CURRICULUM IMPLEMENTATION IN A SMALL AND ISOLATED SCHOOL DISTRICT

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ABSTRACT

The purpose of this study was to describe and analyze program implementation in a small and geographically isolated school district within the province of British Columbia. Specifically, the study focused on the sources of help, the difficulties and the reasons for decisions during the implementation of a new social studies program for grades one through three, and a new science program for grade ten, during the 1983 to 1985 school terms. Taped interviews were conducted with all the teachers and administrators (n = 22) who had involvement with these programs. The transcribed tapes were then analyzed for major themes around the three categories: sources of help, difficulties, and decisions.

The main sources of help were the textbooks, curriculum materials and whatever limited equipment and supplies were immediately at hand in the isolated communities. The lack of time and classroom resources; severe communication problems; and the nature of multigraded teaching loads were the major difficulties. Implementation decisions were made on pragmatic grounds, including time and resources available, multigraded classroom configurations, and the perceived abilities of the children to be taught. The teacher was the implementer and decisions were largely a matter of that teacher's priorities. In this small and isolated district, the role of the teacher was paramount, as there were few
support services and personnel available. Implementation put stress on the teachers' time for planning and experimenting with program changes in multigraded classrooms.

No comparisons were drawn between this case study and other small or large school districts. Rather, implications were drawn for the improvement of program implementation in this case.
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CHAPTER ONE

INTRODUCTION

Curriculum and change has become an intensely studied topic over the last few years within Canada. As a teacher and administrator in a small, rural, isolated school district, this researcher was involved with many curricula and many curricular changes. After studying the literature of curriculum change, however, it became apparent that there is a serious lack of information on implementation in small and isolated school districts.

PURPOSE

The purpose of this study was to describe and analyze program implementation in a small and geographically isolated school district within the province of British Columbia. Specifically, the following questions were addressed:

1. What were the sources of help for implementation that were available, and utilized, within a small and isolated school district?

2. What were the difficulties with implementation experienced within a small and isolated school district?

3. What implementation decisions were made in a small and isolated school district?
METHOD

The small isolated school district of choice was School District #84 (Vancouver Island West), where the researcher was employed. This district consists of six isolated communities located along the fjords of the northwest coast of Vancouver Island in British Columbia.

During the 1983 to 1985 school terms, two new programs, developed by the provincial Ministry of Education, were implemented in the district:

1. Started in 1978, the Science 10 Probe course was completed late in 1983, and was ready for implementation into district schools in the fall of 1984.

2. Within the revised social studies curriculum for grades one to seven, the primary portion (grades 1 to 3) was available early in 1983, and was adopted in the school district in September 1983.

The following procedures were taken to collect data about these two implementations:

1. Permission to do the study was sought (Appendix A), and teachers who were implementing one or both of these two programs were requested to participate (Appendix B).

2. Taped interviews were conducted with all teachers using the primary social studies (n = 14) and the Science Probe 10 (n = 4) in School District #84. The supervisors of
these teachers were interviewed, including the principals (n = 8) and the administrative assistants charged with the special responsibilities of curriculum and the district resource centre (n = 2). A Ministry of Education person was interviewed: the Director of Program Implementation Services, during the period 1983 to 1985. (Interview questions are listed in Appendix C). Interviews occurred during February and March 1985 at various schools, each lasting about 40 minutes.

3. After each interviewee volunteered information on sources of help, difficulties, and reasons for decisions, they were asked to review a checklist (Appendix D) to further stimulate recognition of other sources, difficulties and reasons.

4. Document analysis was undertaken on the materials available in the district for teaching these courses, and on any ministry or district documents specifically provided to the teachers and supervisors for the purpose of expediting implementation.

5. The transcribed interviews, the checklists and the documents were analyzed in terms of the three major questions. From these data the author drew interpretations, which were then validated with the superintendent of schools for accuracy and reasonableness.
Although people in various roles (within the district and Ministry) were interviewed, the points of view from which these data were interpreted were that of (1) the superintendent of schools and (2) the researcher (who is a school administrator and teacher). Validation of the researcher's interpretations was not extended to teachers. Definitions of major terms used throughout the study, as well as an explanation of how interviewee quotations were coded, are found in Appendix E.

BACKGROUND

In British Columbia there are 75 school districts and the smallest 15 of these are under 1500 each in total pupil population. School District #84 has just under 1000 and ranks 9th smallest; as mentioned, the district is also very isolated (details are in Chapter Two). Small and isolated districts have problems of program implementation which pertain particularly to size and isolation. There has been little study done with small isolated systems. Most implementation research is of school systems that are large and urban (e.g., Fullan 1982, 1979).

The implementation of programs in small rural isolated schools has received very little attention; in fact, the literature is virtually devoid of specific information in this area. For example, only a few articles address the implementation of a particular course or area of studies such as a vocational agriculture program, a gifted student
program, or a career development program (Kaufman 1977, Harris 1975). In these papers the orientation is towards the particular program, whereas the ongoing task of implementation is treated as being of secondary importance. Thus implementative problems in rural isolated schools received no more than casual and incomplete mention, much less, real study. The researcher could not find any author that documented the "sources of help", the "difficulties" or the "reasons for decisions" in implementation that were rural specific. It is to be remembered, though, that those of general applicability in large urban districts may also apply in rural isolated areas, often with increased intensity; for example, communication is more problematic in isolated areas.

Implementers in small British Columbia school districts, such as Elizabeth Welch Wilson (1983) of the Nelson School District, report that as the amount of implementation expected by the Ministry increases, so will the need to have reliable access to program materials. She also defines a need to allow for local adaptations of the course being implemented because teachers must take part in decision making, even if this is difficult due to communications problems. She reports how mandated new programs are a special drain on the economic resources of the school, the energy of its teachers, and the harmony of the classroom. In terms of in-service, she points out such problems as time and money spent to travel to central locations, and of the
administrators’ desire for specific, concrete training rather than general discussions. Lack of library budget and personnel are also difficulties. As a source of help the new Provincial Clearinghouse for Locally Developed Materials is given as a quality resource.

Another source of help in British Columbia seems to be the "resource" teachers trained at Ministry workshops and summer institutes who come back to their small isolated districts and are prepared to assist colleagues and to build a local network for support and sharing of problems and strategies (Ministry of Education Information Circular 44 / 84.05.16). The Ministry invites each district to send a representative to be trained. The researcher attended the 1984 summer institute for science 10 as an observer and found good participation amongst the delegates. There was a discussion of the new science 10 and how the innovation was to be implemented.

Jenny White (1983) from Queen Charlotte Islands District concurs with the importance of in-service, communication, resource teachers, a good district plan and a need to cut bureaucratic red tape. Her implementation experience began with a classroom need for a writing program, with a cooperative superintendent and a Ministry summer institute. She feels that inservice should be followed by some months when the innovation is tested by teachers in classrooms.
Coaching and demonstration lessons by peers, as well as follow-up sessions, are important implementation strategies.

In the United States there have been several reported attempts to bring new programs to small rural schools. These programs were federally initiated and funded, and generally they failed. The largest was the Experimental Schools (E.S.) Program which was short lived. This program began in 1972, ran six years and resulted in a report of some 14 volumes; there are also many smaller papers, by many authors, that refer to these volumes. It created conflict between the federal developers trying to impose ideas and the local educators who, although initially enthused, soon became despondent; local difficulties, grassroots politics and a lack of sources of help were central to these failures. Also, it seems that discussion and cooperative decision making were lacking.

More specifically, one of the first problems identified with the E.S. program was that of "ignoring": the few folks involved were not "worth" considering (Herriott 1980). As a result, local lay people and educators were left with inferior feelings or a low self concept. Also, through consolidation of small schools, the federal bureaucracy was trying to eliminate smallness. Smallness and rurality were neglected, even though fully one third of the nation's children and one half of its poor families lived in rural areas. Yet, the percentage of funding was 13 or 14 percent!
In short, due to a lack of economy of scale, there was a deficiency of funding. Other major factors reported in terms of this program for rural schools, and its failings were:

1. Multiple functions of the school.
2. Tension between stability and change.
3. Recency and problems with consolidation of districts.
4. Size, geographical dispersion, population density.
5. The heterogenous nature of the small population.
7. Rural fear of federal (outside) colonialism.
8. Shifting balances of power and authority.
9. Citizen's reservations about the professional license of teachers. (1980)

In terms of implementing, some problems included:

1. Bureaucratic red tape.
2. Poor definition of the program.
3. Poor planning.
4. Being over zealous or impatient. (1980)

The best successes noted were the ones where the implementation involved an early transition from central office personnel who did the initial planning and implementation, to those associated exclusively with the actual schools where the implementation took place. The imposition of programs or processes thereof met with conflict and embarrassment for both sides.

Peters (1975) reported that change agents in rural schools must be perceived as "belonging" to the community. Along with this "ownership", the agent of change must be specifically knowledgeable about the day to day life and politics of the community; this belonging and local knowledge assists him or her in achieving higher levels of involvement amongst both staff and community. Clearly,
public relations are cardinal to achieving cooperation and avoiding conflict (Hennigh, 1979). In small, isolated schools, good public relations are really very person specific due to the smallness of the population.

Fletcher (1980) advocates electronic technology be used more when programs are implemented rurally, and feels that many of the "difficulties" can and are being overcome by advancing technology.

Specifically then, we still need to document the "sources of help", the "difficulties" and "why" priority decisions are made as we implement programs within small, rural, isolated school districts of British Columbia.

LIMITATIONS

There were these major limitations to this study:
1. This study was limited to one small and isolated school district, and no comparisons were made with any other small or large districts. Conclusions, therefore, are limited in their application.
2. The study primarily gathered interview information from teachers. These self-report data represent perceptions, and were not checked by means of other kinds of information, such as classroom observations by the researcher.
3. Interviewees were not involved in validating the researcher's interpretations of the data. This task was done by the superintendent of the school district.
CHAPTER TWO

CONTEXTS

The major contexts - the school district, the curricular documents, and the Ministry of Education - of the study are described briefly in this chapter. This description provides some background for understanding better the interviewees' comments about their sources of help in implementation (Chapter 3), difficulties (Chapter 4), and decisions (Chapter 5).

CONTEXT -- SCHOOL DISTRICT #84

School District #84 in British Columbia is located in a logging and fishing area on the north west coast of Vancouver Island. This outer coastal region is rough mountainous terrain inundated with many fjords, and is subject to the westerly inflow which frequently brings stormy and rainy weather. The six communities with schools are sparsely located along the coast and their existance is directly related to fishing or logging or both.

Community-one has a population of 2500 people and serves as a "bedroom" for a pulp mill and logging operation. As the largest community of the school district, it is located in the south - east corner of same, about 55 paved miles from a city of 16,000. As it is the largest and the closest to the "outside", it has the school board office, the school
District Resource Centre (DRC.), and the school district maintenance shop. The office is staffed by a superintendent, a secretary - treasurer and three half-time clerical staff persons; the resource centre has a half-time clerk. The maintenance staff includes one supervisor and two men. Until March of 1984 there was a director of instruction, primarily responsible for curriculum, but he was laid off due to the provincial government's restraint program. The loss of this resource person created a significant reduction in services offered to teachers and schools by the district office.

The elementary school in community-one offers grades K-7 to 380 pupils taught by 20 teachers. The secondary school offers grades 8-12 to 200 students taught by 16 teachers. Both schools have a full time supervising principal and two administrative assistants (25% time each). There are no department heads in the secondary school.

We leave community-one and travel north-west 42 miles on rough and precarious mountain logging road to arrive at community-two, the next largest community, nestled at the head of a long fjord. It has a transient population of 1700 to 2000 people, mainly loggers and mill workers. The village supplies labour to two sawmills (one - Cedar, and one - Hemlock/Balsam Fir). There is one elementary - secondary school dealing with all grades (K-12) in one crowded building, including 350 pupils and 23 teachers (12
elementary, 11 secondary). There is one supervising principal; two teachers are administrative assistants for 25% of their time. There are no department heads.

Community-three, the third largest, is a village of 200 people, and is a logging division of the large company that operates all the local tree farm licenses. In 1983-84 the school had 50 pupils and five teachers, including part time learning assistance and administration. During 1985, declining enrollment due to the economic down-turn in the forest industry, as well as budgetary restraint within the school system, reduced the staff to four and the student population to 39 (grades K to 10). Community-three is reached along the fjords by seaplane or boat, or one can travel the east side of Vancouver Island north as far as Nimpkish and then use 27 miles of logging road to again cross to the west coast. To travel from community-two to community-three, for example, takes eight minutes by seaplane or an hour by boat via the fjords. If one wishes to drive it is a matter of 130 miles of gravel logging road and takes about five hours.

Located virtually on the open Pacific, community-four is even more isolated. It has had telephone service for about one year. One could travel an hour on logging roads and an hour by boat from community-three to community-four, or one could fly by seaplane (20 minutes from community-three or 55 minutes from community-one). Half of the community lives
on a peninsula of Vancouver Island and half on Walters Island. The main street of the village is a channel of water about one-half mile wide. This community is primarily a Native Indian (90%) village of about 100 people. The provincial Ministry of Education, School District #84 and the federal Department of Northern and Indian Affairs are presently beginning construction of a new three room school to replace two delapidated schools. There are 30 pupils (grades K to 10) taught by three teachers. It must be reported that weather here can be stormy with wind and rain, to the extent that often this community is totally isolated from passage to the "outside" world. This stormy weather also affects getting to school by boat down the channel of ocean that is "main street".

