and objectives is clearly essential to responsible staff selection and allocation. This key responsibility depends upon the ability to define, clarify, and articulate both system-wide and individual school goals and objectives.

Dale Bolton (1974) maintains that:

Prior to taking action to accomplish goals and objectives, it is necessary to acquire material and psychological support for the action to be taken. Unless commitment is obtained for people, time, and material resources, action cannot be taken for planning--much less for implementation, maintenance or evaluation.  
(p. 186)



A first step to the establishment of psychological support would appear to begin with the staff selection process. An examination of the background and necessary competencies for staff selection follows.

#### Staff selection and allocation.

Goodlad (1970) has described the individual school as "the largest organic unit for educational change" (p. 107). Given this, Goodlad maintains that there is a need for decentralizing the authority for decision-making to the staff of the school (in collaboration with parents) under the leadership of the principal. Selection of new personnel at the local level is an important feature in establishing the groundwork for program success. The principal's ability to motivate staff will certainly increase if staff enters the school setting willing and able to accept, internalize, and act in accordance with the school's objectives and goals. Central office staff allocation simply cannot take into account the specific needs of the individual school either in terms of overall school objectives or individual teacher skills and competencies.

McIntyre has defined the competencies for the allocation of staff personnel to include the ability to define job requirements for each position and to assist in the recruitment and selection of personnel. Certainly, articulating

school goals and expectations and conducting well-planned interviews are among skills necessary to the staff selection process.

Other responsibilities would include the assignment and reassignment of staff to optimize learning conditions and the reemployment, promotion, or dismissal of staff in each individual jurisdiction. If the principal is not given the authority to make decisions bearing on staff selection and allocation, the effectiveness of the school program is likely to be undermined. Once the staff has been selected and assigned to achieve maximum results, the next step is to provide orientation to the system's and school's goals and objectives.

#### Orientation of new teachers.

This aspect of the principal's responsibility seems to receive singularly little attention in many schools. McIntyre does not include the orientation of new teachers among his key responsibilities. However, it is clear that teachers should begin their career in a given school with: some definition of expectations; opportunity to become familiar with materials, resources, and objectives for their school and grade level; and contact with other teachers and understanding of their programs. Otherwise, the new teacher's introductory experience will be a matter of trial and error. The

resulting ambiguity is counter-productive. If teachers don't receive guidance and support during their initial experience in the school, it is unlikely that they will develop an investment in the overall goals and objectives of the school. Trial and error can certainly be a master teacher, but the costs are substantial for children, teachers, and the school at large.

An orientation that consists of information about bells and schedules and the distribution of curriculum guides can scarcely be viewed as an adequate introduction to the school curricular goals. Then what exactly is the principal's responsibility and what competencies does he require to fulfill his responsibility? Providing new teachers with clear statements of objectives and the materials and resources to achieve those expectations would appear to be the core of any orientation program. Sergiovanni and Elliott (1975) have written that,

. . . clear statements of objectives can help teachers select learning experiences, materials, and educational settings . . . Further, organizing, sequencing, and evaluating instruction are all greatly facilitated by the statement of clear instructional objectives.  
(p. 23)

A handbook designed by the principal and his staff could provide the beginning teacher not only with information about managerial tasks, but with a statement of the school's philosophy, listings of resources, a broad listing of objectives

by grade level, and sample schedule designs to help new teachers plan and organize their classroom time. In addition, experienced teachers could provide sample learning activity packages containing initial inventories and full lessons and/or units to ease the lesson preparation in the early weeks. An experienced teacher could become the partner of a new teacher and act as liaison with the administration and other teachers.

The principal's responsibility in orienting new teachers would require the allotment of time for this purpose, the allocation of resources and personnel to help in the orientation, and personal guidance, support and follow-up. Orientation should not be a trial and error activity. Children are entitled to a smooth transition from one grade to another, and new teachers should be provided with the information and means to achieve this. Responsible orientation, like staff selection and allocation, is another key ingredient necessary to the accomplishment of overall program goals and objectives. A third ingredient in this process is a continuous in-service training program.

#### In-service training.

In Behind the Classroom Door, Goodlad (1970) studied 150 classrooms in 67 schools from major population centers in the country. He found evidence that regular faculty

meetings dealt mostly with routine matters and that there was a "notable absence of total staff or small group dialogue about education in general or school plans and prospects" (p. 79). He found that "neither teachers as individuals nor schools as units participated in the various in-service activities that usually have been associated with curriculum reform projects in the United States" (p. 65). Teachers generally lacked the teaching skills necessary to induce fully effective learning. One of Goodlad's recommendations centered on the need for school-centered in-service training.

In many situations, teacher in-service training has been lacking altogether. In some instances, where in-service training has been offered, the lack of continuity and the reliance on outside consultants who are unfamiliar with the real problems of the school have failed to achieve results. Thus, the belief persists that the developmental model is a more effective approach to staff training and enduring change than the deficit model which is based on little participation, standardized programs, and monetary and relicensing incentives. McLaughlin and Berman (1977, pp. 193-194) have identified the characteristics of the developmental strategy as follows:

1. collaborative group planning rather than standardized district programs;
2. reliance on local resource people and joint decision-making by teachers and administrators;

3. use of release time, not monetary incentives;
4. authority for discretionary funds given to principals and teachers.

McIntyre recommends in-service training for the improvement of instruction. The competencies required of the principal in this area of responsibility may be restated as follows:

1. plans in-service training programs by relating performance data to school goals;
2. guides individual teachers toward selective participation;
3. leads in-service training sessions;
4. organizes and coordinates in-service training programs for maximum effective use of personnel, time, materials, space, and money;
5. trains other members of the professional staff to assume leadership roles in in-service training;
6. assesses the effectiveness of in-service training.

It would appear that the central focus of in-service training should be to provide the time, the setting, and the resources for the formulation of program goals and objectives as well as the continuous planning, coordination, evaluation, and revision of the curriculum design. The principal's knowledge of guidelines for the formulation of objectives, his familiarity with available resources, his

talents in bringing people with varied backgrounds and skills into a cooperative working relationship, and his ability to keep a long-range view of the overall scope of his school's program are all important ingredients in implementing an effective in-service training program.

Securing agreement on educational objectives is, as Henry Dyer (1973) has pointed out, not a simple matter, "but it is obviously fundamental to a meaningful approach to the establishment of any basis for holding professional educators accountable for their own performance in the schools" (p. 41).

At the heart of any in-service training program is the need for a set of shared operational definitions, understandings, and expectations. It is a prerequisite to cooperative program planning.

The establishment and coordination  
of curriculum objectives.

Traditionally, the means for conveying curriculum intentions has been the curriculum guide. It would appear evident that distribution of curriculum guides would not cause the curriculum to be implemented. And yet, frequently, the responsibility of the principal for curriculum implementation has not extended much beyond this.

Mere access to a curriculum guide means very little to a teacher if the process of implementation is not a dynamic and ongoing one. Indeed, as Ragan and Shepherd (1977, pp. 194-196) have pointed out, curriculum guides are useful in that they express the philosophy of a given school or system; the scope of the curriculum in terms of subject matter, concepts, mental processes to be used; the sequence; the statement of objectives; appropriate resources or methodologies for use in instruction; and instruments and procedures for evaluating pupil progress and program effectiveness. Guides are not only important as sources of information about grade expectations and placement of children, but also as resources for teachers. They should not be ignored any more than they should be seen as rigid requirements. Rather the guides should remain the subject of continuous study for the purpose of modification and expansion. It is important that they be adapted to the particular environment in which they are to be used and to the individual differences of students.

The organization and the selection of approaches for implementing objectives naturally follow upon the selection of goals and the identification of objectives. Before undertaking these tasks, Heathers (1967, p. 67) suggests that the route to improving instruction is: (a) through analysis of aims and appraisal of how well these aims are being accomplished, and (b) through analysis of instructional



procedures and techniques in relation to the accomplishment of these aims. Use of the curriculum guide provides a framework by which to assess and analyze the process and content of instruction. If no guide is available, then scope, sequence, continuity, and integration of content and the means for delivery of the content must of necessity become the major thrust of in-service training to improve instruction. The principal must have at his command knowledge of appropriate expectations for each grade level and the ability to coordinate and integrate program objectives across grade lines.

Other competencies required of a principal in undertaking this aspect of curriculum leadership have been described by Lipham and Hoeh (1974). Among these are the skills of conducting a formal assessment of the adequacy of the current program, examining and interpreting alternative programs, procedures, and structures for improvement, utilizing research and information in formulating viable alternatives, and involving others in the development of instructional alternatives. The principal's involvement in in-service training for the improvement of instruction has multiple facets. He is a resource, an interpreter, an analyst, a guide, and a spokesman. He must have at his command both process and product competencies.

Identifying goals and objectives and devising processes and materials for their realization are means and not ends in themselves. Part of the process must be the determination of how to accomplish these ends. This is the implementation phase of curriculum, the engineering part of the process. This phase revolves around the provision of materials and resources, the supervision of staff, and a continuous system of evaluation that contributes to ongoing revision and improvement.

#### Materials and resources.

Once the program design has been determined, then it would follow that selection of materials and resources for program implementation should be based upon the design. A study done in Boston by The City-Wide Educational Coalition in 1977 indicated that as many as 40 different basal reading series were in use in Boston schools. The reason for this can be attributed to the total autonomy of individual teachers, the lack of an overall program design, and the lack of leadership in the selection process. This is not to say that effective teaching requires rigid materials selection, but program implementation is certainly more likely to be effective if there is some rationale and system behind the selection.

Lipham and Hoeh have suggested that the competencies required of principals in this phase of program implementation involve inventorying, acquiring and assigning materials, and providing equipment and facilities to accomplish instructional goals. One might add that the principal should be conversant with a wide range of materials and resources including their uses and implications for the specific program at hand. He should also have the ability to maintain the long view in guiding materials selection while allowing for flexibility and individual choice.

Guiding the development of materials by staff to meet the specific needs of the individual school and providing a library of resources to facilitate this is another function of the principal. Knowledge of varying methodologies, for the development of materials such as learning activities packages or programmed instruction, is important in this aspect of in-service leadership. If materials are developed at the local level, the investment on the part of teachers to implement the materials is likely to be much greater. If materials are selected or developed in a systematic fashion to implement specific program goals and objectives, then a certain accountability for program outcomes at each grade level and across grade lines will be built into the process.

Goodlad (1970), in his study of 150 classrooms, found that, in general, "each class operated as an individual unit, taking curricular direction from textbooks, courses of study, and teachers' experience" (p. 64), with textbooks outweighing all other sources in determining teaching and learning activities. Leaving the content of the educational program to the haphazard selection of materials and the whim of publishing companies can hardly be considered responsible leadership and program implementation.

McIntyre states that the principal's function in this area of responsibility is to develop and utilize materials to accomplish instructional goals. He identifies inventorying, allocating, directing, assisting, and coordinating as requisite skills. After the materials selection process, the principal's next step is to determine how these materials are being used by teachers to implement program goals and objectives. This leads to the responsibility for evaluation.

### Evaluation.

The nature of evaluation may be considered twofold. It involves the evaluation of teachers in their implementation of program goals and objectives, and it involves the results in terms of student performance. McIntyre confirms that the principal should evaluate the processes and products of instruction in order to improve instruction.

The tendency has been to view evaluation as an end in itself. It is clear, however, that evaluation can only have real meaning in relationship to previously stated intentions; and "it is worthwhile," as Ragan and Shepherd (1977) have stated, "only when it results in some type of action to improve the curriculum" (p. 468).

The competencies involved in the evaluative aspects of curriculum implementation are, by McIntyre's definition, collecting, organizing, analyzing, and interpreting data concerning the performance of teachers and students. According to the definition by Lipham and Hoeh, these competencies involve examining and recommending instrumentation for evaluating program processes and outcomes; collecting, organizing, and interpreting data concerning the present as compared with previous performance of students; and certifying the viability of the program or initiating subsequent change.

If, as Ragan (1966) claims, supervision is a cooperative undertaking, then it is perhaps more appropriate to use the term evaluation rather than supervision in describing this process. In this light, the responsibility of leadership is to provide "guidance and coordination" rather than "dictation and inspection" (p. 225). Implicit in guidance and coordination is the notion of an ongoing process. It should not be a twice-a-year occurrence for the purpose

of rank ordering teachers. Evaluation is a tool of curriculum planning and as such should be continuous.

Similarly, testing student competency has meaning only insofar as the tests are developed to measure growth against established expectations. The data derived from such testing also provide insight into how to refine and revise goals, objectives, selection of materials and resources, and the methods of implementation. The process is cyclical, and the role of the principal is to coordinate and integrate the whole range of activities embodied in the process.

