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AUTHOR Goddard, J. Tim  
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ABSTRACT

During the mid- to late-1990s, economic downturns, outmigration of residents, and school closures in Nova Scotia contributed to a lack of movement among school administrators and thus a bottleneck of candidates seeking promotion to the principalship. This paper presents findings of a study that identified the professional-development needs of school administrators in Nova Scotia, Canada. A survey mailed to all Nova Scotia principals (n=480) elicited a 40 percent response rate (n=193). Respondents said that needs for professional development existed in the areas of governance, role clarification, personnel, technology and curriculum, and students. Respondents reported that the two most significant issues they faced in the coming year were the introduction of school councils and the ongoing amalgamation of school boards and small schools. Sixty percent said that the new amalgamated boards would affect their professional-development needs. The findings suggest that any attempt to address the professional-development needs of principals should be structured in a way that reflects knowledge of female leadership styles. (Contains 14 references.) (LMI)

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Voices from the swamp: Identifying the professional development needs of principals<sup>1</sup>

A Paper Presented to the Annual Meeting of the  
American Educational Research Association

J. Tim Goddard

Education Department, St. Francis Xavier University

P.O. Box 5000, Antigonish, Nova Scotia

Canada B2G 2W5

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Voices from the swamp: Identifying the professional development needs of principals

In this paper are reported the findings of a study which sought to identify the professional development needs of school administrators in Nova Scotia, Canada, as perceived by those principals. The study was conducted between November 1995 and March 1996.

### Context

Nova Scotia, the second smallest Canadian province, is located on the north-eastern Atlantic coast. The province has an area of 55,490 square kilometers, or 0.6% of the Canadian land mass, with only Prince Edward Island (at 0.1%) being a smaller province (Statistics Canada, 1997a). A population of 937,800 was recorded in the 1995 census, a figure that represents some 3% of the Canadian population (Statistics Canada, 1997b). The student population of 164,433 (Department of Education and Culture, 1995) is served by 480 schools.

Nova Scotia is a predominantly rural province, with resource industries such as fishing, mining, agriculture, and logging forming the foundation of economic development. The fisheries' industry, which relies heavily on cod, lobster, tuna, herring, and crab, has been adversely effected by declines in those populations. Mining, predominantly of coal, has suffered due to both reduced customer usage and the availability of less expensive imported supplies. Of the others, farming is of secondary importance with approximately 7.5% of land recognized as arable farming land in production, whereas some 74% of the land in Nova Scotia is designated as being utilized by the forestry industry (Statistics Canada, 1997a).

The mid-to-late 1990s are a time of change in Nova Scotia. The downturn in the resource economy generally has had a negative impact on the economic fortunes of the area. Since the mid-1970s, rural depopulation, together with the continuing out-migration of people from the province, has exacerbated the situation, with many smaller schools either being closed or amalgamated. These closures have restricted the transfer opportunities for teachers in the province's grade primary-12 system, many of whom have tended to mature in their positions. Indeed, a number of administrators have spent their entire career in a single school division, and some in a single school. This lack of personnel movement has resulted in a bottleneck of candidates seeking promotion to the principalship.

In response to these issues the provincial government has recently made significant amendments to the Education Act (Nova Scotia, 1996). These include a reduction in the number of school boards, the establishment of school advisory councils, and the proposal of new academic qualifications for principals. An early retirement package was offered to senior teachers and administrators, and has been enthusiastically received. These actions have resulted in the beginnings of some personnel movement at both school and system levels.

It was determined by the researcher that this period of uncertainty was an opportune time to evaluate the professional development needs of principals in Nova Scotia. Further, it was considered appropriate that principals themselves should be asked to reflect on what they perceived their needs to be, rather than having these needs determined by others.

## Method

The Nova Scotia Educational Leadership Consortium (NSELC) and St. Francis Xavier University (StFX) collaborated in the development and administration of a survey which sought to identify the professional development needs of principals. StFX is the designated lead institution for the study of educational administration, at a graduate level, in Nova Scotia and NSELC is mandated to provide non-credit professional development opportunities for teachers and administrators. The findings are reported here. Following the analysis of the data, and in consultation with NSELC personnel, the researcher has developed a number of response strategies. These are presently being implemented and are only briefly mentioned in this paper.

## Context

The structure of education in Nova Scotia has recently undergone major change and reorganization. During 1995 and 1996 the 22 school boards in the province were amalgamated to form 7 new regional school boards. At the time of the study a number of these boards were still in the process of reorganization.