Communities-five and -six are just as isolated as community-four, with access only by boat or seaplane and communication only by VHF radio. Community-five is a logging camp that is on the open west coast. There are 13 children from four families. There is one student in each of grades one to nine and two in each of grades ten and eleven. One teacher teaches all subjects in all eleven grades, which is to say, that she has approximately 77 lessons to prepare, teach and evaluate each day!

Community-six is similarly a small isolated logging camp located on Nootka Island. Here again one teacher deals with 12 children in grades K to 8. During the Ministry of
Education's "Let's Talk About Schools" (1985) campaign, this researcher (as teacher representative), the superintendent of schools, and the school board chairman attended meetings in each of these isolated communities to hear parents and other community members reiterate their expectations. Despite their isolation, they frankly stated that they expect for their children at least educational opportunities equal to those of the children of their urban peers.

Teachers in all but community-one must be supplied with rental teacherages (via contract), and all are paid an isolation allowance (all communities are designated as isolated posts in terms of the Canadian Income Tax Act). It is to be emphasized that communities two and three often are cut off from the "outside" by weather or problems with the logging roads. Basic services such as medical, banking, grocery, etc. are either non existant or very nearly so in communities two through six. Communication by mail, radio, telephone, or air express is expensive, spasmodic and often undependable. Travel about the district is also expensive in terms of time and money, and intra-district communication is the largest operative headache in this district. To cite an example, can the reader imagine using VHF marine radio with poor quality reception, on a public channel operated by the logging contractor, to discuss the finer points of curriculum implementation, much less discuss problems associated with one of your pupils?
All the communities have a mix of transient loggers, mill workers and fisherman. The principal employer makes a conscious effort to recruit families and to reduce this transient nature; current severe economics have cut the use of the "bunkhouse / cookhouse syndrome" in favor of locating family units in a camp setting or in a more permanent community. Many of the adults have had negative school experiences themselves, are poor supporters of school and teachers, and are easily intimidated by the status and role of the "teacher". Thus, in these communities program changes exist within a fragile interpersonal network. The majority of the parental community advocates the basic 3R's and insists that the school system should be able to solve the social evils of each respective community.

Cultural deprivation is a strong social fact in these communities. Community-one has a hockey and curling rink that might as well be in Vancouver as far as the other communities are concerned; the geographical dispersion makes this facility difficult for the other communities to use. There is a small bowling and swimming pool complex and not much else in community-two. Another example is the small public library in community-three which is open two hours per week and has a total collection which is smaller than the personal collection of the writer. Other than these facilities and pirated satellite television, community cultural / recreational facilities are virtually non-existant. Each community has so few facilities and is so
isolated that cultural, sports, or other interpersonal exchanges are at best, minimal. For a large segment of the population, culture consists of alcohol consumption either in the local bar or at home in front of satellite television. Any occasional burst of local activity is strictly a "make your own fun" affair.

Politically, the school district has five trustees (two in community-one, and one each in communities two through four). It is expensive in time and money for them to meet, and they operate from a restrained budget based on the provincial "Financial Framework" that is funded for classes at 25 pupils per teacher. Since this ratio cannot be maintained even in the largest school due to small secondary classes, there is just no economy of scale to finance the small schools. That is, the funds provided through the "Financial Framework" pay only a comparatively tiny fraction of the real cost of running a particular classroom or school. This puts pressure on the system and its employees; and this scenario manifests itself negatively on curriculum and the context for learning. (It should also be pointed out that the district closed two of its smallest isolated schools in the last two years.)

The school board offers a basic education and tries to make the best possible use of resources available. At the same time they are conscious of, and in favour of, equal opportunity for all pupils, even though this is an elusive
and impracticable goal in their circumstances. Among their policies for district governance is a policy that has the board, district staff, principals and teachers annually define their goals and objectives. This process of discussing, writing and evaluating is useful in determining the overall educational direction of the school district, despite its dispersion. Teachers are encouraged to write out major goals and the intended learning outcomes for each course. Over the last four years this procedure has evolved into a practical form of long-term planning wherein the teacher sets out topical goals and a time frame.

As the district is geographically difficult to traverse and as there is only one educational officer (district superintendent), the amount of "in classroom" supervision, assistance or communication from the district office, is severely limited. The school in community-three had the district superintendent on site five times during 1983-84 (not in excess of 15 hours total). In the last three years the Ministry of Education had one of their officials on site at this school on one occasion; his helicopter landed in the school yard and departed twelve minutes later!

The district resource centre is a small facility with about 1000 videotapes, covering a diverse range of educational topics, a small circulating fiction library, a few film strips, a laminator, and a computer. The fiction library is boxed such that segments of it can be flown out to isolated
schools; this program lacks efficiency as a result of expense and transport frustrations. Libraries in small schools are spasmodically kept by a teacher who already has too much to do. Communities -one and -two both have part-time library aides but there is no librarian in this district. On the other hand, these two communities do have access to the provincial Knowledge Network (television) and the community college (North Island College) has local facilities; but they are the only ones with this kind of access. N.I.C. has a mobile van which appears in community-three on three Wednesday afternoons per month. Any college contact with the smallest communities would be by correspondence.

The district has several policy committees reporting to the superintendent and the board, as outlined on the organizational chart. The Curriculum Committee, chaired by a school administrator, has representation throughout the grades and from the three larger communities. It deals with all curricular matters including implementation. Sub-committees provide advice in specific areas such as, for example English, mathematics, science, social studies, and computers.

Other committees are not directly involved in curriculum but have an incidental effect. The Pupil Personnel Committee deals with special education and all services to children. The Working Relations Committee deals with the relationship
between the board and its employees, including their contract and working conditions. The Inter-Ministerial Children's Committee in each of the three largest communities attempts to bring various governmental agencies together to deal with severe problems involving children. The Education Joint Committee responds to the need for public relations. Parent advisory groups exist at most schools and function on a more or less regular basis; these groups supply volunteers for activities at the schools and meet to discuss educational issues.

The teachers of the district form an association of 66 individuals who meet two or three times yearly at great expense in time and money. A general meeting may cost $2000.00 due to the expense of charter airfares, hotels and meals. The executive and standing committees meet more often to run the association, although a lot of "meeting" is done by telephone. Association business, economic welfare and politics consume most of the time at these meetings, leaving little for academic and professional communication, or for in-depth collegial discussion about a course and its implementation. The district and the teachers' association share in a small professional development fund, which provides about $158 per teacher per year— one third of the average real cost of going to Vancouver or Victoria for a three-day professional development opportunity; consequently, each teacher gets, on the average, one professional development opportunity per two years of
teaching because of the expense in time and money. (The writer missed his last opportunity because of a violent wind and snow storm which completely isolated community-two on the morning of departure.) Internally the average is one district-wide professional day per two years, although the larger individual schools may have one or two internal professional days per year. In short, professional isolation is a reality of the district.

In summary, this district of less than 3000 square miles represents six small isolated communities which lack services, communications, facilities, and population. The total population is about 5500 of whom 980 are children in the schools. As a result of this geographic dispersion, budgetary economies of scale are impossible. The personnel are severely limited by a heavy workload and "professional isolation". Multigraded classrooms are the reality in most communities and all classes deal with a heterogeneous mix of learning abilities within a small student population. Educational facilities and resources are limited. It is this abundance of extraordinary constraints which raises concern about the potential viability of any program implementation initiatives. The affect of these constraints upon implementation is of great interest to the writer.
In this province the Schools Act (15/h) states that:

.....the Lieutenant-Governor in Council may, by regulation, prescribe courses of study, and adopt and prescribe textbooks, and authorize supplementary reading and other instructional materials for use in the public schools.

Teachers rely heavily on the textual materials provided by the Ministry to their schools. Briefly I present below the "old" and the "new" curricula for each of what are now the primary social studies and Science 10 Probe curricula in terms of their specified goals, activities, materials and assumptions.

PRIMARY SOCIAL STUDIES

Goals

The old curriculum guide of 1974 outlines its intentions via objectives and key concepts. Objectives involve:

Knowledge:
Increasing the student's understanding of concepts about similarity and diversity in human activities, social arrangements and beliefs.

Skills:
Planning, collecting, recording, classifying and interpreting information as well as social skills.

Feelings, Attitudes, Values:
Examine critically and perhaps modify his (child's) point of view,.....acquire a system of values,.....extend
sensitivity to cultural similarities and differences. (1974: p. 2)

In the new curriculum guide of 1983 the program goals are set out in general terms and are underscored by more specific intended learning outcomes. The program goals are:

1. Students should know and understand the factors which have shaped and continue to shape Canada and Canadians.
2. Students should know and understand the diverse pattern of human activity in the world.
3. Students should know and understand the roles, rights and responsibilities of an individual as a member of society.
4. Students should develop a willingness and ability to use knowledge and understanding as a member of society. (1983: p. 10)

In both cases these "goals" are for grades one through seven. In the new guide, details of "program flow, grade focus, grade goals, content, understandings, inquiry and skills" for each grade are also given. Instruction is sequenced and an evaluation process is set out. Grade goals for grade one are, for example, briefly:

- family size and composition
- ethnic and cultural background
- your own family
- roles, responsibilities and feelings
- family changes and needs
- organization and functions
- actions and beliefs (1983: p. 12)

In short, the content for grades one, two and three is similar in the old and the new course but the specificity of the goals and objectives is enhanced in the new course.
Activities

In the 1974 course the methodology was intended to be primarily a teacher-led discussion from a given large picture (18" X 24"). Evaluation was largely teacher focussed as the teacher was to appraise the individual's "development in attitude and behavior". Provincial examinations played no part. The actual activity per se which was required / suggested for each classroom tended to talk about observing, sharing, discussing, and listening; such activities as drawing, painting, role playing, simulating, debating, and field-tripping were left to teacher discretion. In classroom practice, more activity may have been used, but such activity was teacher-initiated.

In the new course, activity is broadly encouraged. The texts, their pictures and the resource manuals emphasize "learning by doing". Inquiry is regarded as important and skills are outlined on charts and checklists for teacher usage. Evaluation is treated rather casually in the 1983 curriculum guide, but the request is for a consistent broadly-based type of evaluation.

Materials

This area is where there is the greatest change. The old curriculum guide was brief and sketchy and promoted "a wide selection of content by the teacher". In addition, there was a commercially-produced teacher's manual which provided a
brief background and some discussion questions for each of the pictures in the picture sets. Each grade had sets varying from 50 to 90 large pictures. The use of resources beyond these pictures was left entirely to the teacher.

In the new course there is the curriculum guide, a resource book, a media guide, and a teacher's manual supplied by the commercial publishers of the student texts. The new resource manual discusses various print and film resources, community use, evaluation, activities, and sample unit plans. Appendices are available on mapping, graphing, role playing and the use of media. Basically, this book is full of useful teacher-oriented materials. The media guide from the Provincial Education Media Centre (PEMC) gives descriptions of its available films/videotapes. The commercial teacher's manual goes from a statement of philosophy and learning objectives to lists of activities, books and audio visual materials; alternative ways to teach each part of the course are given, as is help in organizing your classroom. Instead of picture sets, there are textbooks for student use. For grade one there is a series of six booklets about the family. These booklets provide pictures with brief captions which the child cannot read at the beginning of grade one, but certainly could later in the year. Titles include, for example, "Families Have Needs", "Families Share" and "Families Change" - for grade one.
Grade two has two larger texts and four small "community" booklets for "exploring" Mount Currie, Elkford, Prince George and Naramata. The first larger text explores "Your School and Neighbourhood" and the second one does a comparison of an imaginary "space community" with the child's own community.

For grade three the three texts are well illustrated and provide considerable written material. Drawings, graphs and maps now are presented for interpretation.

These principal materials are available to the teacher on a more or less automatic basis in each school. Films, videotapes, additional books (professional, library etc.), and other material resources, on the other hand, are left up to the ingenuity and resources of the teachers and the district.

Assumptions

The old course assumed the teacher would research and thereby learn, would develop or otherwise supply needed materials, and would direct the presentation of the course. Other than simple guidelines and a set of pictures, the social studies program, it appears, was assumed to be the domain of the individual teacher.

The new courses make a similar assumption—but to a much lesser degree. The quantity of materials supplied is greater. Goals, objectives, methodology and evaluation are
more completely set out. Sample units, lessons and learning activities are detailed. There is still the assumption that teachers will research the needed background information and further materials, but they may be much more tied to required materials and procedures.

In short, the new social studies is more detailed than the old. Goals, objectives, materials, resources and activities are more fully set out. However, for teachers in isolated areas, the supply of materials is still not at all adequate. (One cannot replace, for example, inadequate resources, with homilies about goals.) Interviewees complained that books, audio visuals, community facilities and other resources named were often not available. These shortfalls no doubt affect the quality of teaching and the fidelity of the implementation.