#### Summary.

This segment of the paper has examined the dimensions of the implementation process, the role of the principal, and the competencies required of him for responsible curriculum implementation. Specific attention has been given to his performance in staff selection and allocation, orientation of new teachers, in-service training, the establishment and coordination of curriculum objectives, provision of materials and resources, and program evaluation as they relate to implementation.

Curriculum implementation specifically involves putting a curriculum design into practice, but it is part of a larger process. For success at the implementation level,

it is necessary to begin by identifying goals and objectives and selecting and orienting new staff. It requires continuous guidance and support, the availability of appropriate materials, and adequate resources for the realization of goals. It depends upon continuous assessment and refining of the total process. At the core is a clearly defined program with specific objectives for each grade level and objectives that are integrated across grade lines.

Curriculum implementation has been called the missing link in curriculum engineering. Lack of commitment to this vital link has thrown the entire process into question. It is time for principals to assume responsible leadership for this critical and long-neglected aspect of the curriculum process.

## C H A P T E R      I I I

### METHODOLOGY

#### The Setting and Population

This investigation involves principals and teachers responsible for the education of children in grades one through five in District 7 of the Boston Public School System.

In District 7, there are nine elementary schools with a total of 2,714 pupils in grades one through five, according to 1978-1979 figures. Each of the nine schools has a principal. There are 82 regular classroom teachers servicing these grades. These 91 educators provide the sample for this study. Teaching specialists, bilingual teachers, substantially separate or advanced class teachers, and assistant principals are not included in this figure.

At the district level, administrative staff involved in elementary-level, curriculum-related responsibilities include the District Superintendent, his administrative assistant, the District Reading Coordinator, the Staff Development Coordinator, and the Curriculum-636 Coordinator. The impact of administrators other than the principal upon the curriculum



implementation process may be reflected indirectly in the course of this inquiry. However, the primary focus of this study concerns the role, responsibility, and impact of the principal on curriculum implementation.

Of the nine schools surveyed, the breakdown of possible respondents and actual returns is illustrated in Table 1 as follows:

Table 1

A Comparison of Possible and Actual Responses to the Questionnaire by Principals and Teachers in the Nine Schools

School	Teacher Responses		Principal Responses	
	Possible	Actual	Possible	Actual
1	7	7	1	1
2	14	9	1	1
3	10	8	1	1
4	5	2	1	1
5	8	6	1	1
6	12	3	1	1
7	10	7	1	0
8	11	11	1	0
9	5	4	1	1
	<u>82</u>	<u>57</u>	<u>9</u>	<u>7</u>

Of 91 total possible responses, 64 questionnaire surveys were returned.

The principals in the sample indicate rather short-term tenure in their current positions. The range covers from six months to eight years.

<u>Years</u>	<u>Number of Principals</u>
1 or less	2
3	2
4	2
8	1

The teacher sample indicates that the majority of teachers in District 7 had a long association with the Boston Public Schools. The length of teaching experience in Boston covers a range of from three years to 40.

<u>Years</u>	<u>Number of Teachers</u>
3-5	3
6-10	26
11-15	10
16-20	7
21-40	10

It will be noted that there are no beginning teachers in this sample.

### Development of the Instrument

A questionnaire survey (Appendix A) was developed to investigate teacher and principal perceptions of the ideal and actual role of the principal in curriculum leadership in Boston's District 7 elementary schools. The development of the instrument went through several stages involving modifications and revisions in both content and format. Originally, two separate questionnaires were envisioned--one for principals and one for teachers. As questions were reworked and reworded and the direction more carefully defined, it became apparent that the inquiry was not governed by two separate sets of intentions but by a single focus that could be best served by a single questionnaire.

The original draft of the questionnaire was based on a simple "yes" and "no" answer scheme. Due to the rigidity, restrictiveness and limited range of interpretation imposed by such a format, it was decided that a broader scale should be used. The result was that in the final instrument, each item was ranked on a scale of one point to five points with a *Don't Know* also included, the scale used being:

- 1 = To A Very Great Extent
- 2 = To A Great Extent
- 3 = To A Moderate Extent
- 4 = To A Limited Extent

5 = Not At All

6 = Don't Know

The questions went through numerous revisions in order to achieve clarity of intention, accuracy of word usage, and to avoid ambiguity, redundancy, and omission. Several teachers and administrators informally evaluated the instrument and offered suggestions, many of which were eventually incorporated into the final version of the questionnaire.

The nature of the questions and the intended approach required consideration of the climate in which the survey was being administered. In order to foster a spirit of cooperation and willingness to respond openly, it was necessary to maintain an educational focus and not be distracted by personal or political issues. In line with this, certain modifications were made at the request of the district level administration. Originally, a single 41-item questionnaire was submitted to the district for approval. Due to reservations involving acceptance of the project, 11 items were withdrawn from the main format and placed at the end of the questionnaire "For Principals Only."

The questionnaire was developed to address six main categories of information corresponding to the ideal performance objectives for elementary school principals for accountable curriculum implementation as identified in the Review of the Literature. These categories included:

1. Staff selection and allocation
2. Orientation of new teachers
3. In-service training
4. The establishment and coordination of curriculum objectives
5. Materials and content selection
6. Evaluation

Questions were designed to elicit information regarding the extent to which these aspects of curriculum implementation are consciously being addressed in District 7 elementary schools. A second set of questions was designed to elicit perceptions regarding the extent to which teachers and principals consider that it should be the principal's job to oversee these six aspects of the process. A third set of questions was designed to elicit perceptions regarding the extent to which teachers and principals consider that the principal is expected by the central administration to fulfill these same six tasks.

Several items were also designed to address questions regarding expectations and accountability of principals. These involved:

7. Orientation of principals
8. In-service training for principals
9. Evaluation of principals

Each of the first six categories was to be viewed in terms of the discrepancies between the ideal role of the principal and the actual extent to which these aspects of the curriculum implementation process are currently being addressed. Principals' perceptions and teachers' perceptions in all categories were to be examined and compared.

With the revision of the questionnaire, teachers were exempted from answering five out of six questions involving the staff selection and allocation process. Five questions regarding the expectations and accountability of principals listed under 7-9 and the set of questions aimed at determining the perceptions of the principal's role relative to central administration expectations were eliminated as well. Consequently, the 11 questions answered by principals alone will be treated separately. All other questions will be analyzed in accordance with the original intention.

A specific question or set of questions was devised to measure each item indicated above. The following list indicates the questions that correspond to each variable. Questions 1-30 answered by both teachers and principals, and questions 31-41 answered by principals only, are listed separately.

Questions 1-30:

<u>Variable</u>	<u>Corresponding Questions</u>
1. Staff selection	27
2. Orientation	1, 2, 3, 4, 5, 7
3. In-service for teachers	17, 18, 19a-f, 20, 22, 23
4. The establishment and coordination of curriculum objectives	9, 10, 11, 12, 14, 16, 25, 30
5. a. Choice of content	13, 6
b. Materials selection process	8a-e
6. Evaluation	24, 26, 28

A seventh item, concerning communication between staff members regarding issues of curriculum, is represented by questions 15 and 21. Question 29(a-f) represents the "ideal" or the extent to which teachers and principals perceive that principals should exercise leadership relative to the six performance objectives.

Questions 31-41:

<u>Variable</u>	<u>Corresponding Questions</u>
1. Staff selection	31, 32, 33, 34, 35
2. Orientation of principals	36, 37, 38
3. In-service training of principals	40
4. Evaluation of principals	39

Question 41(a-f) deals with how principals perceive central administration expectations relative to the six performance objectives.

### Data Collection

In keeping with Superintendent's Circular No. 188 entitled "Policy and Procedures for Conducting Educational Research in the Boston Public Schools," a copy of the initial proposal for this study was submitted to the Director of Management Information Services for the Boston Public Schools in August of 1978. After reviewing the proposal, a letter was forwarded by him to the Community Superintendent of District 7 with a request for the "formation of a Research Review Committee of selected persons from District 7 which would pass on the suitability of conducting research in. . . [the] District." In the interests of decentralization and district-level autonomy, the final decisions for research "suitability" would be made by district representatives rather than by the central administration.

The Research Review Committee convened on October 5, 1978. In attendance were a representative from the Department of Management Information Services, a representative teacher from the district, the District Reading Coordinator, the Curriculum-636 Coordinator, and a district principal.



The members of the committee supported the project, and as a result of the meeting, a letter dated October 16, 1978, from the Department of Management Information Services granted conditional approval of the proposal. The condition required that the research questionnaire be approved by the Department of Management Information Services and the Community Superintendent of District 7.

On January 11, 1979, copies of the final draft of the questionnaire were submitted for approval. Within two weeks, approval was forthcoming not only from the Department of Management Information Services, but from the Deputy Superintendent for Academic Affairs and the Senior Officer of Curriculum and Competency. Approval at the district administrative level necessitated some changes in the format of the survey. These changes involved the removal of 11 questions from the body of the questionnaire. The 11 questions were to be placed at the end with instructions that they were to be answered by principals only.

With the changes in place and final acceptance granted, the District Superintendent wrote a cover letter explaining the research project to the principals of the nine schools involved. The researcher then placed a phone call of introduction to each principal and made arrangements for the distribution and return of the questionnaires. A package of questionnaires with a personal cover letter was issued to

each school on February 27, 1979. On March 21, 1979, all returns were in. Sixty-four of the 91 questionnaires were received in completed form.

## C H A P T E R      I V

### DATA ANALYSIS AND INTERPRETATION

The data will be analyzed in several steps. These steps may be outlined as follows:

--Step I: Comparison of the means on each variable between the teacher group and the principal group.

--Step II: Comparison of the means on each variable with the "ideal" mean for that variable [represented by (Question) Q29] for both the principal and teacher samples.

Steps I and II will involve variables included in questions 1-30. Step III will be a review of the principal's responses on questions 31-41. Comments of respondents and information gathered from source materials such as circulars, job descriptions, and program outlines will be used to help interpret the data when appropriate.

For the purpose of the analysis, questions 1-30 (excepting Q29) will be clustered in categories when possible. The following is a listing of these variables with their inclusive questions:

<u>Variable</u>	<u>Questions Included</u>
1. Staff selection	27
2. Orientation	1, 2, 3, 4, 5, 7
3. In-service for teachers	17, 18, 19a-f, 20, 22, 23
4. The establishment and coordination of curriculum objectives	9, 10, 11, 12, 14, 16, 25, 30
5. a. Choice of content	13 & 6 (treated separately)
b. Materials selection process	8a-e (treated separately)
6. Evaluation	24, 26, 28
-----	
7. Communication	15 & 21 (treated separately)

The mean scores for each of these variables and their significance are presented in Table 2. Teacher-principal differences have been determined by means of a one-way analysis of variance (SPSS, sub-program ANOVA). Step I of the Data Analysis will make reference to these scores. P represents principals and T teachers.

Step I: Comparison of the Means  
on Each Variable

Staff selection.

Teachers and principals indicate agreement on the fact that teacher selection to fill specific school needs has little to do with the teacher's skills and competencies.

Table 2

Average Ratings and F-Tests Between Teacher and Principal Samples for Each Curriculum Variable<sup>a</sup>

Variable	P R I N C I P A L S			T E A C H E R S			F-Ratio <sup>b</sup>	Degrees of Freedom
	Mean	Standard Deviation	No. of Cases	Mean	Standard Deviation	No. of Cases		
1. Staff selection	3.67	1.37	6	3.45	1.40	42	1.24	1,46
2. Orientation	2.74	.47	6	3.78	1.04	36	5.67*	1,40
3. In-service	2.40	.63	7	3.32	1.15	48	4.33*	1,53
4. The establishment and coordination of curriculum objectives	2.58	.94	7	3.18	.96	55	2.50	1,60
5a. Choice of content	2.86	1.07	7	3.12	1.08	50	.36	1,55
	3.14	1.22	7	2.85	1.13	52	.42	1,57
b. Materials selection	1.76	.90	4	1.75	.96	51	.00	1,53
	2.50	1.00	4	2.90	1.20	50	.42	1,52
	4.00	0	3	3.12	1.07	46	.21	1,47
	4.67	.58	3	4.33	.82	46	.50	1,47
	2.40	1.14	5	3.40	1.30	48	2.70	1,51
6. Evaluation	3.24	1.10	7	3.62	.99	43	.88	1,48
7. Communication	2.71	.76	7	3.33	1.18	49	1.77	1,54
	2.43	.79	7	3.40	1.22	52	4.17*	1,57

<sup>a</sup>Scale responses are based on a scale of 1 = Very Great to 5 = Not At All.

<sup>b</sup>\* = significant at the .05 level.

The mean scores on a scale of 1 = very great to 5 = not at all are P = 3.67 and T = 3.45. One teacher commented, "We are simply assigned from the pool." For further discussion, see Staff selection questions answered by principals only.

