Preparing School Leaders for a Changing World
Lessons from Exemplary Leadership Development Programs

Linda Darling-Hammond

Michelle LaPointe

Debra Meyerson

Margaret Terry Orr

Principals play a vital role in setting the direction for successful schools, but existing knowledge on the best ways to prepare and develop highly qualified candidates is sparse. What are the essential elements of good leadership? What are the features of effective pre-service and in-service leadership development programs? What governance and financial policies are needed to sustain good programs? *The School Leadership Study: Developing Successful Principals* is a major research effort that seeks to address these questions. Commissioned by The Wallace Foundation and undertaken by the Stanford Educational Leadership Institute in conjunction with The Finance Project, the study examines eight exemplary pre- and in-service program models that address key issues in developing strong leaders. Lessons from these exemplary programs may help other educational administration programs as they strive to develop and support school leaders who can shape schools into vibrant learning communities.
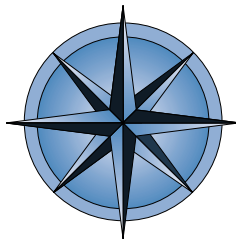
The final report, *Preparing School Leaders for a Changing World: Lessons from Exemplary Leadership Development Programs,* can be downloaded from http://seli.stanford.edu or http://srnleads.org.

Stanford Educational Leadership Institute
SELI

F The **FINANCE** PROJECT

The Wallace Foundation®
Supporting ideas.
Sharing solutions.
Expanding opportunities.®

Getting Principal Preparation Right

Our nation's underperforming schools and children are unlikely to succeed until we get serious about leadership. As much as anyone in public education, it is the principal who is in a position to ensure that good teaching and learning spreads beyond single classrooms, and that ineffective practices aren't simply allowed to fester. Clearly, the quality of training principals receive before they assume their positions, and the continuing professional development they get once they are hired and throughout their careers, has a lot to do with whether school leaders can meet the increasingly tough expectations of these jobs.

Yet study after study has shown that the training principals typically receive in university programs and from their own districts doesn't do nearly enough to prepare them for their roles as leaders of learning. A staggering 80 percent of superintendents and 69 percent of principals think that leadership training in schools of education is out of touch with the realities of today's districts, according to a recent Public Agenda survey.

That's why this publication is such a milestone, and why The Wallace Foundation was so enthusiastic about commissioning it. Here, finally, is not just another indictment, but a fact-filled set of case studies about exemplary leader preparation programs from San Diego to the Mississippi Delta to the Bronx that are making a difference in the performance of principals. The report describes how these programs differ from typical programs. It candidly lays out the costs of quality programs. It documents the results and offers practical lessons. And in doing so, it will help policymakers in states and districts across the country make wise choices about how to make the most of their professional development resources based on evidence of effectiveness.

Drawing on the findings and lessons from the case studies, the report powerfully confirms that training programs need to be more selective in identifying promising leadership candidates as opposed to more open enrollment. They should put more emphasis on instructional leadership, do a better job of integrating theory and practice, and provide better preparation in working effectively with the school community. They should also offer internships with hands-on leadership opportunities.

Districts, for their part, need to recognize that the professional development of school leaders is not just a brief moment in time that ends with graduation from a licensing program. This report contains practical examples of how states, districts and universities have effectively collaborated to provide well-connected development opportunities that begin with well-crafted mentoring and extend throughout the careers of school leaders.

Is training the whole answer to the school leadership challenge? Certainly not. The best-trained leaders in the world are unlikely to succeed or last in a system that too often seems to conspire against them. It requires state and district policies aimed at providing the conditions, the authority and the incentives leaders and their teams need to be successful in lifting the educational fortunes of all children. But better leadership training surely is an essential part of that mix. And that's why this report is so welcome.

M. Christine DeVita
President, The Wallace Foundation
April 2007

Preparing School Leaders for a Changing World: Lessons from Exemplary Leadership Development Programs

Executive Summary

By Linda Darling-Hammond, Michelle LaPointe, Debra Meyerson, and Margaret Terry Orr

In collaboration with Margaret Barber, Carol Cohen, Kimberley Dailey, Stephen Davis, Joseph Flessa, Joseph Murphy, Ray Pecheone, and Naida Tushnet

*T*remendous expectations have been placed on school leaders to cure the ills facing the nation's schools. The critical part principals play in developing successful schools has been well established by researchers over the last two decades: committed leaders who understand instruction and can develop the capacities of teachers and of schools are key to improving educational outcomes for all students. With these hopes for the potential of school leaders has come a surge of investment in and scrutiny of programs that recruit, prepare, and develop principals.