SCIENCE 10 PROBE

Goals

The 1967 and 1970 versions of the curriculum guide did not delineate goals and objectives. Rather, these old curriculum guides outlined each laboratory exercise like a resource manual. A bibliography, a long equipment list, and some discussion of scientific theory as applicable to particular laboratory experiments were included. Topical areas covered by the course included ionic chemistry, cellular biology, genetics, electricity, magnetism, sound and earth science.
For the new course, implemented in 1984, the Ministry provided a curriculum guide and resource book all in one. This volume presents four general goals with ten general learning outcomes each. The goals are for all of junior secondary science, and are supported by six subject organizers so that sequential learning outcomes and activities can be developed for each junior secondary year. The general goals state that the junior secondary science program should provide:

- for students to develop positive science attitudes,
- for students to develop the skills and processes of science,
- an increase to the student’s scientific knowledge,
- for students to develop creative, critical and formal (abstract) thinking abilities. (1984: p. 5)

Each of these goals is cross referenced to each subject organizer in each grade.

Activities

The old course was intended to be 50 percent laboratory experiments. The curriculum guide outlined experiments and equipment lists, but there was no discussion of other methods of presentation, or of evaluation, record-keeping or program planning. The student textbook provided a long series of experiments and a series of questions for each. The students' reader contained articles related to topics under study as well as questions based on each article.
The new course is less laboratory-oriented, and intends a student-centered and personal approach to science; activities promote clarity of issues and practical applications of science. Learning is sequenced within each grade, with allowance given to individual preferences and/or local teaching situations. Instead of the older skills/knowledge emphasis, the new activities are directed to attitudes and thinking as well as being "investigative" and wider in variety than just experimentation.

Materials

Again, the old course required a large inventory of materials and equipment to have students do the many experiments; the text was virtually a laboratory procedures guidebook. In the new course, because experimenting is reduced, so is the quantity of equipment. There is, though, a need for audio visuals, and such reference materials as journals and periodicals. (These reference materials are not provided by the Ministry; districts have to supply these needs despite their current budgetary restraint and, in the case of some districts, their small size and isolation.)

Assumptions

The assumption of specific knowledge on the part of the teacher is similar in both the new and old courses, and this is crucial for our purposes, as is the assumption that the teacher will be able to obtain needed background materials.
for the discussions, debates and audio visual parts of the course. However, the largest change is that the innovation was designed on the basis of an integrated thematic approach. Simply, the designers wanted teachers to integrate knowledge from the disciplines of chemistry, biology and physics around themes; one selects bits of knowledge from each of these disciplines as it applies to the theme. Secondly, the Ministry and the developers placed the enormous task of theme development at the feet of the classroom teacher, who, in my opinion, does not have the time to devise materials or resources thereto.

In summary, Science 10 Probe offered more clearly established goals and objectives, program organizers and some hope of improved guidance to busy teachers - such as a reduction in repetitive use of pre-formed experiments; activities are more varied and are investigative; materials show greater diversity. However, it seems to me the integrated thematic approach is a major failing of the new course, especially for teachers in small, isolated schools.
Before interviewing within the district, the researcher interviewed the former Director of Program Implementation Services within the Ministry. The purpose of this interview was to get a Ministry perspective, such that the researcher and the reader would have another angle from which to understand teacher responses to the three research questions.

The Director (M-1) led that branch of the Ministry from October 1978 until June 1983, when it was terminated by the provincial budgetary restraint program. The task of this branch was to assist districts in the implementation of ministry-mandated curricula, or as M-1 puts it: "to help people plan and understand change." Like the rest of the Ministry, this branch was not directed to do anything specifically applicable to small rural districts; it was mandated to serve small and large, rural and urban, district offices equally.

Rather than merely assisting teachers, the branch tried to work with supervisory personnel at the district level-in an effort to get across the message that:

The Ministry is remote to most teachers; the Ministry has to rely on the superintendent. If the ministry does too much, it allows local people to cop out.

Implementation is largely a local responsibility. The teacher is the
implementer! Teachers need all kinds of support; active and ongoing at the local level. (M-1)

The primary role of the Ministry in implementation, therefore, was one of training the "trainer". This began with five-day summer institutes where implementation theories of researchers such as Fullan, Leithwood, and others were discussed and made ready for district use. These institutes occurred each year for superintendents, directors of instruction and other district leaders. Also, there were specific institutes designed for such specific implementations as primary social studies and Science 10. This information was to be delivered down the line to the classroom teacher; each person on that line was to have a responsibility to keep information flowing.

Communication was to be enhanced through the use of teleconferencing, so that people in isolated schools could speak to other teachers, district staff, Ministry staff, specialists or any other person who could be of help. Computer and telephone networking, the Knowledge Network, or other interactive satellite television, district resource centres, PEMC, and the Provincial Clearinghouse for Locally Developed Materials, were seen by M-1 as helpful communication sources. According to M-1 the Clearinghouse for Locally Developed Materials was one of the best ideas recently put into practice by the Ministry, as it was highly used despite its low budget. The receiver could phone the
author of the materials to find out how they were implemented. Other sources of help advocated by M-1 included the Rural Teachers' Association, inter-school visitation, school district consortiums (inter-district sharing of resources), and correspondence courses.

To help districts with their implementation planning and inservice, the branch provided subject-specific consultants, regular newsletters that outlined curricular changes, videotapes, a library of implementation plans developed by districts, names and addresses of provincial educators who had implementation/inservice expertise and wanted to share it with others, regular conferences and regional meetings, and documents to help readers understand and plan educational change.

Changes for social studies and science were in preparation when the Implementation Branch was terminated due to budgetary restraint. M-1 claimed that preparations had been made toward their implementation, such as the production of implementation videos.

M-1 suggested that the bottom line for communication was commitment to it by the superintendent and the principals. Excellent communication and a solid understanding of change had to come from the supervisors. Principals had to understand the need for cross pollination of good ideas within the school system, as well as receiving them from the "outside".
With small districts having only a skeleton district staff, and teachers being overloaded, M-l said that the branch encouraged these districts have a three-year implementation plan and that they deal only with as many implementations as were reasonable. Timelines, dates and pacing were seen as crucial difficulties to overcome. Before decisions could be made about implementation, priorities were to be decided according to three questions:

1. Is this change going to increase student interest and achievement?
2. Will the proposed change increase teacher expertise and job satisfaction?
3. Is it going to improve the overall climate of the school, the quality of life in the classrooms and the confidence of the community in the school?

M-l claimed that number 1 above was most important; if there was improved learning, then the rest would follow. In this vein, M-l advocated the use of multi-age groupings, peer learning, continuity of teachers, and the downplaying of grade groups and grade-oriented curricula. Many difficulties of the multigraded classroom, it was suggested, could be solved with a learning continuum. Also, M-l asked for pragmatic decision-making by those charged with the responsibility in small isolated districts:

The curriculum largely deals in abstractions. Kids who live in isolated rural communities tend to be more oriented to "hands on", and there's a sort of snobbishness in the school system if you are not an academic
achiever! That is shortsighted and ignores everything we know now about learning styles. Kids achieve abstractions in different ways; achieve them through a lot of concrete experiences. Kids who deal with "hands on" activities get a concrete product that they can look at and say "see what I did". There is something marvelous and therapeutic about those concrete products and it makes education so much more visible than a test score does. There is a pride associated with it, that goes away beyond anything a test score can produce.
CHAPTER THREE

SOURCES OF HELP

This chapter reports on data received from teacher interviews about sources of help. In each interview there were three questions about sources of help (Appendix C numbers 5, 6 and 10). Then all interviewees discussed a checklist (Appendix D) and identified other relevant sources of help. This chapter is organized under five administrative levels from which help could be expected.

During the interviews, teachers discussed what they saw as relevant and practical sources of help. Their attitude was that of making the best use of whatever was quickly and readily at hand. They seemed to have little time to search for resources, and had little faith in delivery systems from "outside" the school district.

MINISTRY OF EDUCATION

As a source of help, the Ministry of Education was mentioned by very few teachers. The Ministry provided curricula, and it was seen as inevitable, rather than helpful. One teacher even said "The Ministry is more problem to me than solace " (T-32).

Curriculum guides were reported by half the teachers as important considerations when one first begins a course like science or social studies, but these teachers considered
them "only guidelines" and not very useful for day to day classroom practice. Specifically, for example, T-14 claimed that the primary social studies guide was "not very useful" because it lacked integration with the more important subjects, language arts and mathematics. On the other hand, T-13 pointed out that curriculum guides were more useful to her since she had taken a course on curriculum development. The curriculum guide for science 10 seemed to be more useful to teachers; T-26 pointed out that it was clear in terms of what was expected and what was optional, and two of the teachers remarked that student learning outcomes were clearly defined.

For both courses the Ministry developed a teacher RESOURCE BOOK. These books were mentioned by the majority of teachers as being comprehensive and practical. The failings of these volumes were two:

1. Resource materials (e.g., films, books) mentioned in them could not be easily or quickly accessed by the teacher, and so for the most part were ignored.

2. Learning activities were not always appropriate or possible for small and isolated communities:

   Guidebooks are set up for urban areas. We can't visit museums and art galleries; all we have is the natural woods. (T-50)

Few specific implementation guidelines seemed to reach this district from the Ministry. For example, the district's
director of instruction, who lost his job to the restraint program (March 1984), attended a Ministry workshop on the primary social studies in 1983. (Interestingly, only T-22 mentioned receiving any of this implementation information; the other 12 teachers apparently heard nothing.) Also, there had been a Ministry videotape, for the implementation of primary social studies, in the district for at least one year, but it had not been viewed by these teachers.

Both curricular changes were found to be more practical and relevant than the former curricula: science was more current and "real"; the primary social studies although it contained more up-to-date pictorial material was somewhat lacking in rural examples. Primary teachers also expressed a need to help the child to relate specifically to the people or communities that were studied; the child needed to be able to "put him/herself in the picture". Teachers even suggested that the materials could be made more relevant if the teacher could relate personal experiences from the communities under study like Prince George or Elkford:

Telling the real story of a real child was much more meaningful to the child.

I was fortunate in knowing people who live in some of the centres that the books are based on. The one for Elkford; I have a brother-in-law there and he knows the boy that the book was all about, so that helped greatly. We had all sorts of pictures sent from Elkford.

Prince George; I lived there, so I used resources of my own like pictures.

( T - 22 )
Teachers seemed to be clear in their own minds about the changes from the old to the new curricula. The social studies teachers reported that the new curriculum emphasized topics which were similar to the old; the biggest change seemed to be the move from large picture cards to picture text books with a few words. It was noted by T-11-12-21-31 that grade one children had difficulty reading the printed text for the majority of the year. In the multigraded classes of T-31-42-50 this problem was circumvented by having grade two or three children read the text of whichever primary course was being used.

Science 10 Probe involved a thematic approach as opposed to the previous approach of teaching the separate disciplines of chemistry, physics, biology and earth science. In the summer of 1984, AA-2 attended a week long Ministry workshop to learn about the new course and its implementation, so as to take this information back to the school district. It was expected that all participants in this workshop, and subsequently all science 10 teachers, would work out their own themes and collect the resources for same. AA-2 prefers and still teaches the discipline approach. T-26 tried the thematic approach (but soon learned the futility of teaching series and parallel household circuits within a theme of salmonid enhancement!) and will use the discipliary approach next year. Other clear changes included a new unit on human sexuality and an improved unit on heredity.
The district did not receive any special grants from the provincial or federal governments for this implementation.

**SCHOOL DISTRICT**

As already noted, the district no longer had a director of instruction. There was no helping teacher, district program coordinator, or teacher representative to call upon for help with any of the subjects or for implementation. No interviewee mentioned the secretary-treasurer or the district maintenance staff as sources of help. The only full-time district level educator was the superintendent who was busy with supervision, budgets, and day by day district operation; he had little time to be involved directly with implementation.

AA-2 attended the Ministry workshop on science 10; in the year since, he spoke for less than one hour to T-26 and had not yet spoken to the other six teachers of science. Opportunity for such communication was poor due to geography and time. However, it was somewhat surprising that a communication network had not been better established in this district.

The district resource centre (DRC.) was located in community one and had a limited library of videotapes and little else. Teachers mentioned the DRC. as marginally useful. (There were some district difficulties with the DRC. which will be explained in Chapter Four.) AA-2 had a third role as the
person in charge of the DRC. and was given an FTE time assignment for same of about 0.125. The DRC. clerk was also part-time (0.4). These two people were rarely mentioned as sources of help by the teachers interviewed. For example, T-31 said that a previous resident of community three was now living in community one and acting as a teacher-aide; T-31 had this friend go to the DRC. to preview and check-out materials as she could not do it herself. T-31 wished that DRC. personnel could come to each school occasionally to discuss what was available, or that teachers could have the occasional opportunity to go to the DRC. to "look through the stuff so as to choose". There was a strong feeling of being isolated from the DRC:

We don't always have the materials for science or social studies because of isolation making them difficult to obtain at the proper time. Because of budgetary concerns we don't often have the funds to purchase the things we need.

In the past in isolated areas a problem has been the turnover of teachers from year to year, and as a result we have not had a consistent direction in the obtaining of materials.

One of my complaints about implementation is that I had anticipated that the district resource centre was going to be a "functioning model", and I am finding, as other principals are, that it is not a functioning resource for a school away from (community one).