### Orientation.

A significant difference appears to exist between the principals' perceptions and the teacher's perceptions regarding the extent to which a teacher orientation process is operative in the schools. Teachers view the orientation process less favorably (P = 2.74, T = 3.78) and indicate that little attention is given to orienting teachers to the curriculum objectives of their system, of their school, or of their grade level. It is important to note that 34.4% of the sample responded with *Don't Know* responses or did not answer this set of questions. The large number of missing cases suggests that respondents interpreted the questions in terms of current orientation procedures. Since there are few or no beginning teachers in the schools sampled, *Don't Know* responses could be seen to reflect this circumstance. One teacher indicated that she attended orientation workshops when she began teaching, but didn't know if they were still being given. Another teacher reflected, "I have taught in three different schools in four years--I have never in any of these schools received orientation to the Boston School

Curriculum Guide." The 3.78 mean does indicate that the majority of respondents either received *limited* orientation as beginning teachers or see *limited* attention devoted to the orientation process overall.

### In-service.

A significant difference also appears to exist between principal and teacher responses regarding in-service training for teachers. Again, principals view the in-service process more favorably than do the teachers ( $P = 2.40$ ,  $T = 3.32$ ). It is clear that teachers do not consider in-service training for curriculum implementation to claim high priority attention from their principals or from the central administration. The response indicates little provision for a strong staff development program in curriculum implementation and *limited* effort to deal with the initiation, development, coordination, integration, and evaluation of curriculum strategies and objectives at each grade level or across grade lines.

### The establishment and coordination of curriculum objectives.

The principal and teacher responses to questions reflecting the curriculum process indicate a shared view that the curriculum process is functioning *to a moderate extent*

( $P = 2.58$ ,  $T = 3.18$ ). Closer scrutiny may suggest that there is less taking place in establishing and coordinating curriculum objectives than the overall figures indicate. Although it is reported that current curriculum guides are being provided for all teachers, the most current guide was published in 1968 and has been out of print for some time. In response to a question regarding the use of curriculum objectives other than the curriculum guide, it is clear that no such other objectives are in use (Q12:  $P = 4.17$ ,  $T = 4.23$ ). In the absence of strong orientation and in-service programs, it remains a question as to how it is possible for the principal to see that a specific set of curriculum objectives is followed even to a moderate extent. A look at Q30 in isolation suggests a significant difference in the perception of teachers and principals regarding the extent to which curriculum objectives are currently integrated across grade lines in their given schools. The mean scores ( $P = 2.17$ ,  $T = 3.18$ ) suggest that principals are overestimating the effectiveness of the curriculum process in their schools.

Choice of content,  
materials selection process.

In response to the question regarding the selection of materials to fulfill school-wide curriculum objectives (Q13), principals and teachers share the view that this is taking place to a moderate extent ( $P = 2.86$ ,  $T = 3.12$ ). The



information provided by Q8(a-e) illustrates the way in which the selection of materials and texts is determined.

<u>Question 8:</u>	M e a n    S c o r e s	
	<u>Principals</u>	<u>Teachers</u>
A. Individual preference	1.76	1.75
B. Teachers deciding as a group	2.50	2.90
C. Administrative decision-making	4.00	3.12
D. Publishing company representatives	4.67	4.33
E. Joint faculty and administrative decision-making	2.40	3.40

Individual preference clearly is the mode by which materials selection is primarily made. The influence of publishing company representatives clearly can be ruled out as a motivating factor. It appears that a *moderate* degree of decision-making takes place among teachers as a group, and that administrators also have a *moderate* influence upon materials selection and choice of content. Joint faculty and administrative decision-making does appear to take place but, according to teachers, *to a more limited extent*.

A look at In-service Q19e in isolation suggests less of an attempt to achieve school-wide objectives through decision-making for materials selection than the above figures would show. When questioned to what extent teachers have participated in in-service programs for the selection and/or

development of materials to integrate school-wide objectives across grade lines, the teacher response indicated that *limited* in-service time is spent for such a purpose (P = 2.14, T = 3.50). In view of the *limited* in-service time devoted to the conscious process of materials selection to fulfill school-wide curriculum objectives, it would appear to be unlikely that the present process of materials selection could be meeting school-wide curriculum objectives even to a *moderate* extent. If teachers are deciding as a group, it would appear that they are meeting informally to share ideas, and that they are not selecting materials on the basis of some predetermined design or strategy.

Q6 approaches the question of curriculum choice from another perspective. The question is designed to determine to what extent texts already in the school influence the choice of curriculum content in teaching and, by implication, to what extent curriculum choice is accidental rather than by design. Responses indicate a *moderate* dependence on already available texts for selection of teaching content (P = 3.14, T = 2.85).

### Evaluation.

In response to questions regarding the extent to which the principal or central administration evaluates the curriculum implementation process, it would appear that

evaluation receives little attention ( $P = 3.24$ ,  $T = 3.62$ ). It appears that there is no specific process by which teachers are held accountable to the principal for meeting specific curriculum objectives. Ongoing guidance, assistance, and feedback from the principal to help facilitate the curriculum implementation process also appear to be in short supply. Furthermore, it is clear that ongoing evaluation and monitoring of the overall curriculum implementation process are not being conducted by district and/or central level personnel. It may be noted that 42% of the teacher respondents wrote *Don't Know* responses to the question regarding district and/or central level evaluation. Clearly, if it were taking place, teachers would know.

#### Communication.

A significant difference exists between teachers and principals regarding their perceptions of the extent to which regular communication takes place among staff regarding curriculum objectives and expectations (Q21:  $P = 2.43$ ,  $T = 3.40$ ). It is apparent from the teacher response that communication is *somewhat limited*. This is substantiated by the response to Q15 inquiring to what extent teachers understand the roles and responsibilities of other staff in regard to curriculum implementation. Teachers again indicate a less positive perspective and their responses show

that mutual understandings in regard to curriculum roles and responsibilities are *somewhat limited* as well (Q15:  $P = 2.71$ ,  $T = 3.33$ ). The difference between teacher and principal responses regarding communication seems to indicate that, indeed, a communications gap exists.

Step II: The Ideal and the Real:

A Comparison

For the purpose of this comparison, the means on each of six variables reflecting the current reality of the curriculum implementation process in Boston's District 7 elementary schools will be compared to the ideal mean for that variable. The ideal corresponds to the ideal performance objectives for principals described in the literature. Question 29 of the survey represents the ideal as perceived by principals and teachers in the sample. Question 29, which is reproduced below, will be matched with the means of the questions listed beside each item.

Question 29:

Variable

To what extent do you consider that it should be a principal's job to oversee these tasks:

A. Staff selection and placement

Q27

	<u>Variable</u>
B. Orientation of new teachers to the curriculum objectives and expectations of the school and system	Q1, 2, 3, 4, 5, 7
C. In-service for curriculum implementation	Q17, 18, 19a-f, 22, 23
D. Initiation and guidance in the implementation of curriculum objectives	Q9, 10, 11, 12, 14, 16, 25, 30
E. Guidance in the selection of materials and texts	Q13
F. Evaluation of teachers and programs in the implementation of prescribed objectives	Q24, 26, 28

Table 3 indicates the results of this comparison between the real and the ideal as perceived by principals and teachers. Comparisons are based on the use of a correlated t-test. P is used to represent principals. T represents teachers. Figure 1 (which follows Table 3) represents a graphic interpretation of the results conveyed in the first two columns of Table 3.

Of the six variables, only Variable 5 (Materials selection) indicates no discrepancy between the real and the ideal in either the principal or teacher samples. Both groups appear to favor a *moderate degree* of principal guidance in the selection of materials and texts, and indicate by their responses that selection of materials and texts to fulfill specified school-wide curriculum objectives is currently taking place to a *moderate degree*. Although it is

Table 3

Means and T-Tests Between the Real and Ideal Roles of the Principal in Curriculum Implementation as Perceived by Principals and Teachers<sup>a</sup>

Variable	Means:		Mean Difference	Standard Deviation	No. of Cases	Paired T-Value <sup>b</sup>	Degrees of Freedom
	Real	Ideal					
1. Staff Selection	P	1.67	-2.00	1.90	6	-2.58*	5
	T	2.10	-1.45	1.74	40	-5.27*	39
2. Orientation	P	2.00	-.74	1.35	6	-1.34	5
	T	1.94	-1.93	1.12	33	-9.84*	32
3. In-service	P	2.00	-.40	.93	7	-1.13	6
	T	2.04	-1.30	1.09	47	-8.16*	46
4. Curriculum Objectives	P	1.83	-.78	1.64	6	-1.16	5
	T	2.08	-1.20	1.08	50	-8.08*	49
5. Materials Selection	P	2.71	-.14	1.57	7	-.24	6
	T	2.83	-.35	1.39	46	-1.70	45
6. Evaluation	P	1.43	-1.81	1.03	7	-4.63*	6
	T	2.20	-1.51	1.07	41	-9.01*	40

<sup>a</sup>Responses are based on a scale of 1 = Very Great to 5 = Not At All.

<sup>b</sup>\* =  $p \leq .05$ .

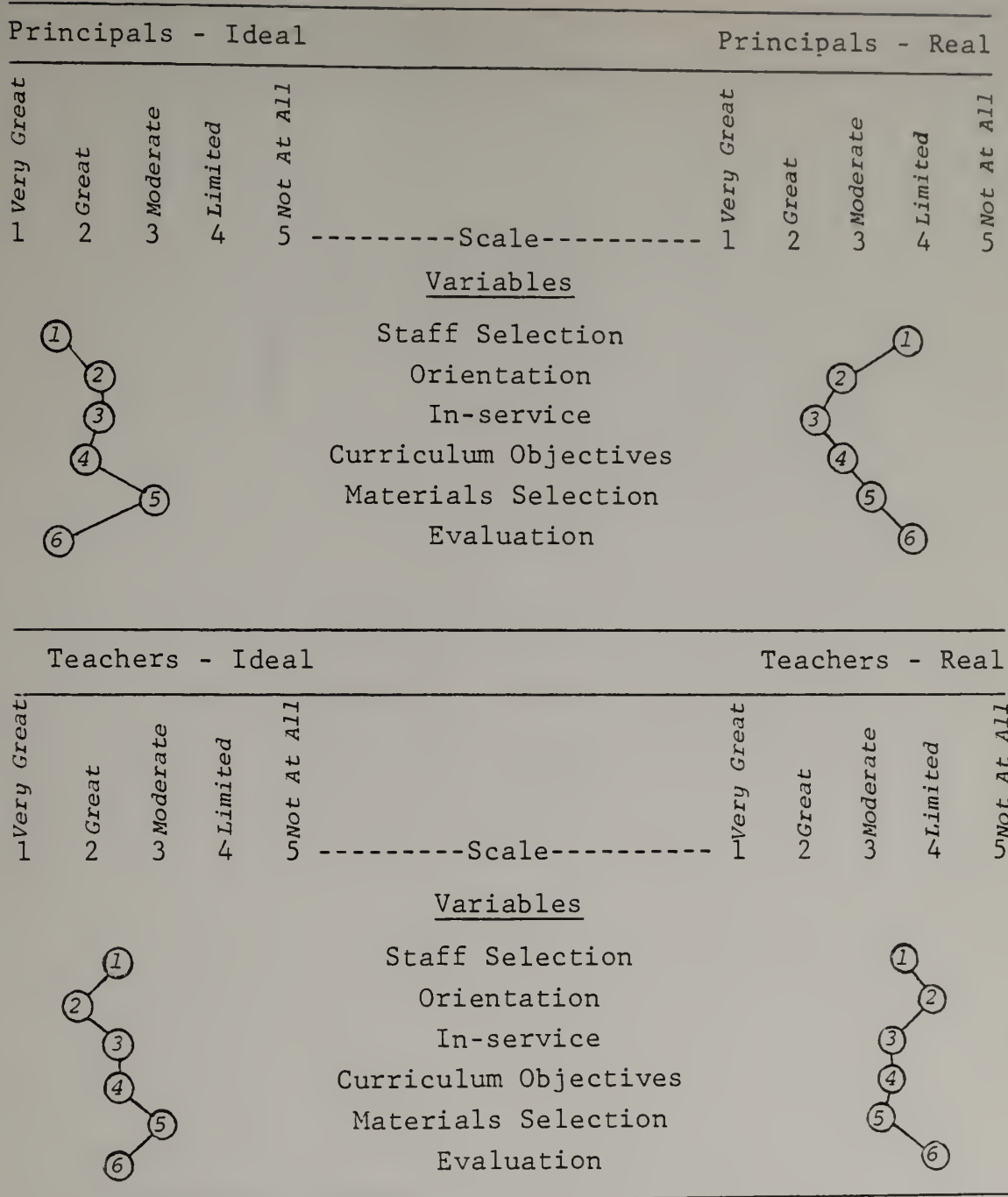


Figure 1. The discrepancies between the real and ideal as perceived by principals and teachers.

not clear to what extent the principal currently affects the decision-making, it would appear that neither group would favor further intervention on the part of the principal in the selection of materials and texts.