Contemporary school administrators play a daunting array of roles. They must be educational visionaries and change agents, instructional leaders, curriculum and assessment experts, budget analysts, facility managers, special program administrators, and community builders. New expectations for schools — that they successfully teach a broad range of students with different needs, while steadily improving achievement for all students — mean that schools typically must be redesigned rather than merely administered. It follows that principals also need a sophisticated understanding of organizations and organizational change. Further, as approaches to funding schools change, principals are expected to make sound resource allocations that are likely to improve achievement for students.

Knowing that this kind of leadership matters is one thing, but developing it on a wide scale is quite another. What do we know about how to prepare principals who can successfully transform schools? What is the current status of leadership development? And how might states systematically support the development of leaders whose schools are increasingly successful in teaching all students well?

This report addresses these questions using data from a nationwide study of principal development programs and the policies that influence them. In 2003, with funding from The Wallace Foundation, the Stanford Educational Leadership Institute, in collaboration with the Finance Project, began to study how exemplary preparation and professional development programs develop strong school leaders. We sought to determine whether some programs are more reliably effective in producing strong school leaders, and if so, why and how? What program components and design features do effective programs share? How much do these programs cost? How are they supported and constrained by policies and funding streams?

The Study

*T*he study examined eight exemplary pre- and in-service principal development programs. The programs were chosen both because they provided evidence of strong outcomes in preparing school leaders and because, in combination, they represented a variety of approaches, designs, policy contexts, and partnerships between universities and school districts. Pre-service programs were sponsored by four universities: Bank Street College; Delta State University; the University of Connecticut; and the University of San Diego, working with the San Diego Unified School District. In-service programs were sponsored by the Hartford (CT) School District, Jefferson County (KY) Public Schools (which included a pre-service component), Region 1 in New York City, and San Diego Unified Schools. In several cases, pre- and in-service programs created a continuum of coherent learning opportunities for school leaders (see Table 1).

To understand how the programs operate and how they are funded, we interviewed program faculty and administrators, participants and graduates, district personnel, and other stakeholders. We reviewed program documents and observed meetings, courses, and workshops. We surveyed program participants and graduates about their preparation, practices, and attitudes, comparing their responses to those of a national random sample of principals. In addition, for each program, we observed graduates in their jobs as principals, interviewed and surveyed the teachers with whom they work, and examined data on school practices and achievement trends.[1]

[1]We triangulated data from all of these sources in drawing conclusions. However, most of the findings represented in this report derive from self-reported data from candidates, principals, and program faculty, along with our observations of program activities in selected schools.

Table 1: Description of Program Sample

Pre-service Programs	In-service Programs	Program Descriptions
Delta State University (MS)		Delta State overhauled its program to focus on instructional leadership, featuring a full-time internship and financial support so teachers can spend a year preparing to become principals who can transform schools in a poor, mostly rural region. The program benefits from support from local districts and the state of Mississippi.
University of Connecticut's Administrator Preparation Program (UCAPP)		The UCAPP program is transforming a high-quality, traditional university-based program into an innovative program that increasingly integrates graduate coursework and field experiences and prepares principals who can use data and evidence of classroom practice to organize change. Some candidates go into Hartford, CT, where they receive additional, intensive professional development.
	Hartford (CT) Public School District	The LEAD Initiative has used leadership development to leverage reforms vital to moving beyond a state takeover. Working with the Institute for Learning at the University of Pittsburgh, Hartford is seeking to create a common language and practices around instructional leadership.
The Principal's Institute at Bank Street College (NY)	Region 1 of the NYC Public Schools	Working with Bank Street College, Region 1 has developed a continuum of leadership preparation, including pre-service, induction, and in-service support. This continuum aims to create leadership for improved teaching and learning closely linked to the district's instructional reforms.
Jefferson County (KY) Public Schools	Jefferson County (KY) Public Schools	Beginning in the late 1980s, JCPS has developed a leadership development program tailored to the needs of principals working in the district. Working with the University of Louisville, JCPS has crafted a pathway from the classroom to the principalship and a wide array of supports for practicing leaders.
Educational Leadership Development Academy (ELDA) at the University of San Diego	San Diego (CA) Unified School District (SDUSD)	San Diego's continuum of leadership preparation and development reflects a closely aligned partnership between SDUSD and ELDA. The pre-service and in-service programs support the development of leaders within a context of district instructional reform by focusing on instructional leadership that is supported by a strong internship, coaching and networking.