From my point of view, I taught here for a long time and, no, I don't think the district resource centre has improved our situation. There only is ostensibly someone in charge of the drc. but it has

40
not effectively changed the service of resources to the school. The resource centre catalog is not kept up to date and changes or updates are not sent to us. In fact, (principal, community three) has been told to "purchase" some things. (P-2)

The district's curriculum committee met three times in the last year (1984-1985). Primary social studies was discussed in November with respect to the Ministry tape which was to be circulated, as was a social studies checklist to be used as a locally developed set of guidelines. Neither of these sources of help seemed to reach or effect classroom teachers. Teachers complained of never having seen the video (T-13-14-42), and although each primary teacher was to receive a copy of the guidelines, no interviewee mentioned receiving them. In June 1985 the researcher asked that the committee make effective transmission of implementation materials one of its goals for the next year, as it was his observation that such materials were not reaching teachers.

Each teacher was required by district policy to set out goals and objectives for each course taught. Over the last four years the format of these instructional plans has been modified to make them more classroom useful and less academic. Several teachers mentioned that these plans were helpful for assisting their long term and daily planning, and for the sequencing of curricular topics. Sequencing in social studies or science became difficult in a multigraded
class because the topics could not be presented in a logical or grade specific way.

The teachers' association was mentioned by only a few teachers, yet was important in a number of situations. T-11-12 talked about the role of the specialist associations of the teachers' association in organizing primary teachers conferences. The local association of teachers met three times per year. These were the only times when colleagues were brought together to share ideas and engage in informal discussion. Also, the local teachers' association was involved in professional development days held within the district or school. Apart from such meetings, there were few reminders about new programs, as the teacher enjoyed virtually full autonomy in implementation.

No other district initiatives were mentioned by teachers as sources of help. There was no push by the school board to implement, nor did it establish any long term plan, or any specific formative evaluation procedures for any program being implemented. Pupil - teacher ratios were not mentioned because in this isolated district classes were small; rather the problem was that of great heterogeneity and/or multigradedness.

SCHOOL

At the school level, the first source of help mentioned was the principal and his/her administrative assistants. (This
district had no vice-principals.) Although several of the people implementing the science and social studies were also principals or administrative assistants, no interviewee saw such people as a particular source of help. T-11-12 reported that their principal made sure they had textbooks, guides, and resource books, but, beyond this help, for example, T-32 claimed that "My principal knows nothing about science and stays out of my way."

Principals saw themselves as a source of help. They pointed out that they were facilitators who provided ministry and district directives to teachers, as well as all textbooks, guides and resource books. They also noted that they influenced and cared for school budgets which made possible the various resources needed by teachers. Principals instructed "librarians" to "order books", which was a way of saying they felt responsible for the supervision of staff and the provision of resources; however, P-1 said teachers were expected to take the initiative in the classroom and in the requesting of new materials or resources, or budget for same.

P-1-2 agreed that more professional development was needed for teachers; staff sharing of information was important, and P-1 claimed to work towards that goal. P-2 stated that teachers came to the principal occasionally about implementation; this principal "makes sure courses are being properly implemented" by means of:
1. making sure the teacher's instructional plans reflect the new course;
2. "trying to follow-up in the classroom." (which means supervision of instruction).

No teacher reported specific help from an administrative assistant other than obtaining texts and curriculum guides. There were no department heads, and no teacher mentioned the learning assistance teachers.

Teacher colleagues were highlighted as providers of help by teachers in the larger schools where they readily could converse. T-23 stated an interest in observing other teachers (not many teachers were enthused about being observed as they struggled through an implementation of a new program) and was willing to observe in other districts although such opportunity was extremely limited. Isolation and difficulty of travel, as well as expense in money and time, made such observation prohibitive, mentioned T-25.

In the small schools of community four, T-41-42 said that with colleagues:

There is consultation, but in terms of help we're all overwhelmed in each of our own areas. We do try to share even though all teachers are teaching at different levels.

Further, it should be pointed out that T-50 and T-60 taught in very isolated one-teacher schools and had no professional colleagues with whom to talk!
No teacher mentioned the counselling of children as a source of help, perhaps because formal counselling per se was non-existent and/or had low applicability to specific courses. Parental community groups were not mentioned and seemed to have little input; teachers were not likely to seek assistance from these groups with the task of implementation. On the other hand, several social studies teachers mentioned parent volunteers, the success of which depended on the group of children being taught and on parental attitudes. For example, the experience with volunteers varied from positive to negative for one teacher with two different classes in two successive years. In the first year (1983), the class was a group of low achievers with behavioral and emotional problems, and this group had a set of uncooperative, uncaring, and seemingly incapable parents, which made volunteerism a painful experience. The next class (1984) was brighter and had more enthused and positive parents; classroom volunteerism was a greater success.

Virtually every teacher mentioned that the main vehicle of implementation for them was the student text. Each teacher received a curriculum guide and a set of student texts, so the text became central to whatever form or degree of classroom implementation occurred.

Although the social studies texts had a good format, and were considered to be more colorful and modern than the
picture sets of the previous course (children related easily to the children in the pictures which looked like ordinary "kids"), teachers complained:

A lot of words are beyond the grade ones. It would be nice if they could have simple enough vocabulary that they could read the books on their own. (T-22)

The texts are too urban; native children in an isolated coastal village relate to fishboats but do not understand traffic lights or bus transfers. (T-42)

When these texts were used in multigrade classrooms, the courses were taught on a rotational basis. For example, T-31 spoke of "saving" certain texts for next year and of using parts of texts and their ideas during two successive years. This teacher implemented the grade three text with grades three and four, adding enrichment for the fours; the grade twos did not finish the material from the grade three text, so again next year this teacher will modify the materials. Suitable bits of each course and/or its text were used to create a modified course that suited the present student composition. As T-31 said "I found there is probably enough in the (primary) program for five years; you just have to modify it."

The grade two texts dealt with the community, and several teachers referred to that sector of the course wherein a fictitious space community was created in the classroom and compared to the students' own community. T-13-14-22 all praised this part of the text as interesting. Children found
it fun. On the other hand, T-24 found the space community impractical in a small isolated community that was not growing like the space community.

The science 10 text was well received in communities one and two as a source of help to teachers and students. It was an improvement upon its predecessor. On the other hand, it presented some considerable problems in small multigraded classes in communities 3, 4 and 5. T-41 pointed out: "Science is cumulative and the native children of (community 4) are not nearly ready to use this text." Because three grades were taught simultaneously, students had to be able to work on their own, and it was usually the case that more simple materials were required. The integrated thematic approach introduced a new set of "impossible variables", said T-41, and so he used a simpler text not prescribed for this course. There was no prescribed text for alternative use with less academic students who had little ability to read or comprehend, or were learning disabled. Further, in community five the two grade ten students used the text virtually on their own while the teacher and the other children were doing work in other subjects and grades, even though the text was not designed for self-study programs. As T-50 said:

When a child works on his own it takes a lot longer to master a concept. He has worked steadily from October to March, yet he is only to chapter 4. How do we evaluate his progress against the students in (communities one and two)?
There were no other school level sources of help mentioned by any teacher. Increased material equipment and financial support were viewed as desireable but unavailable.

TEACHERS

The teacher level leaves questions as to what were sources of help and what are difficulties. Inservice ("hands-on" training or other professional development) was mentioned by teachers and administrators as important: it helped them not to "re-invent the wheel" (T-11) and as T-23 said after being isolated for three years, she needed "some outside experiences to act as benchmarks." They all committed themselves to the need for inservice, especially the idea of "learning it on Friday and putting it to use on Monday". Unfortunately, however, most complained that this source of help was not available to them:

I would like more input from other teachers on what they are doing, especially teachers from larger cities. We need more professional development or a study session to get more ideas on presenting materials. (T-15)

To go out for professional development is expensive to me personally, despite the funds that might be available to defray some part of the cost. Also, I have to provide a few days of substitute work for a sub in all subjects (and grades), and this is a great deal of work. (T-32)

Summer schools (university) and summer institutes were viewed as desireable, as were regular follow-up meetings after such courses or training.
Teacher experience was helpful in preparing daily lessons and long-term plans. To the isolated teacher, his or her experience was critical for improvising and making do with meagre resources. Even seasoned teachers doing the social studies for the first time found it necessary to rely on past experience, as well as to probe the experience of colleagues (T-12-13). As a young teacher trying to gain experience, T-23 felt that the opportunity to "re-invent the wheel" or try things out was important. All science teachers said that their specific training and background was useful.

Children in the classroom could also be a source of help:

Control over students, or discipline, is needed. Well behaved kids help implementation. On task time is important and so is self-discipline. (T-23)

Misbehaving classes respond poorly to these courses; they need non academic stimuli. (T-25)

T-32 explained that small isolated schools also have populations with a wide spectrum of student abilities. These new courses had little to offer students with learning problems, as there were no specific sources of help within the design of either course that ostensibly assisted the teacher who had a student with learning difficulty. With the primary social studies, small group discussion became difficult with larger class sizes; groups of 20 or more were difficult to control and to get participation (T-22).

Grouping (of split and multigrade classes), student
participation and learning ability, on task time and general behavior of the students could be important sources of help.

RESOURCES

The availability of films, filmstrips, videotapes and other audio-visuals was considered important by all teachers as a way to expand narrow local experiences. T-11-12-15-22 would use more of these resources if they were available, course specific, and from the point of view of the child.

Sequentialized films from the DRC. or PEMC were not always received on time when needed. T-22 would like these resource centres to take photographs of the district for use as a source of help; other grade one teachers claimed there was only one series of films on the family, and these only considered the typical family of "mom, dad and 1.8 kids"; needed were films showing other family configurations, with discussions of divorce, step-parents and alternative family arrangements (T-11-12).

The videotape library of the local community college provided films for Science 10 that were not available in other resource centres (T-26). According to AA-2, however, a current task of the DRC. was to obtain films relevant to new courses like Science 10, and he wanted to have suggestions from T-26.

The Provincial Clearinghouse for Locally Developed Materials was used in at least three of the communities, but was not
mentioned by interviewees. Networking of resources had not begun in this district. No teacher used radio broadcasts, or other distance education devices such as interactive television (current budgetary considerations mitigated against electronic technology). The Correspondence Branch was not mentioned as a source of help even though its materials were used periodically in the district.

Administrators and teachers made textbook decisions based on a list of titles in a Ministry catalogue. Other materials, from audio visual aids to material supplies, were ordered from catalogues. The educator most often had no idea exactly what he/she was buying; therefore P-2 spoke about the necessity of actually looking at sample materials:

If there are alternative materials, we need more information. We find it difficult to make a choice based solely on a "title". We need to have a sample in hand. Particularly in the case of social studies we had to make an arbitrary decision as to which booklets (texts) we would purchase. They were costly and we could only order 35 copies of four titles.

OTHERS

The last area considered in this chapter is those sources of help mentioned by teachers apart from those listed in Appendix D. School libraries were a help in the larger schools and a hindrance (no staff to care for it, and too limited to be useful) in the small ones. The district
recently set up a "library committee" in each school (there are no librarians), with the task of searching for and ordering resources, particularly books. T-11-12 found this committee helpful when ordering books about "Families".

AA-2 used people from industry or government as speakers or resource people, although it was often difficult to get them because they had to travel in from the outside; one could rarely have these people upon demand. T-26 used government biologists from a nearby salmonid enhancement project to successfully help with his theme of salmonid enhancement in Science 10.

There seemed to be a difference of opinion about commercial materials. Some teachers considered them valuable because they saved time, and would use more of these materials if they were made available. Another group of teachers preferred to make their own materials. Beginning teachers, for example, wanted to prepare their own materials more than the experienced teacher or the teacher with a multigrade assignment. T-11-12 liked to devise materials and activities to supplement the primary social studies, particularly for special events like Christmas.

The next chapter provides data on some difficulties that teachers experienced while implementing Science 10 and primary social studies. The integral relationship between sources of help and difficulties is obvious. It is problematic to separate what is "helpful" and what is a
"difficulty" because both often depend on each other. Many of the difficulties presented in the next chapter are really pleas for particular sources of help.
CHAPTER FOUR

DIFFICULTIES

It is sometimes difficult to separate sources of help and difficulties. If a teacher believes he/she needs a particular source of help that is not readily available, then that lack of "help" may become a difficulty. Many teachers have little time to deal with difficulties, and so do the best they can with the resources at hand. This chapter discusses the difficulties identified in the teacher interviews.

MINISTRY OF EDUCATION

The Ministry of Education was viewed by teachers as "something" far away, large, political and austere. Any directive from the Ministry was taken as a fait accompli, and the Ministry took the blame for shortcomings of new programs.

Interviewees desired new curricula completely packaged as opposed to bare skeletons. Rather than curricular guidelines suggesting books or films, teachers in this isolated district wanted such resources included in the package, and issued by the Ministry.

The new program has been plunked on us, and if its to succeed it must be well laid out. There needs to be more material we could just pick up and use ...there must be a simpler way. (T-24)
Some things I would like to do, I can't do because I don't have the materials. Materials are difficult to get hold of. (T-24)

The curriculum guide is set for the ideal urban class. I have to use the student book and develop teacher made worksheets. (T-25)

Teacher guide was difficult because I didn't know what to stress. Too much scrounging, I don't have time to prepare all of these things. I want pre-prepared materials. There is too much course material, I only use one book "Turn On To Canada". It takes all your time to deal with one thing well. (T-15)

Too much material for day by day is needing to be teacher prepared. I am not familiar with the "resource people" in (community two), you are very limited in the number of people you can draw information from. (T-24)

More packaged programs would allow more individualizing; kits, games, tapes. (T-31)

If I spent many hours working out a full program, I could probably, given a few months, develop my own information, but that should not be the situation with a new program presented by the provincial government. They should have all sorts of information packages, films, picture sets, everything possible, available to us. Because the teacher has not been to all the places mentioned, we need audio visual and narrative backup. (T-25)

Teacher-made materials take time. I like "kit-like" pre-prepared materials to save teacher time. We need time to prepare all these little things, such simple things as a photocopier being down prevents preparation. These folks really need pre-prepared packaged equipment/supplies for the various activities. The idea is to cut down on scrounge time so as to be able to spend more time on child-oriented needs. (T-11)
I need outline/lesson plans where kids can work on their own. Multilessons are impossible. I often teach one lesson to all three grades. Unlike more urban areas, I can't just run to the "drugstore"; supplies are a problem.