Of the five remaining variables, two of them indicate a significant difference in both the teacher and principal samples between the real and the ideal. These are Variable 1 (Staff selection) and Variable 6 (Evaluation).

With regard to Staff selection, it is clear that both samples perceive that it *should to a great extent* be a principal's task to oversee the staff selection process. The real circumstance indicates that current selection procedures only minimally take into account a teacher's skills and competencies in filling specific positions. A review of principal responses in the "For Principals Only" segment of this analysis will expand on this subject, but it is important to note here that principals have little influence upon the current staff selection process. Selection and placement decisions are made almost exclusively by the central administration. The contrast between the real circumstance and the perception on the part of both groups that principals should exercise authority in staff selection and placement indicates the appropriateness and need of more active involvement on the part of the principal in this process.



With regard to Evaluation, both teachers and principals reveal that the real situation is considerably less positive than their perceptions of the ideal. Both acknowledge that current evaluation and accountability procedures are operative at *less than a moderate extent*, and that neither principals nor central administration are providing strong support and evaluation services. And both groups indicate the belief that it *should be* the principal's task to a *great extent* to oversee the evaluation of teachers and programs in the implementation of prescribed objectives. Teachers and principals agree that the principal should be offering ongoing guidance, assistance, and feedback to help facilitate curriculum implementation, and that a specific process should exist by which teachers are held accountable to the principal for meeting specific curriculum objectives. The indication is that principals should be assuming increased responsibility in this area.

Responses to the remaining three variables--Variable 2 (Orientation), Variable 3 (In-service), and Variable 4 (Curriculum objectives)--indicate a significant difference between the real and ideal for teachers, but not for principals. Principals perceive that it *should be* a principal's role to a *great extent* to oversee:

1. orientation of new teachers to the curriculum objectives of the school and system;

2. in-service for teachers in curriculum implementation;

3. initiation and guidance in the implementation of curriculum objectives.

They also suggest that orientation of new teachers, in-service, and implementation of curriculum objectives are taking place to a *great extent* at the present time.

Teachers, on the other hand, although agreeing that the principal should oversee these tasks to a *great extent* do not agree that the principal or the central administration is carrying out these tasks to a *great extent* at the present time. In fact, teachers' responses show that orientation, in-service, and implementation of objectives are taking place from a *limited to moderate extent*.

The discrepancy between the perceptions of the teacher and principal samples on these three variables suggests a lack of communication between the two groups and a lack of understanding on the part of principals as to what is important to teachers relative to these three aspects of the implementation process. The principals' appraisal of these three variables would appear to be unrealistic in light of the teacher responses. A reexamination of current practices in orientation, in-service, the implementation of curriculum objectives, and the development of a strategy for increased principal participation in overseeing these tasks would seem

to be in order. This effort would be well-advised given the obvious absence of strong programs and the apparent need for improved services.

The next segment of the paper is an examination of the principals' responses to questions 31-41.

### Step III: "For Principals Only"

#### Staff selection.

Discussion of staff selection to this point has been based on the single question not deleted by the district administration from the teacher segment of the questionnaire. The following questions were asked of principals and shed some further light on the process of staff selection presently practiced in Boston's District 7 elementary schools. There were seven potential principal respondents. Beside each question is a listing of the actual responses and the mean score.

<u>Questions 31-35:</u>	<u>Actual Responses</u>	<u>Mean</u>
31. The principal oversees the recruitment and staff selection process in my school.	6	4.80
32. Decisions regarding staff selection and placement are made by the central administration of the Boston Public Schools.	6	1.33

	<u>Actual Responses</u>	<u>Mean</u>
33. Staff is selected to meet the specific needs and requirements of the school.	6	3.33
34. The principal defines job competencies required for each position in my school.	6	3.00
35. The principal oversees the process for reemployment, promotion or dismissal of staff.	7	2.86

The one principal who did not answer four of the five questions responded with comments reflecting the impact of desegregation guidelines and union contracts upon the staff selection process.

Question 32 points out the almost exclusive power of the central administration to make decisions regarding staff selection and placement. The principal exercises virtually no power in this domain. Without the input of the principal, the placement of teachers in specific positions is little more than a mechanical process with no regard for the needs of the particular school or classroom.

#### Pre-service and orientation of principals.

The following questions were asked of principals to ascertain the extent to which principals, according to their own perceptions, are expected to be prepared prior to acquiring or assuming the role of principal.

Questions 36-38:

	<u>Actual Responses</u>	<u>Mean</u>
36. A prerequisite for an elementary principalship in Boston is formal pre-service training in the development and administration of school-wide curriculum objectives.	7	3.43
37. The role and responsibility of the principal in regard to curriculum implementation is clearly defined by the school system.	7	3.00
38. Beginning principals receive orientation to Boston's curriculum objectives and expectations.	5	3.00

According to advertisements placed by the School Committee of the City of Boston for principalship openings, only the following prerequisites obtain:

1. Three years urban teaching experience, K-12;
2. Massachusetts administrative certificate appropriate to the grade level;
3. Master's degree plus thirty graduate semester hours with at least nine graduate semester hours in Educational administration and/or Supervision.

Formal and specific pre-service training in the development and administration of school-wide curriculum objectives is, in fact, not a prerequisite for a principalship. If principals come with this training, it is by chance rather than design. The principals' perceptions which indicate a *moderate* expectation may, in fact, be more positive

than the reality of the situation suggests.

In regard to a clear definition of role and responsibility by the school system relative to curriculum implementation, an examination of the Performance Responsibilities outlined in the job description for principals and headmasters in Boston will provide additional insight (Appendix B).

Only three of the 17 Performance Responsibilities pertain to leadership of the educational program. These are:

#2. develops and carries out plans for the school to realize continued and maximum progress towards the realization of the goals;

#6. provides the faculty with leadership, training, and supervision necessary for the continuous development of the professional staff and the quality of the educational program;

#8. interviews, recommends appointment, and evaluates the performance of all personnel, as required, and in accordance with approved policies and procedures.

The remaining 14 Performance Responsibilities deal primarily with maintenance and functional matters. The three responsibilities relating to the educational program can hardly be described as a "clear" definition of role and responsibility relative to curriculum implementation. The "goals" mentioned in #2 are not identified anywhere in the

job description. The educational program in #6 is also not specifically identified nor are the "policies and procedures" in #8.

In spite of the principals' *moderate* assessment, it appears that principals are not provided a "clear" definition of their role and responsibility regarding curriculum implementation by the school system. There is no specific orientation program for new principals either. The only training programs available are discussed in the following section under In-service training for principals. These programs are either voluntary or limited to a few. One of the two programs does not deal with curriculum strategies at all, and the other only deals with the subject indirectly.

#### In-service training for principals.

Responses to the question regarding the extent of in-service training provided to help principals in the administration of curriculum objectives again appear to indicate a discrepancy between the reality and the responses.

<u>Question 40:</u>	<u>Actual Responses</u>	<u>Mean</u>
Principals in Boston receive ongoing in-service education that deals with the administration of curriculum objectives.	7	3.00

Principals attribute a *moderate* show of attention to in-service training for the administration of curriculum objectives. A look at the available in-service programs for principals indicates, however, that very little attention is given to issues of curriculum.

The two available in-service programs for administrators during the school year 1978-1979 have been the Administrators' Desegregation Workshops held in August and the Executive Leadership Training Program sponsored by the Boston School Department and the Harvard University Graduate School of Business Administration.

The first of these programs was offered in voluntary three-day workshop sessions during the summer of 1978. The agenda included: transportation, assignments, security, discipline, bilingual education, career education, 766, budget, and supplemental funding. The content, design, implementation, or evaluation of curriculum for the regular classroom did not command any attention in this administrators' workshop.

The newly developed Executive Leadership Training Program was designed for 50 administrators selected by the Superintendent from among principals, headmasters, and administrative staff applying for admission. It was set up as a two-week residential program in the summer with follow-up sessions during the school year. According to one new



administrator who found the program instructive, the leadership training emphasized issues concerning labor relations, interpersonal skills, public relations, group management, budget as a management tool, goal-setting, decision-making, time management, staff organization, and evaluation. The program was designed to address a wide range of management needs for school administrators.

Although curriculum content, design, and goals were not among the subjects covered directly in this training program, the planning, management, implementation, and evaluation strategies developed may well be considered valuable tools to an overall curriculum implementation process. However, among the administrators participating in the program, only one of the nine principals in District 7's elementary schools attended throughout the 1978-1979 school year.

If there are valuable lessons to be learned that may be applied to educational leadership, in general, and curriculum implementation, in particular, these lessons are benefiting very few. The fact is that there are no substantive pre-service or in-service education programs for most principals in Boston, and this holds true for the principals in the elementary schools of District 7 as well.

Accountability.

The following question was asked of principals to determine the extent to which they perceive themselves accountable for meeting specific curriculum objectives in their schools.

Question 39:

	<u>Actual Responses</u>	<u>Mean</u>
There is a specific process by which the principal is held directly accountable to his superiors for meeting specific curriculum objectives for his school.	7	3.29

In the absence of a clear definition of the principal's role and responsibility by the school system regarding curriculum implementation, and in the absence of well-executed pre-service and in-service education programs, it is unlikely, if not impossible, for an effective system of accountability to exist. The fact is that there is no process for assessing or evaluating tenured principals regarding curriculum implementation or any other aspect of their job performance. There is an end-of-the-year rating scale by which first, second, and third year principals are currently being evaluated regarding overall performance. There is no direct accountability to superiors for meeting specific curriculum objectives. The response of the principals to the question above is more positive than reality suggests.

How principals perceive central administration expectations in curriculum implementation.

An examination of principals' responses to questions of how they perceive the expectations of the central administration regarding curriculum implementation indicates that, with the exception of staff selection and placement, they consider that the central administration expects them to fulfill the remaining five responsibilities *from a moderate to great extent*. Of the seven principals responding, the results are as follows:

<u>Question 41:</u>	<u>Actual Responses</u>	<u>Mean</u>
To what extent does the central administration of the Boston Public Schools expect the principal to fulfill these responsibilities:		
A. Staff selection and placement	6	3.50
B. Orientation of new teachers to the curriculum objectives and expectations of the school and system	7	2.43
C. In-service for curriculum implementation	7	2.43
D. Initiation and guidance in the implementation of curriculum objectives	7	2.29
E. Guidance in the selection of materials and texts	7	2.57
F. Evaluation of teachers and programs in the implementation of prescribed curriculum objectives	7	2.14

The absence of clearly defined expectations, strong pre-service orientation, ongoing in-service education, and exacting accountability strategies would suggest that the central administration, in fact, expects even less from principals in the area of curriculum implementation than the principals' scores on the above questions indicate.

Figure 2 illustrates a composite view of the ideal role of the principal. The letter I represents the ideal described in the literature, P the perceptions of principals, and T the perceptions of teachers in the sample. The principal and teacher figures are derived from Table 3. CA represents how principals perceive the expectations of the central administration relative to the ideal role as illustrated in the responses to Q41.