The majority of the population in Nova Scotia, and hence the majority of schools, are located in two urban areas. These are the Halifax-Dartmouth-Bedford region, served by the Metropolitan Regional School Board, and the Sydney-Glace Bay-New Waterford area, an industrial region served by the Cape Breton-Victoria Regional School Board.

The other amalgamated boards serve less populated areas. The northern area, with its economic focus being on coastal fishing and inland forestry, is served by two boards. One, located in the north-eastern part of the mainland, is the Strait Regional School Board; the other, in the north-western region, is the Chignecto-Central Regional School

Board. The agricultural area in the south-west of the province is served by the Valley Regional School Board. The south-western part of the province, served by the Southwest Regional School Board, is an area which relies heavily on fishing and tourism. Serving the needs of Acadian (French-language) schools throughout the province, the Conseil Scolaire Acadien Provincial School Board is an organization which operates schools within the geographical boundaries of the other six boards.

### Data Collection

It was determined that, in addition to identifying the needs of principals, it was also necessary to identify the demographic characteristics of those principals. Accordingly, a two-part questionnaire survey instrument was developed.

The first part sought to collect certain demographic data about the respondents, with respect to gender, years of experience as a teacher and service as an administrator, size and location of school, and so forth. The second part asked for responses to a series of open-ended questions which sought to glean an understanding of what professional development activities the respondent had completed, which were found useful, which new or repetitive activities were required, and why.

The survey questionnaires were printed and mailed to all the principals in the province. The addressees were identified from a mailing list provided by the Nova Scotia Department of Education and Culture. A covering letter explained the purposes of the survey and requested participation. Self-addressed envelopes were included in each package, to facilitate the return of the completed questionnaires. Due to an unfortunate oversight these envelopes were not pre-stamped, although the cover letter indicated that

they had been. Comments written on some of the letters suggest that some responses were not returned due to the absence of these stamps.

### Participants

The questionnaire was mailed to every principal in Nova Scotia (n=480). A total of 193, or 40%, of the questionnaires were returned, a level above that anticipated by Palys (1992) but slightly below the return rate of 50% or 60% expected by Kerlinger (1973). Such a response rate is lower than that normally associated with surveys administered to school administrators (see Goddard, 1996, for a fuller discussion) and does place some limitation to the study. Any extrapolation of the findings from this study should be conducted with caution.

The respondents were drawn from across the province. Some 69% (n=133) of the respondents were male, and 31% (n=60) were female. Approximately 28% (n=54) had less than five years experience as an administrator whereas 17% (n=32) had been in such a position for 20 or more years. The majority of the women principals (72%, n=43) had less than 10 years experience as a school administrator.

### Procedure

The quantitative data were analyzed using simple frequency counts and percentage descriptors, a process which permitted the various demographic profiles to be developed. The narrative responses were analyzed and these qualitative data coded into groups, a process which provided sets, or clusters, of related needs. These findings were then used to develop a profile of the contemporary principalship, to identify the perceptions of respondents with respect to their professional development needs, and subsequently to

inform both the development of inservice professional development activities by NSEL and the scheduling of graduate courses by StFX.

### Findings

The first part of the questionnaire consisted of six questions which sought to collect demographic data about the respondents. The second part was a series of open-ended questions which sought to identify, in narrative or anecdotal form, the perceptions of principals with respect to their professional development needs.

#### In which of the new amalgamated school boards is your school located?

Approximately one third of the respondents, 30.1%, were from the Metro Regional School Board. Of the other respondents, 18.1% were from Chignecto-Central, 15.5% from the Southwest, 12.4% from Cape Breton-Victoria, 11.4% from Valley, and 9.8% from Strait. The final 2.6% were drawn from Conseil Scolaire Acadien Provincial.

#### How long have you been a teacher?

Of the 188 respondents who answered this question, 26% (n=49) were women and 74% (n=139) were men. Of the whole group, 37% (n=70) indicated that they had been teaching for over 25 years. The data indicate that 42% (n=59) of the men had been teaching for over 25 years, a figure which also represents 31% of the total group. In comparison, 22% (n=11) of the women had been teaching for over 25 years, or 6% of the total group.

The data show that 63% (n=118) of the respondents had been teaching for less than 25 years. Of these, 58% (n=42) were men, a figure which also represents 42% of the total group. In comparison, 48% (n=78) of the women, or 20% of the total group, had been teaching for less than 25 years.



### How long have you been a school administrator?

Of the 191 respondents who answered this question, 6% (n=11) indicated that they had been a school administrator for over 25 years; these were all male. The data indicate that 50% (n=96) of the respondents, of whom 45% of this group (n=43) were female, had been a school administrator for fewer than 10 years. Further analysis indicates that, of those 54 principals with 0-4 years of school administrative experience, some 25 (46%) were female.