Because the district staff was too small to help and the teacher was too busy with day to day things, the majority of listed resources remained "on the list".

**DISTRICT**

The district's smallness contributed to an overwhelming lack of personnel, resources, funds and opportunity to deal with educational problems, of which implementation was only one. As already mentioned in Chapter Three, there was little district help with implementation beyond the supply of textbooks.

An immediate difficulty was a lack of money, the major engine of the school system. British Columbia, from 1982 to 1985 developed a new framework for financing education, simultaneously with the provincial government's restraint program. With the budget cuts of the restraint program and the inequities of the financial framework, schools and their programs suffered disruption. (A provincial curriculum that this researcher was involved in writing was shelved for three years due to the lack of funding to implement it.) The teachers interviewed knew that this provincial political situation was one of the prime sources of their lack of
funds. The following "histogram" shows which teachers reported what voids:

<table>
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<tr>
<th>Voids</th>
<th>Teachers Reported</th>
</tr>
</thead>
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<tr>
<td>lack of student materials</td>
<td>T-21-15-32-24-25</td>
</tr>
<tr>
<td>lack of audio visuals</td>
<td>T-13-14-21-15-41-42-32</td>
</tr>
<tr>
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<td>0</td>
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<tr>
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<tr>
<td>lack of librarians</td>
<td>T-31-22-26</td>
</tr>
<tr>
<td>lack of secretarial time</td>
<td>T-22-15-26</td>
</tr>
<tr>
<td>lack of teacher aides</td>
<td>T-32-26</td>
</tr>
<tr>
<td>lack of substitutes</td>
<td>T-22</td>
</tr>
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</table>

Isolation was discussed within the context of a lack or a need. There were many voids to deal with in these small communities. The two most talked about were limited resources and limited communication:

1. Limited Resources, e.g.:

Many of the resources listed in the guide are unavailable to us especially because we are in a small community. We do not have access to the books. Because it is a new program our library does not have these books yet; maybe they will some day. The films and the like are difficult for us to get a hold of in a small community and a rather isolated one. ( T-24 )

There is virtually nothing extra available to the teacher except what is in the book. With that as the only stimulus for grade three students, its quite difficult to get them interested in the program. ( T-25 )

There are no PEMC videos available for the new social studies curriculum. There are none at drc. either. ( T-25 )

As for the DRC., I didn't find much there....why don't we have films and resources here in our library? ( T-22 )

We get this "What's New" news tape (current events) from the DRC. It is copied in (community one) and forwarded.
Sometimes we get it one week late, and that's pretty new -- other times we get it two, three weeks late, and then it's not new; and if you get three tapes at once, it's an overdose. If we could tape off a dish it would be better. About a new dish -- we need it now! (T-41)

The only resources that are useful are the resources you can have on hand on a permanent basis like videotapes or a computer. (T-42)

Perhaps the films and videos from PEMC could be duplicated more so they could be more useful to us. (T-22)

2. Limited Communication, e.g.:

The shipping charges on films are huge and we can't rely on the mail or the airplane. You see, another problem here is that a videotape costs nine dollars, but it costs us nine dollars freight or eighteen dollars airfare; it costs eighteen dollars (each way) to ship a tape that is only worth nine dollars. We need a dish so we can do our own copying. (T-41)

We need more communication; we are unable to get things in and out due to isolation. It is expensive to get stuff in and out. (T-50)

In a small community there is no access to materials, experts, museums etc. There should be more videotapes, picture sets and teacher materials. Grade three is not as workable in isolated areas as it would be in the lower mainland (an urban area). Isolation gives us lack of communication, people problems, lots of learning problems and a situation where reading, spelling, language arts and math are more important. (T-25)

Arrival times on films is hopeless. I can't get to the resource centre on time; I don't know what's there. We have a shortage of films and filmstrips for this course and little or no material in the DRC. (T-11)
There were lots and lots of films, etc., mentioned in the teachers' guide, however, very few of them are to be found in SD #84. The films I found difficult to find through PEMC; as well, and of course you have the problem that you order them in September for December and the films show up in March. If they are not available until 2, 3, 4 months after you have taught the course, they are not much use. (T-22)

There are few videos from PEMC or DRC, and they are useless here because they are never on time and can only stay for a limited time. (T-42)

The people who wrote the program at the Ministry level should have as part of their job to sell the program to the districts and come out to each district and do a half-day workshop. Our school district needs someone in charge of social studies. It is hard for our district to meet. I need another grade two teacher to talk to! Being isolated means we have no one to reflect off of. Pro'D time is needed to observe in other classrooms. (T-13).

I would like to be able to occasionally contact some other science teachers in this district or in other districts. The geography of the present situation precludes this, more than perhaps twice in a school year. I would like to emphasize that this problem of not being able to socialize with other science teachers might seem trivial to whoever is doing the assessment of this document in an office downtown somewhere, but, being the only science teacher within a five hour drive, one tends only to use his own ideas. I am concerned about academic drift taking place! (T-32)

As can be seen from these quotes, the lack of funds, resources, and communication were interrelated; each factor impacted upon and exacerbated the others.
On the matter of field trips and/or the use of community facilities, the interviewees all complained of the lack of opportunity. The communities are devoid of most basic services. When communities 4, 5 and 6 do not have a bank or even a grocery store, how can we talk about visiting science institutions or art galleries? For example,

Field trips are out of the question, no place to go. (T-24)

As far as field trips go it's rather difficult being in a small isolated community. You don't have the large supermarkets or a large bakery to go visit as suggested in the resource book. .... it's not practical in (community two). What you don't have you can't go and see. Perhaps the Ministry or the district could take a film crew into a bakery or supermarket and make a film that we could show to the children instead of having to take them to the actual situation. (T-22)

It's a real drawback -- no field trip potential here. Also, no dollars to go anyway. (T-21)

We just cannot take kids on a field trip -- no access to a majority of them; we're too isolated. (T-42)

Weather was not mentioned by any interviewee, although it would be a problem if field trips were possible, as this area receives 180 to 250 inches of rain per annum.

The lack of teacher substitutes was mentioned (T-22); in isolated communities, most substitutes were mothers with no teacher qualifications. In most cases very little teaching
may occur, regardless of curriculum, when the substitute takes over.

Another difficulty that arose in each community was professional development, as a reflection of poor inter-community communication and of how separately each community operated. Both P-1-2 were in agreement that more inservice was needed, but they recognized the shortcomings in terms of time and money; yet P-2 would like more district coordination of what inservice does occur.

The lack of time and money for inservice was discounted by T-24, claiming that "Pro'D is not as important as accessible materials". Recently the district assigned AA-1 to the task of curriculum and the resource centre as a 0.4 assignment. AA-1 contended that it would be easier for the district to deal with the time and money problem if he went to implementation inservice out of the district and brought back this information to the teachers by travelling to the different communities:

It is not feasible or practical for those teachers from (communities 1, 2, 3) to travel to (the next school district).
I go to those things and then I can go to each of the schools and talk to each of the teachers individually. This applies especially to initial pilot workshops.

AA-1 claimed correctly that it was less expensive to have him travel to various communities than it would be to gather all the teachers of a given subject together.
Enrollment in this district declined severely due to the restraint program and poor markets in the forestry industry. In the last four years the student population declined in excess of 15 percent and in community three the student population declined from 77 to 36 (53%). A high percentage of the classes in the district's six communities were low enrollment multigrade heterogeneous classes. Such classes were perceived to be a difficulty:

Multigrade makes PTR (pupil-teacher ratio) silly. Time is a big restriction because of the number of groups of kids you have in one class. (T-42)

Teaching a split grade is difficult. (T-24)

PTR is low, but I have a multigraded class. Long range planning is difficult because we can't predict how fast the three grades will cover the material. I find it hard to know what kids have covered -- perhaps a pretest? (T-32)

I may only have 13 kids but I have 11 grades and 77 subjects. (T-50)

I have three ESL's that lack language skills, and other kids with extreme behavior. When these groups don't understand, multigraded teaching becomes more difficult. (T-22)

Virtually every teacher mentioned time as the factor of prime importance to them. In a small community the teacher is often the only professional resource person and as such is expected to perform extra organizational tasks regardless of the number of work hours involved per day (T-32-50-24-11-12-22-42-41-24).
The response to change by small communities was not well documented in this study, but the general trend in this district seemed to be one of resistance. The resistance took a peculiar form. Parents were in general apathetic towards education and all its encumbered bureaucracy. In the spring of 1985 the Ministry ran a "Let's Talk About Schools" campaign wherein educators met with parents to understand what the parent wanted for their children. This researcher attended these meetings in each community and helped record data. Parents generally saw ministry mandates as "cast in stone". Their own educational desires were general or ill defined; they wanted a good basic education, but there was little consensus on what that was. They wanted to be informed of curricular change, but were not willing to study the change in any detail; this they left to the "teacher". They wanted materials that were relevant to students and saw little purpose in the more academic and abstract concepts. T-32 explained community attitudes this way:

The community does not place a high priority on intellectual, academic or cultural pursuits. There is lots of money in a logging community so its hard to persuade children that there is anything to really be gained by academic diligence. They can see their neighbours (loggers) work 3 or 4 less months per year than I do and make anywhere from 5 to 30 thousand dollars a year more than I do. Young people see a lot of money which has no correlation to the things school and teachers tell them are involved in a successful and fulfilling life.
The teachers in all communities wanted the Knowledge Network (a satellite distance education network) to be easily accessible. The reality is that it was not, and with the current funding formula there was little hope; T-50-42-41-32-26-25-22-21-16-15-14 treated the Knowledge Network and other satellite technology as essential in this isolated area.

PROGRAMS

As to difficulties with the mandated primary social studies, teachers agreed that there was little substantive change from the old course in terms of its content. The change was seen as essentially from the use of picture sets supported by discussion, to text booklets (basically picture sets with staples) used for the same type of discussion; these booklets had captions and some small amount of text. Teachers also stated that the new teacher resource book for these courses was superior to its predecessor. However, despite the small change to the curriculum, there was still some resistance, as resources were not at hand. Several teachers also felt that the social studies lacked "hands on" activity and that it was somewhat boring, lacking in variety, and that the content was sometimes irrelevant to children:

The interest of the kids is cardinal, we are tired of families. The family stuff is simplistic for good learners. They learned in kindergarten or before how families should share. (T-11)
Lacks "hands-on "activity. (T-21)

It is important to have responsive kids. You can't discuss with grade 3 for more than three minutes; therefore, it needs seat work or small groups. I had to modify the course. I left lots of discussion out. More activities are needed for slow kids. (T-22)

We must have "learning by doing". (T-15)

I did this course in fits and starts because the kids don't enjoy it; not enough information on activities is available and I find it tough to stay interested. Its too "ideal". (T-25)

I need a student workbook of activities. (T-42)

I use the Judy Skill Books. There are no worksheets. We need workbooks or skillbooks that are copyable. (T-21)

Over and over again the kids asked "Where is this picture? Who are these people?", and I had no way of telling them or finding out where the picture was taken. Perhaps a little word underneath would help. Then you could point out the place on the map. (T-22)

The books, for instance "Prince George", don't get deep enough into big city experiences. To experience such things as a traffic light is important when you live where there is none. There are no traffic lights in this entire school district. (T-14)

We chose only Victoria and Grand Forks because someone locally has lived there. Nobody lives in Barkerville. (T-31)

The course does not have a real source / method of evaluation. (T-42)

Record keeping is subjective. (T-22)

Too much record keeping takes away from teaching time to do bureaucracy. (T-32)
Time was stated over and over as a problem with the social studies no matter what task was to be done:

I need lots of time ahead to preview, to read and to collect materials. I feel like a beginning teacher, forced to plod and struggle through this. (T-24)

My time is split too fine with 77 subjects to prepare, teach and evaluate. The time to fumble through any books and resources that do come in, is a problem because there is too much. It is hard to sort and prioritize. (T-50)

No time to get into depth, so I pick out important areas. In a multigraded class I use a two year program by taking the most salient of one, two, and three, then teaching half each year. (T-42)

With science 10 the most substantive changes were in the sections on reproduction and genetics, as well as in the attempt to implement the integrated thematic approach.

There were some specific difficulties with implementation:

Assessment is needed. Often there are kids in grade 10 that shouldn't be. The kids don't have the skills needed. The lab is poorly designed and poorly equipped.

Integrated thematic approach was a good idea, but ordering of topics or sequence was difficult. Must do the book from page 1 to the end because it builds on itself. If you hop around you get messed up.