It can be seen that teachers and principals both tend to support the view of the ideal represented in the literature. The one notable exception is in the area of materials selection. In order to account for the discrepancy, it is important to note that materials selection is one curriculum function that is operative in schools with or without principal involvement. Because there have been no firmly identified program objectives and no in-service programs for teachers guiding the implementation of objectives, it is possible that teachers and principals have interpreted materials selection in isolation and not in the broader context

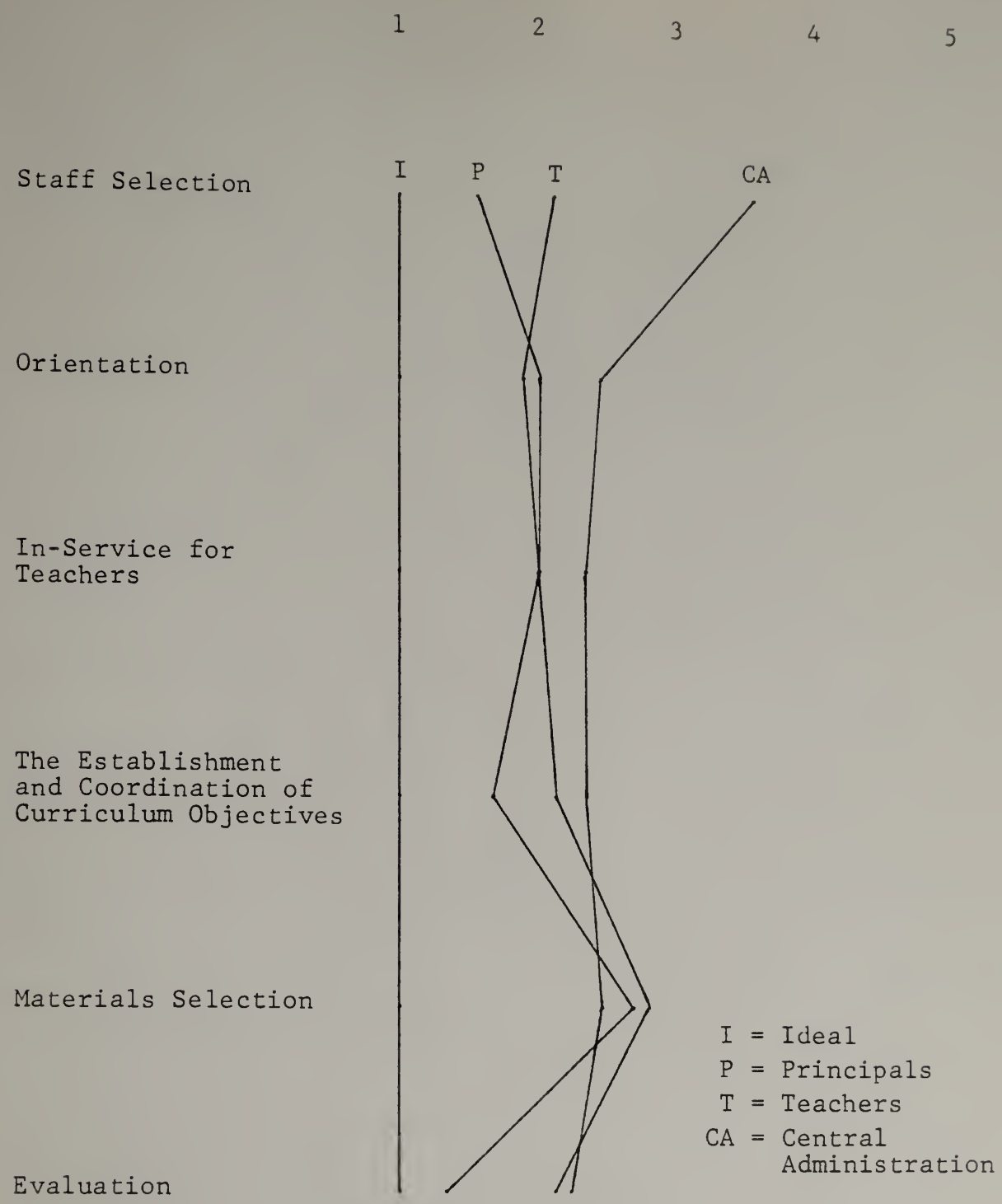


Figure 2. The ideal role of the principal in curriculum implementation as perceived by principals and teachers, compared with principals' perceptions of central administration expectations.

of a total program. Because of the present individual teacher autonomy in materials selection and the absence of an overall curriculum process, it is understandable that principal intervention in materials selection would not be favored to a greater degree.

The principals' perceptions of the central administration's view of the ideal reflect a considerable discrepancy from the ideal as expressed by the literature and from the ideal as expressed by both teachers and principals. Although central administrators have not been questioned directly, a look at the job description for principals and the evident absence of support services for curriculum leadership would suggest that the central administration would view the ideal in much the same way as that expressed by the principals.

An examination of this composite picture indicates that the current problem in curriculum leadership is larger than an individual school problem. It is a systems problem. If principals and the central administration do not hold a shared view of the ideal, then it is a foregone conclusion that they will not be unified in practice. If principals and the central administration cannot communicate shared perceptions and intentions to teachers, then the result will inevitably be reflected in ineptly administered educational programs for children.

The priorities and practices of the central administration regarding the principal's role in curriculum leadership and the need for examination and revision of these priorities and practices will be addressed in Chapter V.

### Summary

In summary, principals and teachers both have indicated that certain aspects of the curriculum process are in need of improvement. In the case of Staff selection and Evaluation, both groups have demonstrated the belief that a wide gap exists between current reality and the ideal. In the case of Teacher orientation, Teacher in-service, and The establishment and coordination of curriculum objectives, a significant gap between the real and the ideal has been perceived by teachers. The fact that principals do not perceive the gap to the same degree suggests a lack of communication between teachers and principals and an absence of articulated programs regarding these aspects of the curriculum process.

Principals do not consider that central administration places high importance on curriculum implementation or makes provision for support services. In turn, principals are not providing teachers with sufficient support services and follow-up necessary to achieve effective curriculum implementation

in their individual classrooms and across grade lines in their schools.

To bridge the gap between the real and the ideal will necessitate some changes in the present expectations (or absence of expectations) of the central administration and in the definition of the principal's job which currently overemphasizes managerial tasks and under-emphasizes the responsibility for curriculum leadership. If effective curriculum implementation is to take place, then the central administration must transmit priorities for principals by way of clear job definitions, pre-service orientation, in-service instruction, and accountability procedures. If principals are to be effective implementers, then the present staff selection, teacher orientation, in-service, and evaluation procedures will need to undergo some reexamination and redefinition as well.



## C H A P T E R V

### CONCLUSIONS AND RECOMMENDATIONS

#### Introduction

John Goodlad (1979, p. 346) has identified the elements of success in schools to include:

1. considerable autonomy in the system;
2. a sense of mission, wholeness, and identity, "The people connected with it have a sense of ownership, of belonging to a special institution";
3. the principal as central to shaping and articulating the ambiance and sense of mission;
4. the central office (administrators and superintendent) as supportive and working directly with the principal.

He suggests that the ambiguity of the principal's role today provides a certain amount of protection. Demands of the district office and routine management tasks leave the principal no time for program or staff development.

Allan Vann (1979) examined the reasons given by principals for their neglect of curriculum leadership. He cited the lack of time and availability of administrative and clerical assistance, lack of autonomy in their leadership role, and inadequate graduate preparation. Of the variables tested, however, he found that only one had a significant relationship to the amount of time devoted to curriculum development by elementary principals. This he described as "the principal's perception of the importance of the function of curriculum development to central office superiors." Time allocations for all functions were, in fact, determined according to perceptions of central office priorities. Vann concluded that "principals devote little time to curriculum development because they perceive curriculum development to be a relatively low priority of their superiors" (p. 405).

If any specific recommendations for principal involvement and leadership in curriculum implementation are to be meaningful, they must be made in the context of a total system supportive effort and sense of priority. Fenwick W. English (1979) suggests that most systems do not respond holistically and as such are not systems at all. Rather they are "confederations of classroom strung together. . . ."

For any organization to be classified as a system, it must have a clear unambiguous mission, a purposive design to attain the mission, and possess the ability to issue directions to change its sum aggregate behavior

based upon feedback. Unless a school system, as a system, can change its aggregate behavior, no improvement is possible overall. Sympathetic teaching is not enough. A system that cannot respond as a system cannot be controlled. It is out of control. Such systems are educationally bankrupt. (p. 410)

He describes the current state of curriculum management as a "kind of tacit anarchy" which requires leadership if improvement is to take place (p. 412).

It would appear that leadership at the individual school level is very dependent upon leadership at the central administration level. An examination of priorities established by leaders at the central level may well be the first step in an overall change process that will ultimately affect the curriculum process in the individual school. In an effort to evaluate central level priorities affecting curriculum implementation in Boston's District 7 elementary schools, it will be necessary to:

1. examine the criteria for selection and the prerequisites for the role of the principal. To what extent does previous curriculum training or curriculum administration play a part in the selection of principals?
2. examine the job descriptions written for principals. To what extent is curriculum implementation given priority?
3. examine the current use of time by principals. To what extent is their time being spent on routine, managerial

tasks that could better be handled by a secretary or clerk?

4. examine the availability and intent of pre- and in-service leadership training programs. To what extent is curriculum implementation a priority in these programs?

5. examine the evaluation and accountability procedures currently employed in ascertaining if principals are fulfilling the requirements of their jobs. To what extent is curriculum implementation a major concern in the evaluation process?

Strong support from administrators and consistent assistance are frequently cited as requisites for successful program implementation. If teachers are to receive support and assistance from their principals, then principals must first:

1. come prepared to fulfill the requirements of the job;
2. be selected to answer to a certain specified job description that defines curriculum responsibilities;
3. be provided with the appropriate staff to perform both routine and academic tasks;
4. be provided with substantive pre- and in-service training;
5. expect to be evaluated according to specified criteria and held accountable for program outcomes.

In short, if principals are to fulfill their maximum leadership roles in curriculum implementation, they must receive a clear statement of responsibilities and guidelines, support, and assistance for the job they are expected to perform.

Each of these factors will be discussed in terms of recommendations for proposed changes in central administration priorities and practices. The recommendations, supported by the literature, will be based on the findings in Chapter IV and relevant primary source material. Reference to these findings will be made throughout. Suggestions for future study that have emerged in the course of this inquiry will be presented as an extension of the recommendations. The recommendations will be addressed under the following headings:

- I. Defining the Requirements and the Dimensions of the Principal's Role in Curriculum Implementation
  - A. The job description
    1. The six performance objectives
  - B. Preparation for the principalship
- II. Providing Support Services
  - A. The need for support services
  - B. The services coordinator
  - C. Orientation of new principals
  - D. In-service education of principals

- III. Follow-up and Accountability
  - A. Evaluation based on predetermined objectives
- IV. Suggestions for Future Study
  - A. The population studied
  - B. The aspect of the curriculum being studied
  - C. Methodology employed
- V. Summary

Defining the Requirements for and Dimensions  
of the Principal's Role in Curriculum Implementation

The job description.

Principals have indicated that *to a moderate degree* the role and responsibility of the principal in regard to curriculum implementation is clearly defined by the school system. The *moderate* response may in and of itself be interpreted as a contradiction in terms. It seems unlikely that a "clear definition" could be conveyed *to a moderate extent*. Analysis of the job description which signifies only three loosely defined instructional leadership performance objectives, contradicts the notion of moderate clarity. Rather, the absence of clarity suggests that a first step on the part of central administration is to examine the current job description and the priorities it implies for

the role of the principal. The preponderance of managerial tasks clearly informs principals about where their energy and resources are expected to go. Many of these are tasks that could well be handled by specially designated staff members with expertise in business management or secretarial skills. In the following segment of this paper (Support services), suggestions will be made for means to free up the principal for the exercise of educational leadership responsibilities. If the principal is given the latitude to perform what has been identified as his ideal role, then this should be reflected from the outset in the job description provided by the school system. Included in the job description should be a clear, unambiguous statement of performance objectives.

The six performance objectives. The focus in this paper has been on six main performance areas of curriculum leadership. It is suggested that these six areas be at the heart of any new job description or set of expectations evolved in redefining the priorities for the role of the principalship. The first of these performance areas is staff selection.

1. Staff selection. Gross and Herriott (1965) have described "the effort of an executive of a professionally staffed organization to conform to a definition of his role that stresses his obligation to improve the quality of staff

performance" as Executive Professional Leadership (EPL) (p. 8). In their study of the determinants and effects of the EPL of principals in elementary schools, they found that there was a positive relationship between staff morale, professional performance of teachers, pupils' learning, and EPL. One determinant of high EPL was shown to be the involvement of the principal in staff selection. Those "principals who participated in the evaluation of applicants for positions as teachers in their schools demonstrated a considerably higher degree of professional leadership than those who did not" (p. 152).

Although this may be the optimal situation, there are in Boston, and consequently in District 7, numerous outside forces operating which clearly make it difficult to effect. Federal desegregation mandates and union guidelines present themselves as formidable obstacles to a staff selection process which optimizes cooperative working relations between principals and teachers.

Principals and teachers in the sample both agreed that present teacher selection has little to do with placement on the basis of a teacher's skills and competencies, and it was clear from their responses that both agreed that it *should be* a principal's task to a great extent to oversee the staff selection process. In the questions answered by principals only, it was clear that the central administration



exercises almost exclusive power in the staff selection and allocation process. It does not expect principals to undertake this responsibility.

Continuation of the present random assignment process which ignores a teacher's interests, background, skills, and competencies, and the school's particular needs can only serve to frustrate teachers and principals and inhibit effective curriculum implementation. The findings suggest that Boston administrators need to give increased attention to the manner in which they assign teachers to schools. If principals are to be expected to exercise educational leadership in their schools, then they must first have more direct influence upon how teacher placements are made. Principals cannot be expected to elicit top-rank performances from teachers who are ill-equipped to teach grades they are assigned or from teachers who may have conflicting educational philosophies. In recent years, there has been increased emphasis on decentralizing authority for decision-making to the local school and district level. Perhaps a new strategy for the decentralization of teacher selection and placement needs to be considered.