### How large is the enrollment at your present school?

The data indicate that 72% (n=139) of the respondents were based in schools which had student enrollments of fewer than 500 students. Only 7% (n=11) of the schools were reported to enroll over 1000 students. The data show that almost half of the respondents, 48% (n=92), work in schools which have an enrollment of between 250 and 499 students.

### What grades are offered at your present school?

The most common grade distribution reported was of elementary schools, with a primary-grade 6 configuration. In Nova Scotia, kindergarten is a term reserved for programs associated with pre-school children. Students may begin public school at age 5, when they are normally admitted to grade primary. The data indicate that the traditional elementary (grade primary to grade 6, n=87), junior high (grades 7-9, n=23) and senior high school (grades 10-12, n=6) pattern is most commonly found in the province.

Other school configurations reported included primary to grade 8 (n=4), primary to grade 12 (n=11), and grades 7 to 12 (n=19). A further 21% of the respondents (n=41) reported schools with a grade configuration other than those mentioned above.

### How would you describe the community served by your school?

Some 15% (n=30) of responses indicated multiple categories of community and were excluded from the analysis. Of the 163 usable responses, a majority of 55% (n=89) reported that they served rural communities. A further 26% (n=43) indicated that they served urban communities and 18% (n=29) reported a suburban location. A mere 1% (n=2) reported that they were to be found in an isolated location.

### Open-ended Questions

The respondents grouped their concerns into five areas. These areas, together with the three main points of interest raised for each area, are as follows: (i) governance - a) school councils, b) school based management, and c) techniques for increasing positive community involvement; (ii) role of the principal - a) financial and time management, b) leadership, and c) school law; (iii) personnel issues - a) teacher evaluation, b) staff relations, and c) conflict resolution; (iv) technology and curriculum - a) curriculum development, b) computer literacy, and c) technology; and, (v) students - a) discipline strategies, b) student assessment, and c) strategies for building school culture and climate.

The most frequent topics mentioned for as suitable subjects for professional development activities were school councils, (39% of respondents, n=75), and site based management (21%, n=41). In their efforts to cope with changing mandates and to offset isolation, administrators stressed the importance of sharing ideas and communicating with fellow leaders. With continued fiscal restraints and increased independence, guidance was also sought with regards to financial (n=26) and time (n=20) management, teacher evaluation (n=24), curriculum development (n=23), technology and computer literacy (n=37), and discipline strategies (n=24).

## Discussion

In this section, a discussion of the demographic issues is followed by a report on each of the five areas identified from the anecdotal responses. These are explored further in a discussion of the implications of these findings, both for the professional development of administrators and for the provision of graduate courses, contextualized within the realities of program delivery to a predominantly rural and widespread population.

### In which of the new amalgamated school boards is your school located?

The data suggest that the distribution of respondents generally reflected the distribution of schools across the province. There were two exceptions to this finding, specifically the Strait and Cape Breton-Victoria Regional School Boards. In these cases the lower than expected responses might be attributed to the fact that both Boards were in the midst of restructuring and amalgamation at the time the survey was administered.

### How long have you been a teacher?

The data suggest a shift in the demographic make-up of principals in Nova Scotia. The existing group of male teachers with many years of service appears to be in the process of being replaced by female administrators with less school experience. This trend is reminiscent of that which occurred in the early 1970s, when many young and relatively inexperienced male teachers were promoted to administrative positions in order to replace those administrators who, hired after World War Two, were then coming to retirement age. The cycle, it seems, continues, with the only difference being that in the contemporary recruitment a greater proportion of women would appear to be receiving promotions.

How long have you been a school administrator?

Although it would appear that almost half of the newly appointed principals are women, this still does not address the general gender bias found in school administrative appointments. Research from both American (e.g., Grant & Secada, 1990) and Canadian (e.g., Lockhart, 1991) contexts indicate that approximately 70% of teachers are female. The trend towards appointing more female principals in Nova Scotia still does not meet any target of equity which might, or ought, exist.

How large is the enrollment at your present school?

As might be expected in a predominantly rural province, over two thirds (70%, n=136) of the schools were located in areas serving rural communities and small towns. Only those schools within the Metro Regional School Board could be considered as being located within the parameters of an urban area, defined by the U.S. Census Bureau (Pavel, Curtin, Christenson, & Rudes, 1995) as being a “large central city . . . with a population greater than or equal to 400,000” (p. 137). Many schools would, according to the definition provided by Stern (1994), be located in isolated areas, in that they served “areas with no settlement with a population larger than 2500” (p. 2). It was therefore anticipated that the majority of schools would have an enrollment of fewer than 500 students; this was, in fact, the case.