A small area doesn't have role models. Kids need to be seeing chemical processes or hydro dams or industries. (T-26)

In isolation a kid has nobody to bounce ideas off, to give him a discussion. The new integrated program is pointless. I am not doing it; we go from chapter one,
take the book as it comes. Science experiments are a disruption! If you do experiment, you are active and you disturb the other kids in our one room school. There is no water in our classroom. (T-50)

There is a lack of other teachers to discuss themes and build materials.

The discipline approach helps in the transition to grade 11 and courses like Chem. 11. (AA-2)

The lack of success of the integration cost me considerable time. This did not allow me to cover other areas later on that should have been covered. Some of the areas I didn't cover to the depth I should have, because of my perceived failure with the integration.

I would like to talk to other teachers. I have a poorly equipped lab and I find supplies hard to get. (T-26)

If I was to teach grade 10 science the way it was intended there would be a need for a substantial amount of money for equipment, field trips, etc., and the money is simply not available. (T-32)

We have a few basic materials in a kit, but no chemicals. Experiments are really limited. (T-50)

In short, the Science 10 course seemed to be accepted by teachers, even though they felt encumbered by the integrated thematic approach. Social studies was accepted as inevitable and was adapted to the local situation. The multigraded class, the lack of resources, and the lack of local facilities in the isolated communities all influenced the teachers' implementation of these new programs. What Fullan (1979) called the mutual adaption perspective certainly was
applicable in this school district as teachers dealt with difficulties and made implementative decisions.

SCHOOL AND COMMUNITY

School leadership difficulties did not solicit a single comment. There had been internal and external staff conflicts, leadership constraints, and other interpersonal problems that may be attributable to a small district. Nonetheless, interviewees did not link these difficulties with curriculum implementation.

Teachers defended their teaching by pointing out many voids and saying that they did the best they could with what they had. They adapted to the incoming textbook and the local realities more than to the new program. Emotion expressed was that of frustration with the voids of small isolated rural communities:

In (community three) the teacher is the number one resource! There are no frills here at all. Even I have grown used to it to the point where I don't recognize any disadvantage to it. The first year I taught here after teaching in Edmonton, I thought this was the end of the world. Its just the oldness of the place. The fact that the building is falling apart and there is nothing new to look at. Besides which, I am overwhelmed with four grades. (T-31)

These feelings well expressed attitudes towards living and teaching in a tiny settlement, inclusive of any ongoing implementation.
Many teachers found teaching lonely due to academic isolation and the lack of adult/adult relationships. Two science teachers explained:

Teaching is lonely, the opportunity to meet with colleagues is needed to clarify thoughts. Not having anyone to talk to in terms of the academic material does hinder you in clarifying concepts. (T-26)

After seeing the same 12 kids for six or seven subjects each day (4 grades), I would like to go to another school to observe and talk with other teachers. (T-32)

These interviewees were committed teachers with energy and enthusiasm for their job; any teacher not highly motivated, energetic and capable would collapse under the strain and stress of these pressures of isolation. Nor were these teachers naive, and they certainly had awareness of the programs through the curriculum guides and texts. They were victims of overload.

There seemed to be three groups amongst students of most of the communities. One large group of students had considerable learning difficulties. The second and smaller group received marks below average (C-, D). The third was a small group of gifted children that got high marks. The so-called "average" student (C, C+) was virtually non-existent. (The researcher personally found this to be a significant difficulty to teaching in two of the communities). Such an anomaly further complicated
heterogeneous multigrade classrooms. When speaking of children's abilities, here are two teacher perceptions:

The kids are not work oriented, they lack energy. Most have poor reading ability. I have two grade four failures that are physically large boys in a difficult social situation. These fours tutor the twos. The twos have trouble with concepts. I find that group work is difficult with the multigrade problem. Most of our kids aren't aware of what's in other schools so they don't miss it. (T-31)

Our kids are transient, they have no aim. They live unsettled lives. Family problems find their way into class. The kids have a low self-concept. (T-41)

Teacher attitudes were governed by the quality of the work environment. If that environment was cluttered with difficulties, as delineated in this chapter, the teacher showed frustration in trying to cope.

Albeit, to teach in a small rural isolated school district is difficult! But for one teacher at least, these difficulties were largely taken for granted. The last word here is left to her:

I was hired in 1982, so I only know isolation during restraint; I don't feel I can state that there is a lack of things here because I don't know what its like to have anything else, having never been anywhere else and having never taught when the money flowed a little more freely. I've always taught during restraint and this is all I know. As a beginning teacher I had to collect my own materials. I like to make teacher made stuff. (T-23)
CHAPTER FIVE

DECISIONS

This chapter examines briefly the implementation decisions that were made, how, and for what reasons.

WHAT DECISIONS WERE MADE?

Few decisions were made about what and how to implement. The district did not give explicit priority to one of the new courses in terms of resources and support, nor was priority given to any one aspect of each course. Rather than deciding to start small and to implement incrementally, the district "adopted" the new courses in total, and left each school to its own devices for putting these courses into practice.

It was the teachers who really made the major decisions about what to do with these new curricula. First, they decided the priority given to each course. According to the timetable, for example, there was a particular number of minutes per week allocated to each course. However, many primary teachers decided that social studies was of low priority; despite its being a "core" course, social studies was treated like an optional course in some classrooms:

Social studies often gets left out because teachers can't find the necessary preparation time or resources. Math and language arts are favoured.  
( T-13 )
We lack time and our priority is language arts. Social studies is brought into language arts and math as much as possible. The course has a lot to deal with in a short time block. (T-22)

Social studies is not a core course, language arts and math are more important. (T-21)

There is not enough time to do each subject the way you want to. Social studies needs to be integrated with other subjects, but it is difficult in a multigraded class to have social studies in reading content. (T-31)

I teach on a two year cycle, integrating the grade 2 and 3 courses. Grade one catches what they can. Social studies in this (multigraded) environment is not a priority because we have to devote so much time to reading and arithmetic. Most of our kids read at least one grade below their grade level. (T-42)

Second, the teachers decided what sections of these courses would be emphasized, and those that would not. The reasons for such choices were related largely to the availability of resources, time, and to the needs of students. For example:

I found that there was so much in the course that those parts I didn't have resources for were just left out or changed to such a great extent that they hardly resembled the course. Rather than use the resource book, I centered my attention more on the picture books the children use. (T-22)

The curriculum I use is determined not by the curriculum guide, but by the student. This student sets the limitations. At present with one student in each grade I cannot follow ministry guidelines. We choose topics as they are relevant to our situation. These topics for discussion have to be pertinent to all grades. (T-50)
There's so much more I feel I could do if everything was available to you and easily accessible instead of having to read and find out where to get materials and films; it's very time consuming. If you haven't had time to preview it and learn all these things, by the time you know what you want it's too late to order it so you can use it. (T-24)

For at least one teacher, however, there was little need to make implementation decisions. T-50, with the course materials for eleven grades to keep track of, and an isolated school to run, was unaware of curricular changes:

With respect to the new social studies curriculum my first reaction is: what is the new social studies curriculum? (85:03:09) In amongst stacks and stacks of information at the school, I have recently discovered that we have a new social studies curriculum! I don't know what the old curriculum is, let alone the new, but by accident I have discovered that I am using the new curriculum!

Teaching methods are ancient here, all writing, pen and paper, a lot of "on task". (T-50) (independent learning skills)
planning stems from that year of piloting. We must get the primary social studies teachers to inservice with the people piloting it and either the publisher or a specialist from the ministry. We can fumble in the pilot year, do a chapter or a unit; it is not a required course. After that I would have another inservice at the district level to check the pilot and the textbooks. Then implement the books next September and have the publisher come up and inservice those teachers.

None of this really happened. Instead, it became a case of individual teachers in individual communities setting what they personally considered to be "reasonable" timetables. There was no unity of implementation format or timing across isolated communities. All the administrators and teachers would like to have had a well laid out implementative process. The reality, though, in this small isolated district was that the application of implementative process was random.

As discussed in previous chapters, principals seemed to be mentioned only in the facilitation of textbooks, some limited resources, and perhaps minimal inservice. Their actual role and its influence upon implementation was small. The researcher expected to find school administrators more directly involved in implementation, but the interview data certainly did not support this. Both P-1-2 mentioned that teachers occasionally discussed implementation problems with them, but this seemed to be rather rare.
The matter of "who does what" was easy to settle. In communities three through six there was only one teacher teaching three to eleven grades simultaneously, and if that teacher did not have time or interest (priority) for a task, it simply did not get done. In the three smaller schools the teacher was the principal, sometimes the janitor and always the community resource person. For these interviewees, the more formal district structures meant little:

The curriculum committee doesn't really mean a great deal to us; because of distances, we can't participate. Whatever the curriculum committee comes up with may not be terribly relevant to our local multigrade situation. (T-42)

WHY WERE DECISIONS MADE?

Major reasons affecting decisions were really the smallness and isolation of the schools in this district. In the light of these two factors, one can understand the influence of other reasons such as communications, money, time, meagre resources, multigraded learning and local politics (as already discussed in Chapters Three and Four).

Money was listed as a major reason for the decisions made. The financial framework in British Columbia provided funds according to a specific and complex formula. Over its first few years of operation the government made several minor changes to try to equalize opportunity, but most of these failed because provincial funding was based on the ratio of 25 pupils to one teacher. There were few classes where this
ratio existed in this small school district. Therefore if a course was to be taught as intended by the developers, considerable funds would be needed. As a result of the money shortage, there was a lack of materials, staff, and physical facilities:

No time, no resources, no teacher (for science). Science equipment is expensive. I really need a teacher aide. (T-50)

We need more maps, more library resources, more picture books, more "hands on" things! (T-15)

In Science 10 we didn't have financial support to implement the new course, (AA-2)

The future, and the budgetary outlook, were uncertain, political and even secretive. Teachers remained hopeful that conditions would improve, but at this writing there is no evidence of decisions in this direction.

Expectations in any given community were governed by those things perceived to be possible. Each community seemed to have its own character and its own needs (as pointed out in Chapter Two); these conditions in each situation affected decisions. For example, if the potential for field trips was limited monetarily and geographically, there would be no field trips.

The student population was small, and this meant that students influenced decisions about curricula. In
communities three through six there often were four or fewer children per grade in a multigraded class. As such, the quality of classroom life was affected by interstudent relationships, solidly entrenched because the small group represented all the "friends" they had to interact with. What was lacking in facilities and materials was compensated for with a form of classroom solidarity. Because the classroom social fabric was often tightly knit (the researcher coined the operative "socially inbred"), participants were highly reactive to each other.

The prevailing parental/pupil attitudes towards education revolved around its immediate practicality to the forest industry. Parents wanted their children to do better than they personally did, and they saw a need for equal opportunity with the "outside world" even though they knew that this was impossible in a small isolated school. The hearings from "Lets Talk About Schools" (1985) produced a good register of these parental feelings. Yet, "millworker attitudes" are heard from children of all grades from primary on:

(Community Two) is unique and hard to compare because here there are mainly kids from blue collar homes rather than a real cross-section; doctor to ditchdigger. I don't feel I get the support I would get if I had kids who came from families where there was more motivation to get on with schooling. Schooling in an isolated blue collar town isn't that important. What I hear is "I'm just going to work in the mill,
so what does it matter if I finish grade 12." (T-23)

If they don't want to learn it, I'm not going to force it down their throats! Students here lack interest and do not pursue study with much zeal. (T-25)

Grassroots programs, therefore, were treated as important. For example, this researcher developed a forestry program in community three, and T-26 used salmonid enhancement in science 10. Both of these practical workplace oriented programs were well received. These children for the most part perceived a rural "logging camp/sawmill way of adult existence" for themselves. A teacher reflected:

Does this program set a kid up to exist rurally? I don't see that as being the case. Much is dealt with in an urban perspective. It may, in fact, be difficult for rural kids to relate to some of the methods used to cover the concepts. (T-26)

Every teacher mentioned lack of time as a reason for many of their instructional decisions, particularly in the multigraded classroom. Shortage of time for classroom planning produced some quandries, as for T-23, who became more and more dependent on commercial materials; however, these materials cost money, which was also in short supply!

In short, implementation decisions in this small, rural, isolated district seemed to be made on a practical, pragmatic, and day by day situational grounds. Decisions about new courses related specifically to their potential to
fit into the community and school situation at hand. The teacher had to work with "what is" both in terms of sources of help and in terms of effectively dealing with difficulties that arose.
DISCUSSION, CONCLUSIONS, AND IMPLICATIONS

DISCUSSION

The question now arises concerning how the findings of this case study relate to the generalizations that are found in the research literature. Since 1977 a considerable body of research on program implementation within schools has accumulated, and various authors have attempted to formulate generalizations from across the literature. The most extensive synthesis to date is represented by the work of Michael Fullan.

Fullan has attempted to do two things with the research literature on program implementation. First, he has devised a theory of program implementation in which he describes those factors that are basic to successful change (1977, 1979, 1982b). Second, he has outlined a theory of changing, about how one brings about program implementation (1979, 1981, 1982ab, 1985). He recognizes that the problems and ambiguities of implementation cannot be resolved simply by identifying and following a set of procedures; "The best we can do is derive a set of guidelines which identify the things systematically to be taken into account in relation to the particular problem at hand." (1977:40)
Both his descriptive theory and his prescriptive theory are based on a common set of factors that, according to Fullan, researchers have found consistently related to program implementation. The fifteen factors affecting implementation are as follows:

A. Characteristics of the Change
1. Need and relevance of the change
2. Clarity
3. Complexity
4. Quality and practicality of program (materials etc.)