2. Orientation. A next step in approaching effective curriculum implementation involves an orientation program which provides teachers with guidelines and expectations for performance, achievement, and accountability. If

curriculum implementation is to be considered a high priority, then a principal's job description must include orientation among responsibilities for which he is accountable, orientation for teachers new to the system as well as for teachers new to the particular school.

Goodlad (1970), among his "Ten Reasonable Expectations" for schools, suggests that "classroom practices. . . be guided by rather clearly discernible educational objectives, which in turn, . . . reflect larger school-wide and system-wide agreement. . . ." He points out that "clarification of objectives must precede evaluation of program" (pp. 12-13). The orientation stage provides the foundation for successful implementation.

A significant difference was seen to exist between the principals' and teachers' perceptions regarding the extent to which teacher orientation takes place. Teachers either indicated that they didn't know if orientation were taking place, or they responded that it was taking place to a *limited extent*. Principals viewed the process more favorably. Both agreed that it should be a principal's role to a *great extent* to provide teacher orientation; but whereas principals considered orientation to be taking place to a *moderate extent*, teachers felt that it was scarcely taking place at all. This resulted in a significant difference between the real and ideal scores for teachers, but not for principals.

Principals, when asked to what extent they considered orientation to be a central administration expectation, indicated a *moderate to great* expectation. The obvious disparity between teacher and principal appraisal of the current status of teacher orientation to the curriculum objectives of the school and system suggests a need for improved communication and central administration review.

It is true that not many new teachers have been admitted to the system in recent years, but in the wake of desegregation and racial balancing, there has been ample shuffling of teachers from school to school. Central administrators need to give attention to the fact that orientation to both system-wide and school-wide curriculum objectives has largely been neglected. It will continue to be overlooked if principals are not charged with the responsibility for providing orientation programs. Nor will it occur if principals themselves are not provided with the orientation and in-service programs that offer them the opportunity to become familiar with system-wide objectives and to participate in their formulation and development. (Principal orientation and in-service will be discussed further under Support services.)

3. In-service for teachers. The lack of importance currently attached to the in-service training of teachers is witnessed by the minimal time assigned for this purpose.

The current in-service time allotment is a single hour-and-a-half period once every other month. Due to the scarcity of time and the abundance of routine matters that need to be covered, there is rarely, if ever, time for an agenda to include curriculum issues.

Item #6 of the job description does include a statement regarding the principal's role in providing training for staff and program development. The statement, however, is not supported by appropriate central administration backing either in terms of the time set aside or the preparation of principals to fulfill the task. Although principals themselves indicated that *moderate* attention is assigned to the in-service preparation of principals to provide for appropriate in-service for teachers, the facts do not support their claim. The existing programs have proven to be inadequate to the task.

Teachers and principals did not agree on the extent to which current in-service teacher training is taking place. Although teachers and principals both agreed that the principal *should* oversee in-service training *to a great extent*, a significant difference appeared between their perceptions of the current reality. The principals viewed the situation much more favorably. They also indicated a *moderate to great* expectation on the part of the central administration relative to their role in providing in-service education to

teachers. The discrepancy between principal and teacher perceptions and the significant difference between the real and the ideal as perceived by teachers suggests that the current in-service process needs to be reexamined.

If the central administration expects the principals to carry out in-service training programs for teachers, then time must be allotted in an ongoing, consistent fashion for that specific purpose. A variety of approaches might be considered in an attempt to establish in-service time. A shortened school day or late opening could provide the time. If salaries presently allocated to supervisory and non-classroom personnel were rechanneled for the purpose of increasing teaching staff, then there would be more flexibility for teacher participation in staggered in-service development time. The school year could be extended to include in-service time. Summer workshops could be offered. Whatever the solution, the intention would be to provide the opportunity for continual staff and program development.

The agenda for an ongoing in-service program should then be consistent with the goals established at the orientation stage. The program should provide the forum for local planning and problem-solving; for selecting, organizing, sequencing, evaluating, and revising expectations and instruction; for local materials development and selection; for continued assistance and guidance; and for developing

procedures necessary to monitoring and assessing goal achievement and accountability. In-service education time should provide the opportunity to establish direction, shared understanding, communication, and cooperation among people working toward the same ends.

Felix M. Lopez (1973) proposes the notion of a "Charter of Accountability" as a means of implementing the goal-setting process. Such a charter states the purposes of the organization and its intended direction. It identifies long-range, concrete, measurable goals and short-range (to be reached in one year), measurable objectives (p. 69). Developing a charter of accountability through the in-service process would provide direction for a school unit and the basis for future assessment.

If a strategy for specifying school-wide goals and the means to achieve them is not derived cooperatively through in-service education, then the educational process is essentially being left to chance. Central administrators must consider the essential importance of the principal to well-devised in-service teacher education. They should demonstrate their commitment to the process by increasing the time allotted to in-service training and by holding principals accountable for staff and program development.

4. The establishment and coordination of curriculum objectives. Before orientation and in-service of teachers can be expected to take place, before teachers can be expected to institute a sequenced and integrated program, a stated set of curriculum objectives must provide a common reference. In Boston's District 7, the only such stated objectives, as indicated by teacher and principal respondents, are found in the Boston Public School Curriculum Guide (1968).

Nowhere does the job description for principals define the principal's responsibility for implementing the objectives stated in the curriculum guide or any other set of objectives. As a result, the curriculum guide has been shown to provide little more than a *moderate* influence on the instructional program. If and when guides are available, their use is strictly a matter of the individual teacher's discretion.

A significant difference was seen to exist between teacher and principal responses regarding the extent to which curriculum objectives are currently being integrated across grade lines in their given schools. Both felt that the principal *should* ideally oversee the process *to a great extent*, but teachers felt that the establishment and coordination of curriculum objectives were only being realized *to a moderate extent*. Although principals perceived the

current scene more favorably, the absence of strong in-service and orientation programs seems to support the view that the curriculum process is in need of closer scrutiny.

If principals are to be held responsible for coordinated programs, then the central administration must support the establishment and coordination of curriculum objectives as a priority. It must determine if the current curriculum guide is to provide the basis for these programs or whether some alternative statement of objectives needs to be devised and instituted. If the central administration expects principals to exercise leadership in the implementation of instructional objectives, then a principal in-service education program or a collaborative of principals and teachers should provide the forum for reviewing and revising the old curriculum guide or developing a new one. It has been documented that principal participation in program development is essential to program implementation. If principals have an investment in the objectives they are to help institute, then the likelihood of program success will be increased. (See segment on In-service education of principals.)

5. Material selection. The current process of materials selection has been demonstrated to be a highly individualistic one. Teacher choice in materials selection is an essential ingredient in teaching satisfaction, and the



importance of this is not being challenged. Individual teacher preference can be carried to an extreme, however, as has been demonstrated by the study done in Boston by the City-Wide Educational Coalition cited earlier. The presence of 40 different basal series in reading alone suggests license rather than freedom of individual expression. The institution of in-service education programs for teachers would foster the sharing of ideas and materials and would encourage a system of materials selection to accommodate individual preference. Attempts would be made to match materials with objectives and the confusion resulting from the current random selection process would be eliminated.

Principals indicated a *moderate to great* expectation on the part of the central administration regarding principal involvement in materials selection. Teachers and principals both indicated that the principal *should* maintain a *moderate* profile in the materials selection process. This, however, does not exempt the principal from responsibility in this area altogether. Since the implementation of program objectives is in part a consequence of materials used, the guidance of the principal is still an important ingredient in a rational decision-making process.

The current job description does not make reference to the role of the principal relative to materials selection. In a revised job description, given the view expressed

by teachers and principals alike, the principal's role in the materials selection process would best be viewed as that of consultant. Principals could provide a resource library of curriculum materials in their offices. They could attend materials conferences and establish working relations with publishing representatives. They could encourage teachers to attend conferences and materials exhibits related to their teaching interests and needs. If principals are informed and keep their teachers informed about developments in the area of materials, then their advice and counsel is more likely to be valued and heeded.

Before principals can undertake this responsibility, the central administration needs to make it part of the job definition and provide principals with the means and the time to take advantage of the conferences and educational resources available to them.

6. Evaluation. Teachers and principals have indicated a general absence of a specific process whereby teachers are held accountable for the implementation of program objectives. Principals, however, have signified that they perceive that the central administration expects them to fulfill a leadership role in evaluation *to a great extent*. The real situation is seen to be considerably less positive than both teacher and principal perceptions of the ideal. Teachers and principals agree that the principal

should be offering ongoing guidance, assistance, and feedback in an effort to facilitate curriculum implementation. At present, principals are not provided with appropriate training and services to support this expectation. It is apparent that the evaluation process itself needs to be evaluated.

Unless changes are made in the priorities and practices relative to the first five performance objectives discussed here, change in the evaluation process will be a meaningless gesture. Evaluation must not be considered as an end in itself, but as a continuous process. It is a tool of curriculum planning and as such should be a year-round process involving cooperative appraisal regarding the degree to which organizational objectives are being met. Evaluation highlights the need for assistance and future guidance of staff and for revisions and changes in the program plan. The improvement of instruction based on systematic feedback should be at the heart of any evaluation process.

If objectives are established at the orientation stage, and if teachers participate in an active curriculum process through in-service education, then evaluation is simply a yardstick by which participants may measure their progress.

Traditionally, supervision of non-tenured teachers has been handled by a central administration supervisor who has

no familiarity with the particular dynamic of the school and no consistent influence in terms of guidance or assistance on the teacher being supervised. The only evidence of supervision of tenured teachers is a once-a-year grade of "satisfactory" or "unsatisfactory" given by the principal. In either case, the approach to supervision is not based on pre-established goals and objectives; it is not continuous; the teacher is not an active participant in a process, but a recipient of a grade. There is little or no learning from the experience that can be applied to instructional improvement.

Supervisory specialists operating in a vacuum are an anachronism. The principal, as has been amply documented, is in the best strategic position to provide responsible and humane evaluation and follow-up. Supervisory specialists do not exempt the principal from supervisory responsibilities.

The job description for the principalship makes reference to the responsibility for evaluation of performance in accordance with approved policies and procedures. The central administration needs to consider the appropriateness and effectiveness of these evaluation policies and procedures. If curriculum implementation is to be effectively monitored, then principals must be provided the training and skills to do so, through in-service programs of their

own, and must be held accountable for developing and implementing evaluation instruments and procedures.

A clearly articulated job description is an essential first step in the process of defining the instructional leadership role. Principals must, however, be prepared with the skills and competencies to engage in the successful fulfillment of the specified performance objectives.

#### Preparation for the principalship.

When principals in the sample were asked if formal pre-service training in the development and administration of school-wide curriculum objectives were a prerequisite for an elementary principalship in Boston, they responded that the expectation was *moderate to limited*. Examination of the contents of an advertisement announcing a principalship opening has indicated that formal and specific pre-service training in this area is, in fact, not a prerequisite. If principals are to fulfill the demands of an exacting job description, it is clear that they must be prepared to do so. Goldman (1966) has pointed out that,

Historically, successful classroom teachers were selected for the principalship on the assumption that success in teaching was a prediction of success in school administration. Experience over the years has shown, however, that not all successful teachers can become successful school principals. The changing demands for leadership require knowledge and competencies which go beyond those required for success in teaching.  
(p. 97)

The competencies required of the school principal for success in educational leadership have been well documented. For a principal to be able to perform these functions requires that his training for elementary school administration provide him with the appropriate background and skills. McNally and Dean (1963) describe these requirements as follows:

1. Basic background learning in the objectives, curriculum, methodology, and organization of elementary education in the United States;
2. The specific problems and characteristics of the elementary school and its community as social systems;
3. Knowledge and techniques important in supervision and improvement of the instructional program;
4. Developmental psychology of children of elementary school age;
5. Psychology of elementary school subjects and methodology (e.g., the psychology of learning to read, psychology underlying integrative subject matter organization);
6. Substantive knowledge involved in the administration of the elementary school program. (p. 121)

Preparing prospective principals for competency in these areas has largely been the responsibility of training institutions. The deficits in existing training programs are not at issue here although it may be clear that administrative programs need some careful scrutiny. What is being suggested is that there are certain identifiable skills that lend support to effective leadership in curriculum

implementation and that these skills should be identified and sought after when selecting candidates for principalship positions. The central administration needs to reexamine and redefine current job requirements in an effort to attract principals with preparation appropriate to the demands of an instructional leadership position.

### Providing Support Services

#### The need for support services.

A job description that outlines the performance objectives of school principals for effective leadership in curriculum implementation is a major step. But this must be followed by support services that demonstrate a commitment on the part of the central administration to this role definition.