We conducted policy case studies in the states represented by the program sample — California, Connecticut, Kentucky, Mississippi, and New York; these were augmented by data from three additional states that had enacted innovative leadership policies — Delaware, Georgia, and North Carolina. This provided us a broader perspective on how state policy and financing structures influence program financing, design, and orientation. In these eight states, we reviewed policy documents and literature and interviewed stakeholders: policymakers and analysts; principals and superintendents; and representatives of professional associations, preparation programs, and professional development programs. Our national survey over-sampled principals from these states to allow state-level analyses of principals' learning experiences, preparedness, practices, and attitudes in relationship to policy contexts.

From these analyses, we describe what exemplary leadership development programs do and what they cost; what their outcomes are for principals' knowledge, skills, and practices; and how policy contexts influence them. We also describe a range of state policy approaches to leadership development, examining evidence about how these approaches shape opportunities for principal learning and school improvement.

In the Words of Graduates

Participants and graduates were quick to identify the strengths of their programs. These often centered on the tight integration of coursework and clinical learning experiences:

I thought it was just brilliant to combine the theory and practice. I like that the program has been modeled around learning theory. I like the fact that our classes are germane to what is going on daily in our school. It really helps to make the learning deeper and, obviously, more comprehensive.

— San Diego ELDA
intern principal

The internship experience is phenomenal. We really got to see schools, because we were given an opportunity to experience an internship that put you in the school and had you working with a principal doing things for the school — not just sitting around hearing about it. You're actually doing it, and that was one of the benefits of this program. . . . It's authentic. [We had] authentic experiences that helped us learn, so we had not only an opportunity to discuss it through classes, but we experienced it through doing.

— UCAPP graduate

I think the program is structured in a way that makes you think critically. You are constantly connecting what you learned in the past to the real world. I think that is important. A lot of programs are designed to just get through, and at the end you get a master's or a certificate, but this program truly prepares you to become an effective leader. They do this through seminars, through visits to other schools, [and through your internship]. You get to see what really occurs in the schools, and what it really takes to become an effective leader.

— Bank Street graduate

We didn't learn by sitting in a classroom, reading out of a textbook, and listening to a lecture every day. That's not how we learned everything. Once we got into our internship, all the theories and discussions of change and leadership styles came into play. So what we learned was not a result of reading out of a textbook and sitting in a class taking notes, it's because of the interaction that we had with our professor and what we've been able to discuss since we've been out into our internship.

— Delta State University
graduate

The Findings

*M*uch of the literature about leadership development programs describes program features believed to be productive, but evidence about what graduates of these programs can actually do as a result of their training has been sparse. We designed our research around the view that exemplary programs should offer visible evidence that they affect principals' knowledge, skills, and practices, as well as success in their challenging jobs. Comments about the abilities of graduates of the programs we studied — made by employers, colleagues, and the graduates themselves — suggested that something distinctive was going on in these programs:

> [ELDA graduates] take hold in a way that I don't have the same confidence others could. They can articulate a belief and build a rationale and justification that encourages others to believe the same thing and hold high expectations for all kids. I have confidence with the ELDA graduates that the belief doesn't become words that float away in the air — that they put actions behind it, convincing others not by edict, but by actual leadership. . .looking at practice, figuring out what to do about it, and not settling for practice that doesn't produce a good result for kids.
>
> — San Diego Unified School District principal supervisor

> As a superintendent, I hired a couple of principals out of [the UCAPP program], and these people would come to the table when we were at administrative council meetings and they knew how to disaggregate data, they knew how to use data, they knew about school improvement plans, they knew about how you effectively evaluate staff; I mean, they came in and they were ready to go to work!
>
> — Local superintendent in Connecticut

> I could always tell when I was doing my interviews who had gone to Principals for Tomorrow and who hadn't. I could tell based on the questions: who knew [how to lead] and who didn't.
>
> — Jefferson County Public Schools human resources manager

Indeed, we found that graduates of these innovative programs report higher quality program practices, feel better prepared, feel better about the principalship as a job and a vocation, and enact more effective leadership practices than principals with more conventional preparation.