What new or repeated professional development activities would you like to see offered, either for your benefit or for the benefit of new administrators, over the next three years?

Five thematic clusters of preferred professional development activities were identified and categorized: governance; role of the principal; personnel issues; technology and curriculum; and, students. Within this broad variety of responses, however, many

concerns focused on the changing roles of the principal and the ensuing changing responsibilities.

There was a sense of general unease and uncertainty evident in many of the comments; uncertainty about change, the future, amalgamation and site based management. As respondent #008 commented, "we are not getting a grasp of our changing mandates and prioritizing tasks! What are we now?" Administrators seem to be seeking both definition and direction in an attempt to better understand their new role.

Many principals in Nova Scotia have traditionally viewed their role as being that of an instructional leader, focusing specifically on curriculum issues. There has existed an educational culture which has promoted the separation, insofar as it is possible, of the role of the principal from the political and economic aspects of school management. The contemporary trend to increase administrative responsibility and local accountability has been viewed with some trepidation. As respondent #118 stated:

I see the role of the principal changing dramatically in the coming years. We are going to be asked to manage more of the day to day running of the school. While I don't agree with this change, I think it's important that we prepare ourselves for the eventuality.

Administrators appeared to be asking specifically for help in the creation and the operation of school councils. Analysis of the respondents by gender for site based management and school councils showed results compatible with the overall gender distribution of respondents. Some deviation was evident when an analysis by the number of years of service was conducted. Overall, 37% (n=71) of the respondents had more than 25 years of teaching service yet, of the respondents selecting school councils as an

area for future in servicing, 43% (n=83) had more than 25 years of experience. This would suggest that those administrators with the greatest experience were the ones who were experiencing the most stress and angst with the proposed changes in governance.

Related to the need for professional development activities associated with school councils and site based management were requests to identify techniques which would facilitate communication with the public in a manner likely to increase positive community involvement (11%, n=22). As respondent #060 observed, "it is obvious that management demands are going to increase on site based leaders so we will need activities which will improve our knowledge and efficiency in management."

In an apparent effort to cope with changing mandates, many administrators stressed the importance of sharing ideas and of communicating with fellow leaders to offset isolation. The continued emphasis on fiscal restraint and increased independence was reflected in requests for guidance with financial management (n=26) and time management (n=20) issues. Several other noteworthy areas identified for future professional development included: teacher evaluation (n=24), curriculum development (n=23), technology and computer literacy (n=37), together with a stated need to focus on discipline strategies (n=24) and a growing concern about school law (n=16).

Does the formation of the new amalgamated boards change your professional development needs?

A majority of respondents (60%) indicated that amalgamation would affect their professional development needs. Two words were repeated throughout the responses: isolation and responsibility. Administrators appeared to be concerned that the loss of support services, when occurring simultaneously with decentralization, would result in a

corresponding increase in responsibility and accountability. The new role of a principal was perceived to require training in the development of skills related to the role of a site based manager, strategies for the establishment of school advisory councils, and methods for formulating budgets and conducting financial planning. As survey respondent #008 noted, “support systems are being eroded and as site base[d] emphasis and decentralization takes place, we are more and more isolated and increasingly totally responsible for more and more”.

It is also noteworthy to mention the number of respondents (n=17) who were simply unsure when asked about the implications of amalgamation. As respondent #082 commented, “it’s too early to tell. Administrators cannot define development needs until they have a clear group of expectations.” There is appears to be a need for further clarification as to the impact of amalgamation for administrators.

It was noted that the years of teaching experience appeared to bear little or no direct relationship with a respondent’s indication as to whether amalgamation would affect their professional development needs. In fact, of those administrators saying it would not, only 40% had taught for 25 or more years. This would appear to imply that impending retirement did not directly affect the opinion of respondents on the potential effects of amalgamation for professional development.

As an administrator, what is the most significant issue you expect to face next year?

Respondents reported that the two most significant issues they faced in coming years were the introduction of school councils and the ongoing amalgamation of school boards and small schools. They repeatedly referred to the isolation they experienced in rural

communities, to the uncertainties of the change process, and to their concerns with respect to increased responsibility and yet fewer resources.

The majority of administrators indicated that the two most outstanding issues that they expected to encounter were school councils (39%, n=75) and amalgamation (15%, n=28). Administrators appeared to be seeking guidance on strategies which would facilitate their obtaining maximum effectiveness in the creation and operation of advisory councils. Respondent #156 reflected many of the comments made by fellow administrators when he expressed his view that “introducing school advisory councils in a way that is positive for the students, staff and communities” is important for the effective implementation of site based management.