Gross and Herriott (1965) reported that "principals whose administrative superiors strongly endorsed their efforts to improve teaching methods exerted greater [leadership] EPL" (p. 152). The implications of this finding are significant to the improvement of the curriculum implementation process and need to be taken into account. Several means of endorsement suggest themselves. Among these are:

1. support services which allow the principal to re-allocate his use of time;
2. orientation of new principals to the objectives of the system;
3. ongoing in-service training for principals.

Without these support services, principals cannot reasonably be held accountable for implementation of institutional goals.

#### The services coordinator.

Time spent on managerial tasks has been consistently cited as a major factor contributing to lack of educational leadership in curriculum implementation. The overwhelming mass of paperwork and the very concrete, confining, and demanding nature of these tasks tend to divert principals from their primary leadership role.

Roe and Drake (1974) have proposed establishing a position in each school district for a services coordinator accountable to the central administration through the office of the business manager and to the principal of each school. The purpose of such a position would be to relieve the principal of responsibility for operational and management services and free him for instructional leadership activities. Such tasks as data gathering and reporting, maintenance of



equipment and ordering, record-keeping and reporting, accounting for expenditures, scheduling, and building maintenance, would no longer fall within the principal's domain. Furthermore, these demands could no longer excuse him from his major function. Traditionally, assistant principals have shouldered some of the burden for these tasks; but, as Roe and Drake point out, if the role of principal is that of educational leader, then orientation to these managerial tasks should be unnecessary for prospective principals. A services coordinator with a business orientation would be more aptly suited to fulfill the tasks. Smaller schools might well share the services of such a coordinator.

An alternative approach might be to have a mobile business unit that would circulate throughout the district with a crew of trained personnel, each with designated tasks and responsibilities. Whatever the approach, the intended outcome would be the same--to free the principal from preoccupations that currently undermine his effectiveness.

#### Orientation of new principals.

Principals in the sample claimed a *moderate* degree of orientation for beginning principals to Boston's curriculum objectives and expectations. The absence of orientation programs, documented in Chapter IV, and the absence of clearly defined system-wide objectives described earlier in

this chapter, suggests that the overall principal response is inaccurate and that the issue of principal orientation needs to be addressed.

Gross and Herriott (1965, p. 154) found that principals with the greatest amount of formal education did not offer the greatest professional leadership to their teachers. They concluded that the tendency of school systems to rely on institutions of higher learning for the preparation of principals needs to be reexamined. If, as Gross and Herriott contend, colleges and universities are not providing the kinds of quality programs that emphasize professional leadership, then the school system may have to assume increased responsibility for the training and development of principals. Perhaps school systems and universities should jointly undertake the responsibility for preparing school administrators.

Boston is certainly in a unique position to implement this idea, given the fact that various universities and school districts have been paired for action and research programs since the inception of court-ordered desegregation. Since quality education is the cornerstone of school desegregation, then it would appear to be entirely appropriate to use the university resource for the orientation and in-service training of the school principals who are ultimately responsible for the quality of education in their schools.

To a great extent, university input into curriculum development is being done in a vacuum. In District 7, selected teachers with staff from Northeastern University have worked on random curriculum projects. However, the materials produced have been distributed but never initiated or implemented in any discernible way. Teachers, on the whole, have no investment in the production or use of these materials and principals have no investment in seeing that the materials are integrated into the school program.

The literature has consistently maintained that principal support, participation, and leadership are fundamental to the successful translation of program intentions into program implementation. Perhaps, principals should be the initiators in program development and the initiation should begin with cooperative school-system and university-sponsored orientation programs for principals that take into account the particular needs of the district and of the individual school.

#### In-service education for principals.

Principal responses regarding the extent to which they receive ongoing in-service education that deals with the administration of curriculum objectives appear to indicate a discrepancy between the reality and their interpretation of it. Principals attributed a *moderate* show of

attention to in-service training for the administration of curriculum objectives. An examination of two programs offered in the last year has indicated, however, that issues of curriculum have, in fact, been given little or no attention at all. The lack of substantive programming in this area suggests a very real need for central administration intervention.

Roe and Drake (1974), McNally and Dean (1963), Culbertson et al. (1974), and others have identified the characteristics of specialized training programs for instructional leadership. Boston's central administration and university representatives might do well to examine various program descriptions and explore the possibility of adapting and instituting training programs designed to develop the skills and enhance the instructional leadership potential of Boston principals.

The Harvard Executive Leadership Training Program discussed earlier indicates an attempt at this type of joint involvement. The program, however, continues to emphasize strongly a traditional administrative and management approach. If principals are relieved of management tasks by a services coordinator, then such a program could begin to incorporate more of an instructional leadership dynamic.

If principals are to be charged with the responsibility for implementing programs, then they must first be prepared

to do so, and they must have the continued support of the central administration in this endeavor. A collaborative program, such as the one suggested for providing orientation, could then continue on an in-service basis to offer coordinated instructional programs and supportive supervision to principals.

An in-service training program for principals would not only serve to enhance the leadership skills of principals but would provide an opportunity for principals to share their expertise. John Thurber (1977) describes a program in Palm Beach County, Florida, specifically designed to facilitate teacher growth through the use of principals as in-service resources. Principals form cadres consisting of about four principals in a given locale. Each of these principals is responsible for developing a teacher training specialty and sharing his specialized skills in the four area schools. Thurber cites multiple advantages to such a program. Among them are the use of local resources at no extra expense, the direct responsibility of principals for teacher improvement, the increased respect of teachers for principal competencies, and the improvement of inter-school communication. Above all, such a program allows principals to exercise their educational leadership potential in the effort to improve instructional programs.

The use of principals as an educational resource has long been ignored. In-service education for the development of instructional leadership skills gives principals the opportunity to form collaborative working relationships which may ultimately translate into improved curriculum implementation in the schools.

### Follow-up and Accountability

#### Evaluation based on predetermined objectives.

Principals were asked to what extent a specific process exists by which they are held directly accountable to superiors for meeting specific curriculum objectives in their given schools. Their perceptions of slightly *less than moderate* accountability appeared to give more credit to the existence of such a process than reality discloses. New principals have been shown to be evaluated by a single end-of-the-year rating scale and tenured principals to receive no evaluation at all. In the absence of well-defined curriculum objectives, direct accountability for meeting specific curriculum objectives is, in fact, impossible.

Given the appropriate support services, principals can and should be held accountable for effective curriculum implementation. If orientation and in-service programs

provide principals with a clear understanding of institutional goals and their part in accomplishing these goals, then the degree to which these goals are achieved provides the criterion for performance assessment. Evaluation of a school program conducted as part of ongoing training and development and not a once-a-year venture will more easily be viewed as a cooperative undertaking.

Principals currently have an understandable resistance to evaluation. It is viewed as a destructive tool rather than a constructive aid. Evaluation that is conducted in an ongoing fashion can be used both as a support and guidance tool for principals and a means of determining necessary program changes to achieve accountable results. As a cyclical process involving planning, implementing, monitoring, and revision, evaluation can be viewed as one more support service.

Many school systems have devised useful evaluation tools that could be examined and adjusted to the particular needs of the system or district. The school-community collaborative could establish as one of its main priorities the development of evaluation procedures that are specifically derived from and tailored to the goals established at the orientation stage. Principals participating in the in-service programs offered by the collaborative could be asked

to assist in the formulation and/or revision of evaluation procedures to be used.

Robert E. Greene (1972) has pointed out that traditional rating instruments rely too heavily on personality factors. Typically, they are designed at the top of the organization and those appraised have had little involvement in determining the approach used. Greene claims that appraisal should be based directly on performance and that those affected by the appraisal system should participate in its "design, installation, administration, and review" (p. 11) if appraisal is to achieve its intended goal--accountability based on performance objectives. He points out that measuring performance is not incidental to the management process, but part of it.

In Boston, attempts have been made to have principals identify and state their broad objectives. Superintendent's Circular No. 33 in October of 1975 and No. 121 in January of 1979 were designed to address issues of program policy and planning. In the absence of comprehensive orientation, in-service, and evaluation programs for principals, the statement of objectives supplied by a principal under the superintendent's mandate can be viewed as little more than an exercise in a vacuum. Stating intentions is not the same as implementing them or being held accountable for them.



If principals are to be held accountable for meeting standards of responsible curriculum implementation, then the central administration must support the cooperative development of evaluation mechanisms that are based on clearly defined program objectives and that continuously document, measure, and guide the principal's performance.

### Suggestions for Future Study

The recommendations outlined in this chapter are of necessity limited by the nature of the inquiry. They focus primarily on proposed changes in central administration expectations and practices regarding the role of the principal in curriculum implementation. They are intended to address the need for instructional improvement in the elementary schools of Boston's District 7.

There are, however, many issues that have been raised in the course of this study that suggest avenues for further investigation and interpretation. There are also a number of different approaches that might be considered in the pursuit of these suggestions.

The original delimitations of this study were identified in three ways: by the population studied, the aspect of curriculum being investigated, and the methodology

employed. The suggestions for future study will be discussed under these same three headings.

The population studied.

This study has been limited to the teachers and principals of one school district. Additional insights might be derived by specifically comparing schools within a district. Similar studies could be conducted comparing two or more districts in Boston or using Boston and suburban samples as the basis for comparison. A system-wide or even more broadly based investigation might provide a useful profile of the overall status of leadership in curriculum implementation.

Personal data of the participants might provide another dimension to explore. Comparisons could be drawn on the basis of age, race, sex, educational experience and training, and years of teaching and/or administrative experience.

Special program teachers, not included in this study, might be surveyed relative to curriculum implementation in their given specialties. Assistant principals and central administrative staff might provide useful insights through their perceptions and attitudes regarding practices and priorities in curriculum leadership. Parents' perceptions of the degree to which effective curriculum implementation is taking place would provide a different perspective.

The impact of school boards and other influential agencies and institutions upon curriculum implementation and the impact of university teacher and administrative preparation programs on instructional leadership might be investigated as well.

The aspects of the curriculum being studied.

Curriculum implementation strategies and applications have provided the focus of this study. Other aspects of curriculum might provide interesting and useful information in the effort to improve the quality of education in schools. Children, teachers, and administrators are all involved in the curriculum process and their experiences affect each other. In regard to elementary school curriculum, the degree of implementation might be examined in light of teaching environments, teaching styles, the learning styles of children, and teacher-principal relationships. The degree to which specific curriculum content is being implemented could provide the source of further study.

In regard to the roles of teachers and administrators, comparative curriculum studies of teacher and/or administrative training programs, both pre- and in-service, might be considered. The curriculum requirements for principal certification might be examined. The policies, means for policy formulation, curriculum guides, job descriptions,

and orientation and evaluation procedures of other school systems actively engaged in curriculum implementation improvement might be analyzed and compared.

It has been demonstrated that improvement is not necessarily a high cost venture. There are many resources available with little or no additional expenditure. A model program could be developed for use in one or more Boston districts. A services coordinator position could be established to relieve principals of managerial tasks. The district-university pairing could sponsor in-service education programs for principals in the administration and implementation of curriculum. Principals would then be prepared and available to exercise their instructional leadership responsibilities.

#### Methodology employed.

The questionnaire survey is just one of several approaches that might be employed in further investigation. The use of comparative studies has already been suggested. Greater depth might be achieved through personal interviews of teachers, principals, and central administrators. A retrospective view might be accomplished by means of an historical study of curriculum implementation in the Boston Public Schools and the forces that have affected it. A case study of the curriculum implementation process in one

school could provide a more personal, close-up view. A descriptive study could be done of current internship programs in educational administration. A descriptive study of how principals in District 7 currently allocate their time could provide the basis for future decision-making affecting the principal's leadership role in the elementary schools of the district. An investigation of the economics involved in various approaches to curriculum implementation could supply additional useful data.

There is much room for further exploration in the field of leadership in curriculum implementation and there is certainly a pressing need for the work to be done and the word to be spread.

### Summary

In recent years, schools have been subject to a host of pressures and outside influences that have affected the process of educating children. In Boston, issues of busing and desegregation have taken precedence over all else. Since curriculum implementation doesn't operate in a vacuum, it is important to recognize the impact of the many forces at work. Concurrently, the principal has assumed many additional responsibilities in order to adapt to the changes in organizational demands. There has been an inevitable

reduction in the attention and time principals have available for curriculum implementation and their leadership role in instructional matters has not received the attention it deserves. It is time that the complexity and requirements of implementing quality educational programs are addressed with renewed vision, energy, and commitment.

The role of the principal has been seen to be essential to the implementation of successful programs. It has been demonstrated that the expectations and practices, as well as the organizational and moral support of the central administration, directly influence the principal's interpretation of his role.