1. Exemplary pre- and in-service programs share many common features

Although we selected programs as exemplars of different models operating in distinctive contexts, we found common elements among them that confirm much prior research on productive design features. We also uncovered some important program components and facilitating conditions, especially the importance of recruitment and financial supports, that have received less attention in the literature.

Pre-Service Programs

All of the pre-service programs in our sample shared the following elements:

- A comprehensive and coherent curriculum aligned with state and professional standards, in particular the ISSLC standards, which emphasize instructional leadership;

- A philosophy and curriculum emphasizing instructional leadership and school improvement;

- Active, student-centered instruction that integrates theory and practice and stimulates reflection. Instructional strategies include problem-based learning; action research; field-based projects; journal writing; and portfolios that feature substantial use of feedback and assessment by peers, faculty, and the candidates themselves;

- Faculty who are knowledgeable in their subject areas, including both university professors and practitioners experienced in school administration;

- Social and professional support in the form of a cohort structure and formalized mentoring and advising by expert principals;

- Vigorous, targeted recruitment and selection to seek out expert teachers with leadership potential; and

- Well-designed and supervised administrative internships that allow candidates to engage in leadership responsibilities for substantial periods of time under the tutelage of expert veterans.

Some of these features had spillover effects beyond the program itself. For example, cohort groups became the basis of a peer network that principals relied on for social and professional support throughout their careers. Strong relationships with mentors and advisors also often continued to provide support to principals after they had left the program. As one of the principals we followed explained:

> I call a lot on my cohort friends from Bank Street. . . . We bounce frustrations as well as successes and questions off each other. And I'll have colleagues call me back [with] a question when they need an answer to something. Hopefully, we can provide it. When there are new principals, I try to reach out with that sense of my responsibility.

A Delta State graduate described how the cohort provides a broad network of support:

> Anytime I need any one of them or they need me, I can pick up to the phone or e-mail. . . . That is great. I know that there are different strengths that these people have. You go back and you draw from them and say, "I know this. She knows this person, she knows that person."

And a Connecticut superintendent suggested that the UCAPP program's cohort system prepares principals for the collaborative necessities of today's schools:

> I think one of the real strengths is the cohort model that they use. It's amazing how these people function as a team and help one another. . . . And I think that's important, because if you're going to be an educational leader in this day and age, you can't function in isolation. The only way you can operate and do a good job is to function as a team.

Other features had strong enabling influences on what the programs could accomplish. In particular, the programs specifically reached out to candidates who had backgrounds that would allow them to become strong instructional

leaders. Rather than waiting to see who would enroll, the programs worked with districts to recruit candidates who were known as excellent teachers with strong leadership potential and who reflected the local population of teachers and students. Thus, in the aggregate, graduates were significantly more likely than members of the comparison group to be female and members of a racial/ethnic minority group. They were also much more likely to have strong and relevant teaching experience, having frequently served as coaches for other teachers, department chairs, and team leaders. These candidates were committed to their communities and capable of becoming instructionally grounded, transformative leaders.

Finally, the nature of the internship — and its connection to coursework — proved critically important to helping principals learn to implement sophisticated practices. All of the programs we studied worked hard to develop productive internship experiences and to integrate internships with coursework. Two of the programs we studied — Delta State and San Diego's ELDA — offered full-year, paid administrative internships with expert principals, financed by the State of Mississippi in one case and by San Diego city schools through a foundation grant in the other. These represent the most highly developed internships we studied, and the quality of the experience was clearly reflected in graduates' program evaluations and practices. While the graduates of all the programs reported relatively strong internships, those who had full-time, funded learning experiences rated their programs most positively.