B. Characteristics at the School District Level
5. The history of innovative attempts
6. The adoption process
7. Central administrative support and involvement
8. Staff development (in-service) and participation
9. Time-line and information system (evaluation)
10. Board and community characteristics

C. Characteristics at the School Level
11. The Principal
12. Teacher-teacher relations
13. Teacher characteristics and orientations

D. Characteristics External to the Local System
14. Role of Government
15. External assistance (Fullan 1982b:56)

Not all of these fifteen factors are equally relevant to this case study. In particular, eleven of these factors seemed to be important and are discussed here in the light of the case study. The discussion thereby places the findings of the case study in relation to current generalizations from the larger body of research literature.
CHARACTERISTICS OF THE CHANGE

Fullan says that program implementation is most effective when it is focused on specific "needs"; in other words, a program is selected to fulfill a perceived priority need of some kind, and implementation discussions happen in the light of this need. Thus the degree of implementation may be correlated to the perceived relevance of the innovation.

There was a perceived need for change for both the old social studies and Science 10. Social studies teachers wanted defined student activities to augment the picture sets. Science 10 teachers needed an up-to-date science course that included less experimentation and more background materials and relevant activities for the classroom.

In both cases, a perception of need was evident; however, when teachers attempted to use the new curricula, relevance became problematic. The social studies picture booklets provided material that proved to be somewhat irrelevant to students living in rural and isolated areas. Relevance in terms of the primary child's real family or community experiences was missing from these generalized booklets and there was no mechanism built into the new material to incorporate these relevant child/user experiences. Science 10 Probe met most of the perceived needs of the teachers, but again there was a lack of relevance to the life
experiences of grade 10 students living in a rural and isolated community. Many of the materials were largely relevant to more urban settings rather than to the workplace of fishermen and millworkers. Without workplace practicality, content was not seen as relevant by students.

Fullan's second factor, that of clarity, is about goals and the means of achieving them. Fullan notes that all too often goals are diffuse and intentionally general, sometimes to the extent that bringing a more precise focus becomes difficult. He does not mention, although it is plausible, that this lack of clarity may be intended in the name of flexibility, thereby allowing the user of a curriculum to apply his or her interpretation in the light of a local context. The means and process by which goals are to be achieved may suffer the same lack of precision, especially when only generalized activity suggestions are given with little or no back-up materials for students.

In the primary social studies, the goals were certainly more clear and specific than those of the old course, even though there was still a quantity of abstractness to deal with. For the most part, teachers understood the goals and the means.

In Science 10 Probe the goals were specific and clear. The teachers understood what was being asked of them in the teaching sense and in the scientific sense. It was not as much a lack of clarity with goals, but rather, a lack of clarity of means. The teachers were expected to prepare and
execute teaching plans which integrated through a thematic approach the traditional science disciplines; this integration was not implemented because it was impractical in their teaching. They chose not to implement the thematic approach and they knew why. Their problem was one of finding time and resources to convert general guidelines about means into particular means which could address both the new thrust towards integration and the experiential background of the students.

For the user of an innovation, clarity also involves an understanding of the differences between the old and the new programs, and the implications of these differences for one's classroom practice. The temptation to oversimplify these differences may lead to a false clarity, with the result that a teacher relies primarily on the student textbook. However, in this case it was not false clarity—the teachers did understand the new intentions. So, what may appear to be false clarity in this case, in fact was not. Thus, teachers did rely on the texts, not because they did not understand the goals and means of the program, but rather because they lacked time and resources to do otherwise.

Complexity, Fullan's third factor, deals with the relative level of difficulty of the change and the extent of change. Fullan recognizes that there are degrees of change and of difficulty in implementing the change. However, he concludes
that the greater the extent of the change, the greater the likelihood of at least some implementative success—"the more tried for, the more accomplished".

Incremental implementation means taking a complex innovation which is divisible and dividing it into simple component parts for more gradual implementation. Incremental implementation is a way to deal with complexity and to assure greater success. Fullan's incremental approach to implementation can help us to see what went on in multigraded classrooms wherein the teacher was overloaded with simultaneous implementations across several grades. Incremental implementation would give time to the daily classroom tasks in the light of lacking resources, poor communication and other inhibitors to change. Reducing the complexity of the implementation to "bite-sized" component pieces helped the overloaded teacher to make pragmatic priority classroom decisions. Simply, the implementation task was not so overwhelming!

The fourth factor referred to as the quality and practicality of an innovation, as judged by teachers, was most significant. In this case the Ministry mandated and the district and school adopted with little real attention to the practicalities of implementation or to the quality and availability of teaching materials. Implementation was undermined because sufficient quantities of quality learning materials were not immediately at hand. Interviewees
stressed a need for pre-prepared and packaged materials as essential to isolated and multigraded classrooms. For example, to visit a museum, art gallery, bakery or firehall from communities four, five and six would cost each student about $400 per trip, which is to say that even clarity does not guarantee the practicality of the means to achieve the goals. In short, there is a difference between goals that are clearly understandable and goals that are practicable in specific classrooms.

Science 10 teachers were not able to prepare the necessary teaching materials. These materials had not been pre-prepared for them. There was also a severe lack of facilities, equipment, and resources. Fullan does not sufficiently stress practicality, particularly in terms of the implications of isolation, costs, lack of resources or lack of communication.

Fullan refers to explicitness as a dilemma; I agree. The highly explicit curriculum lacks the flexibility needed to be operable in "unusual" or varying environments, whereas the unspecified, or poorly specified curriculum leads to confusion, intolerance and misuse. For example, the new social studies is not explicit enough about various family configurations or about rural and isolated communities. In the two curricula studied there are many examples of material that is too urban specific, and this explicitness

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makes these parts unuseable in small, isolated, rural schools.

To summarize to this point: in light of the case study, a caution can be raised about these four characteristics of change as outlined by Fullan. The characteristics need to be understood in terms of their implications for a particular context. Teachers may understand the need for an innovation, be clear on its goals and means, appreciate its complexity and quality and yet not implement because of the time and resource constraints of an isolated and multigraded classroom. For such a context, teachers need programs that are more fully developed than might otherwise be the case--particularly with student materials.

CHARACTERISTICS AT THE SCHOOL DISTRICT LEVEL

Fullan's fifth factor, the past history of innovative change in a district, means that teacher's negative experiences with implementation in the past may beget apathy, cynicism, and resistance to present change. In this case, the classroom teacher was left to his/her own devices with implementation, as the district did very little. The lack of district support, resources and communication created negative attitudes towards implementation which were often expressed as simple frustration.

With respect to number 7, district involvement: because the district studied is small and isolated, central office
administration had little influence on implementation. Lack of time, geographic dispersion of communities, and overload made active support and involvement virtually impossible for the superintendent or the curriculum committee. Clearly, though, this district's administration could make implementation a priority, and then give a greater commitment of time, effort, resources and understanding. Above all, communication with and support for teachers are cardinal.

Successful staff development, the eighth factor, is that which occurs during implementation on a continual basis. The training is ongoing, perceived to be practical and concrete, and allows for teacher-teacher interaction. Interaction is cardinal to the process of resocialization. Such inservice is unrealistic in a district where the teachers may meet for one day every two years to deal with a wide diversity of staff development needs; money, time and geographic dispersion prevent them from doing otherwise. The lack of department heads and other administrative support also had negative consequences for staff development.

Teachers recognized the importance of contact with peers on a professional level, but circumstances made professional isolation a fact. With student heterogeneity, school multigradedness and the uniqueness of each community, staff development needs are diverse for any teacher in such a district. If staff development, as Fullan outlines it, is to
be a reality, there would need to be an infusion of money for distance education technology, as actual travel is impractical. The increased use of interactive satellite communication and computer systems would allow specific and ongoing staff development.

Time is often neglected as a factor because implementation is considered a delivery date rather than a process of teacher learning and resocialization. Unrealistic time-lines may compound difficulties, such as the delivery of support materials, or with any operational parameter that is time oriented. Time-lines that are reasonable, enhance accountability, especially when evaluation activities regarding the innovation are linked to instructional improvement processes.

In the case studied no time-lines had been established for either implementation. One result was wide variance in the type and extent of implementation which took place in the different communities. Teachers'decisions were taken on a day by day pragmatic basis, and their priorities varied from community to community.

Characteristics of school boards and communities can vary widely and, to some extent, independently of each other. In the discussion of his tenth factor, Fullan reports everything from positive support to negative rejection of a given innovation by these two publics. Simply, the innovation should be carefully explained to the various
publics which that innovation will affect. Fullan says there must be political stabilization if a new innovation is to succeed. In the district studied, board members and professionals alike were well aware of the variety of views in the several isolated communities of that district. The publics of the district may be well and fairly dealt with on many issues, but the issue of implementation received little or no attention. This lack of involvement is typical according to Fullan. Despite low organized involvement in the implementations being discussed, community persons made it clear that they would like to be involved in the change processes, and further that a basic, operative criterion of adequacy for such an exercise was the provision of equal educational opportunity for the children of the district—regardless of isolation and smallness.

CHARACTERISTICS AT THE SCHOOL LEVEL

The school principal must take an active and committed role if he/she is to effect and legitimize change. The principal interviewees perceived that they were providing teachers support in areas of material resources, moral support and staff development, whereas the teacher interviewees viewed principals as having a minimal role in implementation. There are, of course, the one or two teacher schools wherein the teacher is the principal. The difference in perception by the teachers and the principals as to the principal's role became a "difficulty". The teachers wanted the principals to
take a greater role as facilitators of staff development, and in providing increased access to various agencies and resources. Simply, the teachers wanted the principals to ease the task of implementation by reducing or eliminating difficulties.

Teacher-teacher collegiality, open communication, mutual trust and support are all part of the process of resocialization. The schools within this district may have one to twenty teachers on staff; they are all teaching different subjects and/or grades such that any given teacher has no other teacher on staff teaching the same curricula as he/she is. It is mostly the case that the teacher in question really has no colleague immediately available to talk to. Teacher-teacher relationships are difficult because of this professional isolation. Isolation becomes a large difficulty; for the specific collegiality, as would result from a specific implementation. Minimal support and discussion could take place by long distance telephone, but generally it did not, because of the expense and the financial restraint program.

CHARACTERISTICS EXTERNAL TO THE LOCAL SYSTEM

Fullan claims that when government is a "source" of reform and the local actors become the implementers. There may be poor communication, misrepresentation, and misplaced feelings between the two levels. In the case study, the isolation of the local situation precluded much of the
Ministry's influence. The Ministry did have considerable help to offer (Chapter Two); however, because of poor communication interviewees remained ignorant of resources available. The list of Ministry sources of help was long, but these sources were simply too far away and it was too time consuming to sort and select specific aids. Aids not immediately at hand were ignored.

Fullan claims that external assistance by way of money and technical assistance affects implementation. The case study showed the need for greater external assistance in isolated areas because of the inequality of opportunity and to offset their special problems. The interviewees indicated they wanted it and government claimed it was available; again there was a failure in communication. As we saw above, while local community members advocated equality of opportunity, this implementation study reveals that problems of isolation actually show that it is an unrealized ideal.

Fullan has isolated factors that affect implementation; most of his factors can be used as a framework within which to discuss this case. However, a crucial factor is missing or at least is not given sufficient stress. The notion of "environment" or "niche" in which the implementation takes place is absolutely vital, as demonstrated in this study of small, isolated schools; mundane daily realities may make ineffective the best of implementation intentions. In the case considered here classroom realities, school and
community politics and socio-economics, pragmatic day by day decision processes, and all the in's and out's of the actual teaching/learning situation can have overwhelming importance in efforts at implementation.

In summary, we have been provided with a context for understanding Fullan's factors. Further, not all factors affect the situation simultaneously, and not all situations fit the general format of Fullan's factors.

CONCLUSIONS

Busy teachers and supervisors from School District #84 provided a window to view the process of implementation of two programs in a small and isolated school district. Taped and transcribed interviews, along with the documents intended to help bring about the change, provided a data base from which the researcher drew some conclusions and some implications for this particular school district. The three research questions included:

1. What were the sources of help for implementation that were available, and utilized, within a small and isolated school district?

2. What were the difficulties with implementation experienced within a small and isolated school district?

3. What implementation decisions were made in a small and isolated school district?
The first research question concerned the sources of help that might be available to assist the task of implementation. Many sources were potentially available to teachers (as illustrated in Appendix D), but the researcher found that teachers were highly dependent on sources that were immediately and easily available. The actual number of sources of help was low; teachers used the textbook, the resource book and whatever equipment was readily at hand in that particular school or community. The more isolated the community, the more severely limited were the sources of help for these teachers. Teachers claimed that fidelity of change was not possible because of this lack of help. The lack of sources of help was perceived to be related to teaching in isolated communities.

The second question concerned the difficulties experienced by teachers while implementing the two programs. Isolation and smallness of the district were registered as the primary factors causing the lack of available materials, equipment, facilities and all manner of other resources. In isolated locations the teacher was his or her own cardinal resource; therefore the role of that teacher was critical to implementation.

Limited contact with colleagues in the district, or in other districts, resulted in professional isolation for the teachers interviewed. For example: if communication was limited to VHF radio, only things of the highest priority
could be discussed. The point was made emphatically by interviewees that isolation and geographic dispersion made effective communication very difficult.