In writing about amalgamation, respondent #121 described it as “dealing with all the changes without stable leadership”. Also prevalent was a growing concern that administrators were facing a changing role, which included the need for greater time and financial management skills, while coping with fewer resources and less support services.

In what format should professional development activities be offered?

In general, administrators preferred to restrict the amount of time they were removed from their schools. Many found that half day sessions were “not effective and too superficial” (respondent #075), providing an overwhelming amount of information in too short of a time frame. The preferred format during the school year varied from day long to three day workshops, depending upon the focus and the complexity of the issues. Many respondents also favoured the idea of a summer week long mini-course which would allow for greater in-depth exploration, discussions and sharing of ideas. A notable interest was also expressed in the possibility of a non-credit institute or a credit degree



course, the latter being the more preferred of the two concepts.

What would you suggest as suitable locations where these seminars, workshops or courses might be offered?

There was no obvious preferred location offered in response to this question.

Although answers varied greatly, many respondents did indicate that they did not wish to travel a great distance from their school. It would appear that a series of funded, easily accessible, and regionally located workshops central to specific regions but not necessarily central to the province, are favoured for future activities.

### Implications

Any attempt to address the professional development needs of principals must go beyond the provision of workshops related to specific topics. The content areas identified through this study form only one part of the appropriate response strategy. It is also necessary that the structure of such workshops reflect the new demographic profile of principals in Nova Scotia, a profile which is changing rapidly.

This change is one which could, and should, have been predicted. It is a continuation of the cycle which has existed since the end of World War II. At that time many young, poorly trained male teachers were rapidly promoted to administrative positions. The 'baby-boom' of the post-war period fuelled a massive increase in the need for schools and so the existence of these administrators was tolerated or ignored, for there were not blocking the promotional prospects of other educators.

In the early 1970s many of the administrators appointed immediately after the War began to retire. They were replaced by young male teachers who, usually, were educated to the baccalaureate level. These appointments were followed by a decline in the number

of school aged children. The number of administrative opportunities dwindled.

Principals grew old in their positions while younger, more highly qualified teachers were effectively blocked from promotional prospects.

In the mid-1990s many of these administrators are beginning to retire. They are being replaced by young female teachers who, usually, hold master's degrees. These women are entering the principalship at a time of economic uncertainty, of increased ethnocultural diversity, and of rapidly changing demographic realities.

The professional development of principals must therefore go beyond the mere provision of specific workshops related to the issues of governance, role clarification, personnel, technology and curriculum, and students. Such professional development should also be grounded in our current knowledge of feminine leadership characteristics (e.g., Marshall, 1985; Morgan, 1986; Shakeshaft, 1987).

The process of developing strategies to address these issues has commenced. NSELC has developed a three day professional development workshop on the subject of school governance (Goddard, 1997). StFX, in addition to reconsidering the structure of the graduate programs it offers, is also offering a series of summer institutes which address some of the issues raised by this study.

Further study of the development and implementation of these and other professional development opportunities for principals is recommended. Such studies would provide an opportunity for expanded exploration of the effectiveness of the implementation of professional development opportunities, on the effect of gender on that effectiveness, and of the usefulness of developing professional development activities which are based on the perceived needs of the participants.

## Conclusion

This paper has reported the findings of a study which sought to identify the professional development needs of principals in Nova Scotia, Canada, as perceived by those principals. Of the 480 survey questionnaires which were distributed, a return rate of 40% (n=193) was achieved.

Five key issues were identified. Professional development needs were perceived to exist in the areas of governance, role clarification, personnel, technology and curriculum, and students. Three main subsets of each area were also identified.

The gender profile of the contemporary principalship was noted. It was suggested that any attempt to address the professional development needs of principals should be structured in a way which reflects our knowledge of female leadership styles. Further research on the effectiveness of the implementation of professional development strategies was recommended.

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## **KEY THEMES**

### **Governance**

- School Councils**
- School Based Management**
- Techniques for Increasing Positive Community Involvement**

### **Role of the Principal**

- Financial and Time Management**
- Leadership**
- School Law**

### **Personnel Issues**

- Teacher Evaluations**
- Staff Relations**
- Conflict Resolution**

### **Technology and Curriculum**

- Curriculum Development**
- Computer Literacy**
- Technology**

### **Students**

- Discipline Strategies**
- Student Assessment**
- Strategies for Building School Culture/Climate**



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