In-Service Professional Development

We found that the exemplary in-service programs offered a well connected set of learning opportunities that were informed by a coherent view of teaching and learning, grounded in both theory and practice. Rather than offering an array of disparate and ever-changing, one-shot workshops, these programs had a clear model of instructional leadership. They organized continuous learning aimed at the specific professional practices the model requires. These practices typically included developing shared, school-wide goals and direction, observing and providing feedback to teachers, planning professional development and other learning experiences for teachers, using data to guide school improvement, and managing a change process. In addition to offering extensive, high-quality learning opportunities focused on curriculum and instruction, the programs typically offered supports in the form of mentoring, participation in principals' networks and study groups, collegial school visits, and peer coaching. Three features characterized districts' efforts:

> • A learning continuum that operated systematically from pre-service preparation through induction and continuing careers and included using mature and retired principals as mentors;

Rather than waiting to see who would enroll, the programs worked with districts to recruit candidates who were known as excellent teachers with strong leadership potential and who reflected the local population of teachers and students.

Learning Leadership Practice *in* Practice

In the districts we studied, much of school leaders' professional learning is grounded in analyses of classroom practice and teacher development. Three of the districts — Hartford, New York City's Region 1, and San Diego — use regular principals' conferences to anchor this learning.

These are tied to school visits, coaching, and other supports for implementing new practices.

In Region 1, for example, local instructional superintendents and their leadership teams, consisting of select principals, instructional specialists, and English language learner coaches, meet monthly with staff from the University of Pittsburgh's Institute for Learning (IFL) for targeted professional development. These leaders subsequently meet with principals from their networks to disseminate what they've learned, sometimes replicating parts of the IFL workshops.

During one of our visits, we observed a day-long session led by IFL staff focused on "accountable talk," a teaching practice the district was trying to develop in classrooms. School leaders were being taught to help teachers learn how to facilitate students' use of strong reasoning and discipline-appropriate evidence, such as proofs in mathematics, data from investigations in science, and textual details in literature.

The session began with questions from principals who had tried previously to introduce the concept to teachers in their schools. The IFL staff then focused the discussion on the application of accountable talk in mathematics instruction, eventually breaking the group into subgroups to code examples of this talk in transcripts of teaching sessions. After debriefing the exercise, the subgroups were presented a math problem to solve in their small groups while IFL staff circulated in order to help participants reflect on their thinking processes and support those who were stuck. The problem-solving exercise, which produced intense conversations in the groups, was followed by a debriefing intended to link the principals' experience to student learning, specifically to drive home the challenges that some students face in learning math. The session closed with an in-depth discussion of how each group would translate what they had learned to the principals in their immediate networks.

The next month, these ideas were brought to the larger group, which includes all principals and one assistant principal or lead teacher from each school. Experienced principals and a local instructional superintendent (LIS) who had participated in the initial training session facilitated the meeting, beginning with a set of video clips of some typical classrooms. Participants worked in small groups with the video to identify instances of accountable talk and to differentiate instruction that was teacher-directed from that which was student-centered. Participants also discussed ways to develop critical thinking in mathematics and engaged in an exercise that enabled the principals to solve a problem and reflect on their own discussion of solutions in light of the notion of accountable talk. The subgroups of principals also coded a common transcript of teaching to identify the language teachers used to support students in presenting and justifying their thinking.

After debriefing this exercise, the principals discussed strategies they could each use to promote the practice of accountable talk in their schools, highlighting the potential impact of observing videotapes of real teaching. The LIS who attended the sessions encouraged principals to videotape their teachers and to work with them to analyze their talk. Throughout, she stressed the importance of principals and teachers reflecting on their practice and closed by distributing several books that would provide grist for future work on improving instruction.

• Leadership learning that is organized around a model of leadership and grounded in practice, including analyses of classroom practice, supervision, and professional development using on-the-job observations connected to readings and discussions; and

• Collegial learning networks, such as principals' networks, study groups, and mentoring or peer coaching, that offer communities of practice and support for problem-solving.

These features were mutually reinforcing. For example, a San Diego principal described opportunities to develop grounded practice through the district-organized principal network:

We've gone to each other's campuses; we've had wonderful discussions; we've read books together. We've watched each other's staff development tapes and talked about what we could do better, what kinds of things we think would help the staff move.