It has been recommended that the central administration of the Boston Public Schools and its District 7 branch reexamine and reorder their present practices and priorities regarding the role of the principal in curriculum leadership. Criteria are needed for principal selection, job specifications, and performance objectives consistent with the goals of educational leadership. Support services need to be established to free the principal from managerial tasks and to provide skills and supervision required to implement these goals. Evaluation procedures that hold principals accountable for goal achievement need to be instituted. Additional research projects directed at the improvement of instructional leadership and the development or revision of

strategies for implementation of sound instructional programs need to be undertaken in an effort to provide the impetus for much-needed and overdue change.

The implementation of educational programs must not be left to chance. Children deserve well-conceived, unified, and coordinated educational programs. Before such programs can be effected at the individual school level, principals must be in the position to influence the staff selection in their schools, offer orientation and in-service programs, and take responsibility for the initiation, coordination, supervision, and evaluation of program objectives. Such programs need to be orchestrated by capable leadership. Teachers cannot reasonably be held accountable until such time as capable educational leadership is exercised in their schools.

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Appendix A:

Curriculum Implementation Questionnaire  
and Cover Letter

February, 1979

Dear Colleague:

The attached questionnaire is concerned with the present status of curriculum implementation in the regular elementary school classrooms of District 7. It is being conducted as part of a research project with the approval and support of the Department of Management Information Services and Mr. McGourty, our Community Superintendent.

Regular classroom teachers (grades one through five) and principals will be asked to answer the first 30 questions. Questions 31-41 are for principals alone.

The results of this study are intended to provide information about current curriculum implementation practices and helpful suggestions and recommendations for the future. Because of your experience in District 7, your response is of utmost significance to the outcome.

Please return your completed questionnaire to your principal or to the staff member designated by your principal no later than March 6th. Your help and cooperation are greatly appreciated.

Thank you!

Karen Pick  
Research Coordinator/  
Bancroft School Teacher

Curriculum Implementation Questionnaire

1. Please indicate your current position:

\_\_\_\_\_ Principal                      \_\_\_\_\_ Elementary teacher

2. If you are a principal, how many years have you been in your current position? \_\_\_\_\_

3. If you are a teacher, how many years have you been a teacher in Boston? \_\_\_\_\_

Please indicate the grade you are presently teaching (circle one):    1        2        3        4        5

Ungraded \_\_\_\_\_  
(please specify)

Please respond to each item below by circling one number. Each item is ranked on a scale of 1 point to 6 points:

1 = To A Very Great Extent

2 = To A Great Extent

3 = To A Moderate Extent

4 = To A Limited Extent

5 = Not At All

6 = Don't Know

	Very Great	Great	Moderate	Limited	Not At All	Don't Know
	1	2	3	4	5	6
1. Beginning teachers receive orientation to the Boston Public School Curriculum Guide and/or the curriculum guidelines of their given school.	1	2	3	4	5	6
2. The teacher's role and responsibility in regard to curriculum implementation is clearly defined at the orientation stage.	1	2	3	4	5	6
3. Beginning teachers are provided with the information and resources for integrating their program with the grades preceding and following theirs.	1	2	3	4	5	6

	Very Great	Great	Moderate	Limited	Not At All	Don't Know
	1	2	3	4	5	6
4. Orientation of new teachers to the curriculum expectations of the school and system is provided by staff at the district and/or central administration level.	1	2	3	4	5	6
5. Beginning teachers receive orientation to the scope and sequence of curriculum content matter for their particular grade level.	1	2	3	4	5	6
6. Curriculum content in teaching is derived from texts available in the school.	1	2	3	4	5	6
7. The school principal oversees the orientation of beginning teachers to the curriculum objectives of the school and system.	1	2	3	4	5	6
8. Selection of materials and texts is determined by means of:						
A. Individual preference	1	2	3	4	5	6
B. Teachers deciding as a group	1	2	3	4	5	6
C. Administrative decision-making	1	2	3	4	5	6
D. Publishing company representatives	1	2	3	4	5	6
E. Joint faculty and administrative decision-making	1	2	3	4	5	6
9. The role and responsibility of the teacher is clearly defined by the school or system in regard to curriculum implementation.	1	2	3	4	5	6
10. As part of our school policy, the principal directs teachers to use the Boston Curriculum Guide in the development and implementation of their programs.	1	2	3	4	5	6

	Very Great 1	Great 2	Moderate 3	Limited 4	Not At All 5	Don't Know 6
11. The Boston Public Schools provides all teachers with a current Curriculum Guide.	1	2	3	4	5	6
12. The principal directs teachers to use a specific set of curriculum objectives other than the Boston Curriculum Guide in the development and implementation of their programs.	1	2	3	4	5	6
13. Materials and texts are selected to fulfill specified school-wide curriculum objectives.	1	2	3	4	5	6
14. The principal sees that specific curriculum objectives are followed in my school.	1	2	3	4	5	6
15. Teachers understand the roles and responsibilities of other staff in regard to curriculum implementation.	1	2	3	4	5	6
16. Choice of curriculum content used in teaching is derived from a school-wide curriculum policy.	1	2	3	4	5	6
17. Time is allotted for <u>ongoing</u> staff development (in-service) programs.	1	2	3	4	5	6
18. Teachers in my school are actively involved in cooperative planning regarding scope and sequence of the educational program for each grade level.	1	2	3	4	5	6
19. Teachers in my school have participated in ongoing staff development (in-service) programs in the past year:						
A. To deal with scope and sequence of content at each grade level	1	2	3	4	5	6
B. To deal with the integration of objectives across grade lines	1	2	3	4	5	6

	Very Great 1	Great 2	Moderate 3	Limited 4	Not At All 5	Don't Know 6
C. To determine educational goals for the school	1	2	3	4	5	6
D. To determine methods and programs to accomplish educational goals for the school	1	2	3	4	5	6
E. For the selection and/or development of materials to integrate school-wide objectives across grade lines	1	2	3	4	5	6
F. For long-term, ongoing collaborative planning, reassessment, and modification of curriculum objectives and strategies	1	2	3	4	5	6
20. Ongoing staff development (in-service) training for curriculum implementation is provided by district and/or central administration staff.	1	2	3	4	5	6
21. There is regular communication among staff regarding curriculum objectives and expectations.	1	2	3	4	5	6
22. Teachers in my school are actively involved in planning the integration of objectives among the different grade levels.	1	2	3	4	5	6
23. The principal organizes and coordinates staff development (in-service) programs for curriculum implementation in my school.	1	2	3	4	5	6
24. There is a specific process in my school by which teachers are held accountable to the principal for meeting specific curriculum objectives.	1	2	3	4	5	6

	1 Very Great	2 Great	3 Moderate	4 Limited	5 Not At All	6 Don't Know
25. All teachers in my school teaching the same grade are working to fulfill a commonly understood set of objectives for their grade level. (Omit if your school has only one of each grade.)	1	2	3	4	5	6
26. Teachers receive ongoing guidance, assistance, and feedback from the principal to help facilitate the curriculum implementation process.	1	2	3	4	5	6
27. Teachers are selected on the basis of their skills and competencies to fill the specific positions available in my school.	1	2	3	4	5	6
28. Ongoing evaluation and monitoring of the <u>overall</u> curriculum implementation process in my school is carried out by district and/or central level personnel.	1	2	3	4	5	6
29. To what extent do you consider that it should be a principal's job to oversee these tasks:						
A. Staff selection and placement	1	2	3	4	5	6
B. Orientation of new teachers to the curriculum objectives and expectations of the school and system	1	2	3	4	5	6
C. In-service for curriculum implementation	1	2	3	4	5	6
D. Initiation and guidance in the implementation of curriculum objectives	1	2	3	4	5	6
E. Guidance in the selection of materials and texts	1	2	3	4	5	6

	Very Great	Great	Moderate	Limited	Not At All	Don't Know
	1	2	3	4	5	6
F. Evaluation of teachers and programs in the implementation of prescribed objectives	1	2	3	4	5	6
30. Curriculum content objectives are currently integrated across grade lines in my school.	1	2	3	4	5	6

This concludes the teacher portion of the questionnaire. A place for comments is provided at the end of the following section. Please feel free to comment on any aspect of the curriculum implementation process in your school, district, or system. You may wish to add, clarify, or expand upon items in this questionnaire.

Principals are asked to complete the remaining 11 questions.

31. The principal oversees the recruitment and staff selection process in my school.	1	2	3	4	5	6
32. Decisions regarding staff selection and placement are made by the central administration of the Boston Public Schools.	1	2	3	4	5	6
33. Staff is selected to meet the specific needs and requirements of the school.	1	2	3	4	5	6
34. The principal defines job competencies required for each position in my school.	1	2	3	4	5	6



	Very Great	Great	Moderate	Limited	Not At All	Don't Know
	1	2	3	4	5	6
35. The principal oversees the process for reemployment, promotion, or dismissal of staff.	1	2	3	4	5	6
36. A prerequisite for an elementary principalship in Boston is formal pre-service training in the development and administration of school-wide curriculum objectives.	1	2	3	4	5	6
37. The role and responsibility of the principal in regard to curriculum implementation is clearly defined by the school system.	1	2	3	4	5	6
38. Beginning principals receive orientation to Boston's curriculum objectives and expectations.	1	2	3	4	5	6
39. There is a specific process by which the principal is held directly accountable to his superiors for meeting specific curriculum objectives for his school.	1	2	3	4	5	6
40. Principals in Boston receive ongoing in-service education that deals with the administration of curriculum objectives.	1	2	3	4	5	6
41. To what extent does the central administration of the Boston Public Schools expect the principal to fulfill these responsibilities:						
A. Staff selection and placement	1	2	3	4	5	6
B. Orientation of new teachers to the curriculum objectives and expectations of the school and system	1	2	3	4	5	6

	Very Great	Great	Moderate	Limited	Not At All	Don't Know
	1	2	3	4	5	6
C. In-service for curriculum implementation	1	2	3	4	5	6
D. Initiation and guidance in the implementation of curriculum objectives	1	2	3	4	5	6
E. Guidance in the selection of materials and texts	1	2	3	4	5	6
F. Evaluation of teachers and programs in the implementation of prescribed curriculum objectives	1	2	3	4	5	6

Comments

Please use this space and the back of this page for any comments you wish to make. Thank you.

Appendix B:

Boston Public Schools Job Description  
for Principal and Headmaster Positions

Title: Principal/Headmaster

Reports to: Area Assistant Superintendent

Job goals: To assure that each student in their school realizes the educational objectives of the Boston Public Schools;

To develop their school into an outstanding educational alternative for the students of Boston;

To manage their school in accordance with approved plans and budgets, Boston School Committee policies, and professional standards;

To provide the leadership required to earn the support of students, parents, community, and staff

Performance Responsibilities.

1. Supervises assistant principals, teachers, educational specialists, aides, cafeteria workers, lunch monitors, and other staff members within the school;
2. Develops and carries out plans for the school to realize continued and maximum progress towards the realization of the goals;
3. Organizes, coordinates, and supervises all student and staff activities within the school. Supervises preparation of schedules for students and staff;
4. Carries out, and establishes as required, policies and procedures to ensure the safety and security of all personnel and property;
5. Implements the Boston Public Schools' Code of Discipline;
6. Provides the faculty with leadership, training, and supervision necessary for the continuous development of the professional staff and the quality of the educational program;
7. Provides training for the assistant principals in all phases of administration;
8. Interviews, recommends appointment, and evaluates the performance of all personnel, as required, and in accordance with approved policies and procedures;

9. Meets with parent and community groups to provide opportunity for contribution in the development and implementation of school plans, for the presentation and discussion of recommendations and problems, and for the explanation of plans, policies, and procedures;
10. Develops and implements systematic procedures for the efficient obtaining and maintaining of all records, reports, and statistics; for ordering, receiving, and distributing supplies; for maintaining secure and accurate inventories;
11. Develops, maintains, and supervises policies, procedures, and activities for the school, to assure availability of suitable facilities for all programs;
12. Initiates and follows up on actions to assure required custodial, maintenance, and renovation services are provided to the school;
13. Initiates and supervises activities and the preparation and submission of all reports to assure compliance with the requirements of the Superintendent of Schools, the State Department of Education, the Department of Health, Education and Welfare, and all applicable city, state, and federal regulations;
14. Cooperates with all community and city agencies charged with the safety and welfare of the children;
15. Certifies payrolls of all classifications of personnel functioning within the school;
16. Develops budgets and maintains financial records to assure that approved funds are expended so as to provide optimal educational experiences for all students;
17. Performs such other tasks as the assistant superintendent may, from time to time, assign or delegate;

Terms of Employment: School year, plus two weeks after the close of the school, and two weeks before the opening of the new school year.

Evaluation Criteria: Attainment of approved objectives;  
Support of school programs by parents and community;  
Realization of educational goals for individual pupils.