Interviewees also made it clear that their effectiveness as classroom teachers and as change agents, was restricted by the lack of teaching materials. They wanted pre-packaged courses and course resources made available. Smallness created a difficult monetary situation that impacted on the number of available personnel or resources. This district had so few administrative personnel that consultative help was given low priority.

The researcher found that "time" was the most precious commodity for these isolated teachers; they needed time to deal with the new program, to find sources of help amidst their limited resources, and to confront the many difficulties they faced. Multigraded classes affected the fidelity of implementation, as teachers of these classes had to extensively modify courses, even though they really had little time for making such changes.

Research on the third question revealed that teacher decisions were made pragmatically for day by day survival in the classroom and in the light of the resources actually at hand. Priorities were important. Teachers seemed to make decisions based on student need as found in any given multigraded configuration. Time was allotted to the priority
that would solve the present need. If a resource was not readily available, it was ignored.

IMPLICATIONS

There are a number of implications for the planning of future program implementations within this district and possibly others like it. These implications relate to the major problems - time, communication, resources - identified in the study.

1. Shortage of time for the teacher in the multigraded classroom is a reality that needs to be considered when planning implementation at the district level. Rather than trying to cope with a number of changes at once, some prioritizing may be necessary concerning which innovation (or even what part of an innovation) will be put into classroom practice. Realistic timelines could then be planned for accomplishing implementation incrementally over two or three years.

2. Implementation could be made an explicit matter of communication within the district in at least three ways. First, information concerning the help available from the Ministry and from other school districts could be made consistently available to teachers from the district office. Second, district personnel who receive implementation training from outside of the district could be encouraged to share this information with colleagues. Third, existing
structures for communication - eg. the DRC. or district and school inservice - could in part highlight implementation planning and resources.

3. Material resources are indeed a problem in times of financial restraint. However, this restraint highlights the need for determining which resources are most important, and for prioritizing their accessibility.

Further study on program implementation could focus on the actual lines and patterns of communication within such a district, and among the district, the Ministry, and other districts. Also, an assessment of observed implementation in the classrooms ( rather than perceived implementation ) would help determine how implementation occurs, and with what degree of fidelity or adaption.
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APPENDIX A

REQUEST FOR PERMISSION LETTER

Box 53,
Tahsis B.C.
V0P 1X0
84:01:17

Mr. X. XXXXXX,
Superintendent of Schools,
Box 000,
GGGGGGGGG, HHH.

Dear XXXXXX,

We have spoken several times about my Masters thesis, and at this time I formally request that you and our Board of Trustees give approval for me to interview some teachers in this district. As you are aware, my interest is in the collection of data concerning curriculum implementation (problems, sources of help, and decision making) in a small and isolated school district (ours). My intent is to talk to the teachers of primary social studies and Science Probe 10. I thank you and the Board for support in this project, and may I say that I am more than willing to share any findings that could serve in any useful way for our district.

Yours truly,

R.S. Paulin
APPENDIX B
REQUEST FOR INTERVIEW LETTER

Box 53,
Tahsis B.C.
VOP 1X0
84:01:17

Dear

May I request your assistance with a matter of concern to most of us in this district. We are all concerned with the delivery of educational product to children. My specific concern is the implementation of curricula such as the new primary social studies and Science Probe 10. I am doing a Masters thesis on the topic of implementation as it occurs in a small isolated district such as ours.

My need is to talk with the teachers of these courses about sources of help, problems experienced, and decision making priorities. May I arrange to discuss this topic with you at a mutually convenient time? I would need about 40 minutes. Data would be confidential and teacher anonymity will prevail. I will make all other contact likely by phone or at meetings.

I am more than willing to answer any questions you might have and I thank you in advance for your assistance.

Yours truly,

R.S.Paulin

Permission is hereby granted to Mr. R.S.Paulin to use all comments given by me in a tape recorded interview to him. I understand that confidentiality and anonymity will prevail, and further that these data given are only for educational research purposes. I also permit duplication of these data as may reasonably be required for writing a thesis.

Date: ------------------------

Signed: --------------------------
APPENDIX C

INTERVIEW QUESTIONS

1. What school do you teach at? What subjects and grades?

2. Which of the following courses are you teaching:
   a) Grade 1 Social Studies (families)
   b) Grade 2 Social Studies (communities)
   c) Grade 3 Social Studies (B.C. & Canada)
   d) Grade 10 Science (Science Probe 10)?

3. Are you teaching any of the courses mentioned in question 2 in a multigraded classroom? If so, to what grade(s)? To what grades are you simultaneously teaching other courses?

4. How have you implemented this course or courses?

5. Tell me about some of "the sources of help" you used in implementing? Distinguish the "useful" from the less helpful sources of help.

6. Can you think of any "sources of help" for this course that you do not have, can not access, or are limited from accessing? Why are these sources not available to you?

7. What "difficulties" impeded or inhibited the implementation of this course? Mention the practical "in situ" difficulties that you experienced.

8. How did you deal with these difficulties?

9. In making decisions about the new program, what are the reasons, values or criteria by which you made these decisions?

10. CHECKLIST: Please use this checklist to double check for any sources of help, difficulties or reasons you may have missed?

   Administrators answering these questions should generally replace the concept "teach" with the concept "supervise".

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APPENDIX  D

CHECKLIST *

SOURCES OF HELP

Provincial Level

Ministry of Education
Curriculum guides Social Studies grades 1 to 7
Curriculum guide Science Probe 10
Guidelines about the process of implementation
A curriculum that is practical and relevant
Curriculum has clarity about changes to be made
Special (exceptional) federal grants

District Level

District Superintendent
Director of Instruction
Resource Centre Administrative Assistant
Resource Centre (SD#84)
Resource Centre Clerk
"Helping teacher"
District Curriculum and Programs Coordinator
Secretary Treasurer
Maintenance Staff
Curriculum Committee
Teacher Representative for:
  SC 10
  SS 1
  SS 2
  SS 3

A "Troubleshooter to provide comfort and care"
Having a sequential district plan
Goals and Objectives (policy #6130)
Inter district cooperatives
Sharing and pairing by districts
Program is adopted and pushed by the Board
Good public relations
Good pupil-teacher ratios
Formative evaluation procedures

* The words or phrases on this checklist were to stimulate further discussion between the interviewee and interviewer.
School Level

Principal
Administrative Assistants
Learning Assistance Teacher
Departmental support (i.e., all Science teachers)
Teacher colleague provides help
Children receive counselling
Parental community group (PTA)
Parent volunteers
Teachers' Association
Pro'D days (school or district)
Sharing and pairing schools
Inter school cooperation
Reminder: This program is a school priority
Given autonomy of practice in school
A 5 year plan
Program evaluation
A conducive environment
Student texts
  Grade  1
  Grade  2
  Grade  3
  Grade 10
Social Studies Sub-committee
Science Sub-committee
Social studies or science district checklists
Implementative videotape
Commercially supplied resource books
Commercial supplies (purchased)
Pre-prepared classroom exercises
Pre-prepared pre and post tests
Material goods and equipment support
Financial support
Needs assessment that shows need
An orderly process is in place
Positive attitudes amenable to change prevail

Teacher Level

Priority inservice
At least minimal training for the teacher
"Hands on " training
Staff development by colleagues
Regular meetings with a focus on the program
Follow up session to the training session
Summer institutes
Summer school (university)
Teacher experience
"Learning by doing " experiences for the teacher
Classroom assistance
Coaching or demonstration lessons
Observing other teachers
Priorized intended outcomes
Encouragement
Motivation
Curiosity to experiment
Participation in decision making
Having a strategy for use in the classroom
Well behaved responsive children
Student grouping (e.g., reading ability)
Student participation
On task time

Resource Level

P.E.M.C.
Film suppliers (e.g., NFB)
Audio-visuals (e.g., tapes, overheads, film)
Provincial Resource Centre for Locally Developed Materials

NETWORK of School Based Educators (in operation)
Radio broadcasts
Distance education
Correspondence Branch
Electronic technology (e.g., computers)
Opportunity to examine new materials
DIFFICULTIES

Ministry Level

Mandate by Ministry of Education
No Ministry help
Overselling the program
Bureaucratic complexities or hassles
Poorly designed program
Curriculum is overly abstract
Curriculum guide is "useless"
Delay or neglect

District Level

Who is accountable to whom
Who is responsible
No district help
Politics
Program "adopted" but not yet implemented
Lack of money (budget)
Not cost effective
Lack of equal opportunity
Lack of communication
Lack of materials
Lack of textbooks
Lack of librarians or district librarians
Lack of teacher aides
Lack of secretarial time
Parental hassles
Trustee interference
Pressure from other programs needing adoption or implementation
False clarity --- there is little real substantive change

School Leadership Level

Constrained by school leadership
Too many links in proper channels (red tape)
Administrative inertia
Hidden agendas
Staff conflict
Interpersonal relationships
Inaccurate expectations
Reordering and refurbishing of supplies

Small and Isolated Community Level

Uniqueness of the community or its school
Historical relationships
Isolation
Lack of services
Lack of community facilities
Lack of library materials
Lack of, or poor duplicating services
Lack of field trip potential and / or transport
Weather
Lack of qualified substitutes
Travel costs ($) re in service
Small enrollment
Enrollment potential
Multigraded mainstreamed classes
Time
Teacher has many roles
Parental/student attitudes
No consensus re local needs
Lack of acceptance of change agent
"Back to basics" pressure
Not relevant to children
Lack of Knowledge Network

Program Level

Core course versus optional course
The "how to's " are not specific enough
Lacks "hands - on " activities
Inappropriate reading level
No significant change using new program
Time to plan
Time to learn new material
In classroom time

Teacher Level

There are no reasons or incentives for me to change
Previous negative experiences with an implementation
Resisting change
The task was simply "dumped" on you!
Previous program was worthwhile
Ownership.....(if I don't possess it do, I really care about it?)
Readjustment of role and conflict therefrom
How I change or adapt as I approach new ideas
Personal feelings about the new programs (+/-)
Emotion (hidden or open)
Teaching is lonely -(academically)
-(adult - adult)
Impetus, energy, enthusiasm
Committment
Teacher overload
Lack of "exposure " to the program
Not familiar with provincial curriculum guide
Naivety
Different levels of teacher ability
Classroom complexities
Student attitude and/or participation
Mistakes
Teaching style is idiosyncratic
Record keeping:
  too much time
  too complex
  poor evaluative criteria

Student Level
Lack of student progress
Low student self – concept
Mobile or transient student population
Low student ability
Program is not "work place" related
REASONS FOR DECISIONS

Who does what (responsibility)
What expectations are there
What conditions are there
What things are contradictory
What things are inconclusive
Assumptions
Time for the process...(too great / small)
Finances
Expensive program (e.g., industrial education)
New materials and equipment
Adequate personnel (staffing)
Physical, space requirements
Timetable
Principal's style
Principal support:
  problems
  needs
  inservice
  materials
Student population
Organizational structure
Negative reaction to the program
Parent / pupil attitudes
Established pupil evaluation and testing
Is it a core course?
Relevant materials ready at hand
New teaching approaches
New beliefs
If there were more electronic services......
More packaged programs
Use of specialist teacher via electronic media to assist "in situ" geneeralist teacher
Pressure for change
Change is good: depending on one's values
We will never know the true impact of change
What type of instructions will best produce wanted results?
What kind of society do we want?
Education is a learning experience for the teacher, administrator etc.
It is technically simple but socially complex
Preconceived notions
Confusion and / or conflict
What advantage is there to not changing?
How is success defined?
Trust
Openness
Consistency
Quality of life in the classroom
Classroom harmony
Affirmation of strengths and weaknesses
Willingness to follow stages:
Orient
Prepare
Mechanical use
Routine use
Refine or adjust

Future budgetary outlook
"The status quo is full of fixity"
Which does the program emphasize:
  Cognitive / academic goals
  Personal / social development goals
Not related to educational need
"Grassroots" programs are better than "outside" programs
Does this new program help the student to exist rurally?
APPENDIX E

DEFINITIONS

IMPLEMENTATION: The putting of new programs into classroom practice (Fullan 1979).

SOURCES of HELP (for Implementation): Any resource that aids program implementation. The resource might be material goods or services rendered to or sought by the implementing teacher.

DIFFICULTIES: Any factor that in any way inhibits the implementation. These factors may be material, interpersonal or even personal.

REASONS (for decision): These are the values or criteria upon which implementation decisions are made.


SOCIAL STUDIES (primary grades 1, 2, 3): The British Columbia Ministry of Education curriculum (1983) including the text series by Douglas and McIntyre Ltd. titled EXPLORATIONS (1983).

PEMC: Provincial Education Media Centre is a facility in Richmond, British Columbia, responsible for the acquiring and distribution of large...
format audio visuals (films, videotapes and computer software).

**DRC:** The district resource centre for School District #84.

**MINISTRY:** The Ministry of Education in the province of British Columbia, Canada.

**INTERVIEWEES:** Teachers of School District #84 were denoted as follows: e.g., T - 43 which would mean the third teacher in community four. T - 50 is the only teacher in community five and is also the principal. P - 1 means a principal and AA - 1 means an administrative assistant. M -1 refers to the Director of Implementation Services from the Ministry of Education.