A New York City Region 1 principal described how the district-operated principals' network provided both a forum for the exchange of ideas and a springboard for follow-up school visits and problem solving:

We got a chance to sit with our networks and bring in our work and see other principals' ideas. [These people] have been principals longer then I have, [and] have a lot more to share. So I'm always asking, "How did you do that?" or, "Can I come to your school and see that?" And they are always open and willing.

The principals from exemplary in-service programs reported far more participation in a wide range of learning opportunities than principals in the comparison group. The program principals participated more frequently in district-supported professional development that fostered educationally rich peer observations and visits to other schools, in principals' networks and conferences, and in professional development activities with teachers. Nearly all of the districts engaged principals in guided "walk-throughs" of schools to look at particular practices in classrooms and consider how to evaluate and improve learning and teaching. This powerful experiential learning was typically tied to studies of teaching, learning, and leadership that was grounded in research and theory. Because of the way the learning process was structured, principals in the districts we studied were also significantly more likely to find school visits, principals' networks, professional reading, and research helpful to improving their practice.

2. Exemplary programs produce well prepared leaders who engage in effective practices

Our research suggests that it is possible to create pre- and in-service programs that develop principals who can engage successfully in many of the practices associated with school success: cultivating a shared vision and practice, leading instructional improvement, developing organizational capacity, and managing change. Compared to a national random sample of principals, graduates of these programs, on average:[2]

- feel significantly better prepared for virtually every aspect of principal practice, ranging from leading instruction and organizational learning to developing a school vision and engaging parents and the community;
- have more positive attitudes about the principalship and are more likely to plan to stay in the job, despite working in more challenging urban environments;
- spend more time on instructionally focused work;

---

[2]The sample of program graduates includes both practicing principals and graduates who have not yet become principals. Because we surveyed recent graduates of programs, and several programs are designed to send their graduates into assistant principalships, rather than directly into principalships, we included all graduates in these analyses to capture a large enough sample from each program. We also conducted separate analyses that compared only graduates who were practicing principals to the national sample, and while this underrepresented some programs, the results were similar.

Graduates of the exemplary programs who became principals were significantly more likely than the comparison principals to hold positive beliefs about the principalship and feel more strongly committed to it.

- are more likely to report that their school gained in organizational functioning and in teacher effectiveness and engagement in the last year;
- report more participation in a broader range of learning opportunities; and
- make developing and supporting their teachers a priority.[3]

Researchers who followed a sub-sample of principals in their schools also found that these principals focused on instructional leadership and supported school improvement, which was evident in school outcomes. Furthermore, teachers from these schools who were surveyed were, on average, significantly more likely than teachers in a national sample to view their school leaders as encouraging professional collaboration, facilitating professional development for teachers, and encouraging staff to use evaluation results in planning curriculum and instruction.
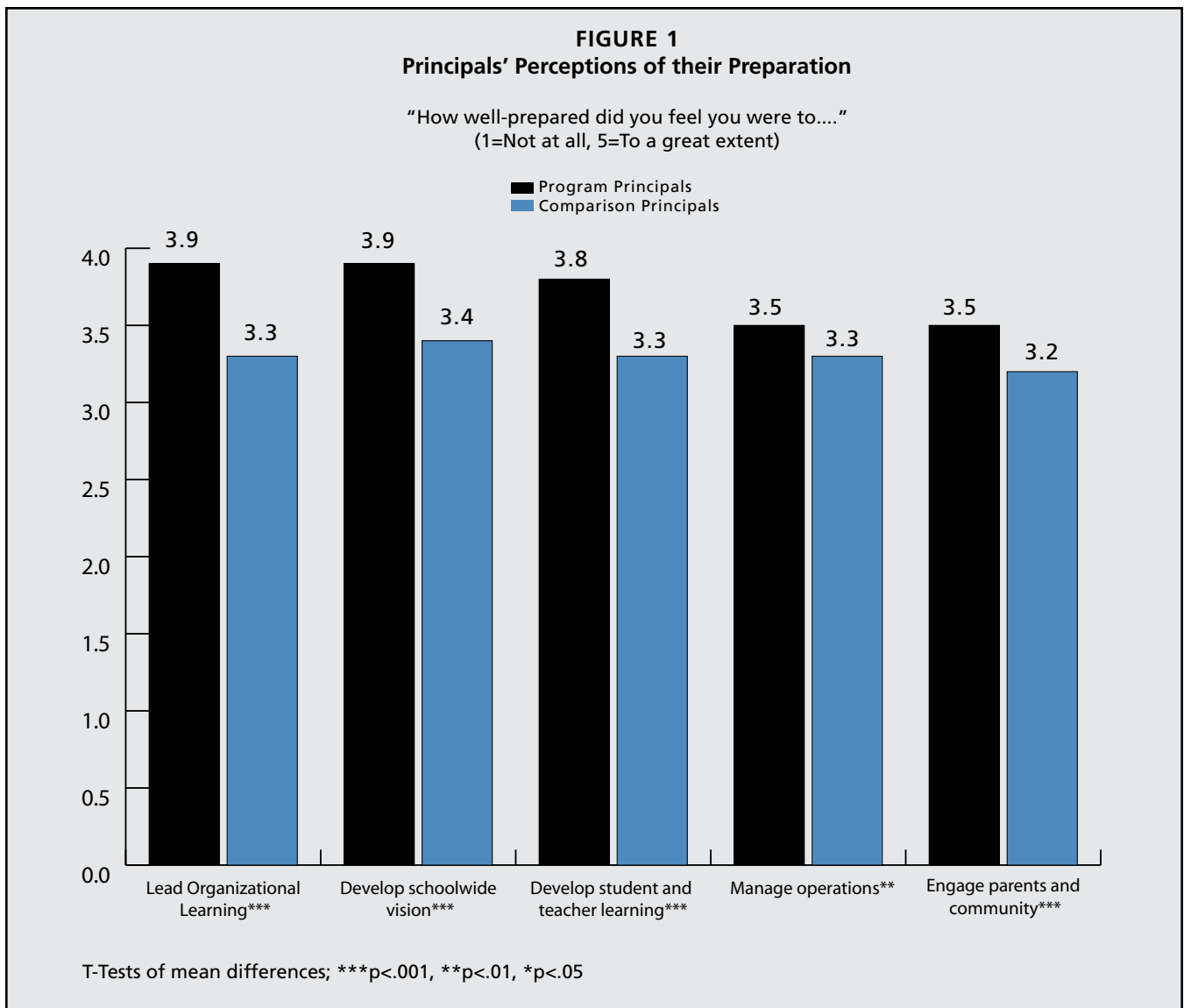
Pre-Service Preparation

Graduates of the four pre-service preparation programs we selected — Bank Street's Principals' Institute, Delta State University (DSU), the University of Connecticut's Aspiring Principal Program (UCAPP), and the Educational Leadership Development Academy (ELDA) at the University of San Diego — felt significantly better prepared for nearly every aspect of leadership practice, the one exception being operational areas such as management of school facilities. On average, graduates rated themselves significantly better prepared for instructional leadership and management of school improvement, including:

- creating a collaborative learning organization,
- planning professional development,
- using data to monitor school progress,
- engaging staff in decision-making,
- leading change efforts,
- planning for improvement,
- redesigning their schools to enhance teaching and learning, and
- engaging in continuous learning.

Graduates of the exemplary programs who became principals were significantly more likely than the comparison principals to hold positive beliefs about the principalship and feel more strongly committed to it. They also reported working longer hours and spending more time than comparison principals on the instructional activities that have been linked to stronger school performance, including building a professional learning community among staff, evaluating and providing feedback to teachers, and using data to monitor school progress.

---

[3]The full report disaggregates the data and reveals some variability across programs in these outcomes. It is noteworthy that with only a few exceptions on outcome measures, exemplary programs scored better than the comparison programs.

FIGURE 1
Principals' Perceptions of their Preparation

"How well-prepared did you feel you were to...."
(1=Not at all, 5=To a great extent)

- ■ Program Principals
- ■ Comparison Principals

	Lead Organizational Learning***	Develop schoolwide vision***	Develop student and teacher learning***	Manage operations**	Engage parents and community***
Program Principals	3.9	3.9	3.8	3.5	3.5
Comparison Principals	3.3	3.4	3.3	3.3	3.2

T-Tests of mean differences; ***p<.001, **p<.01, *p<.05

Typical of others was this description of planning for teacher support from a UCAPP graduate working as a principal in Hartford:
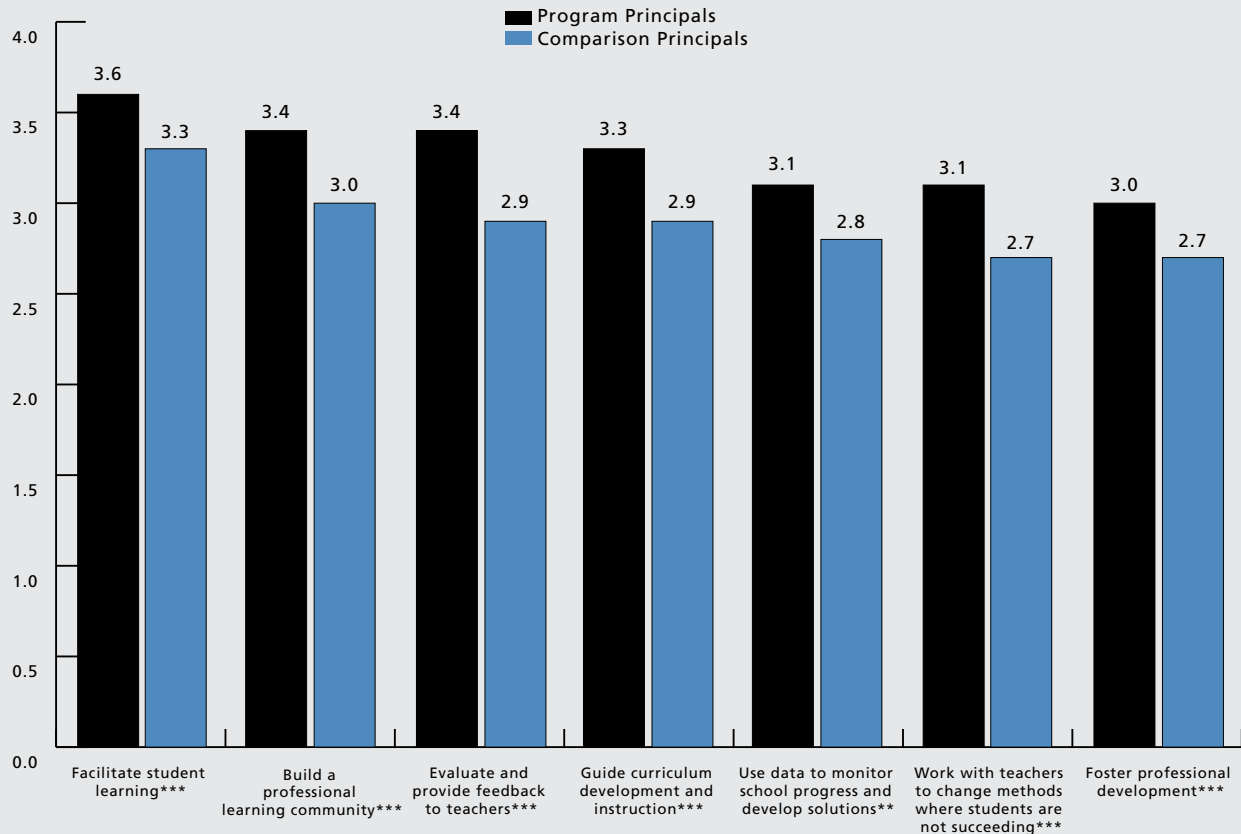
> The first course of business is to provide support for the teacher in whatever area I notice the teacher is weak in. I may provide additional professional development elements, and that could take the form of going to a formal workshop or visiting another teacher's room who is successful in that area. [Or I can support] the teacher myself, sitting down to brainstorm or come up with ideas that will support that teacher. I may even send a teacher to another school that is more successful in a specific curriculum initiative. I want to provide the teacher with as much support as possible.

Similarly, a Delta State graduate who was working as a high school principal explained:

> Eighty percent of my job is teacher supervision. It entails, first of all, patting them on the back when they are doing a good job. Whenever I see something good, I always emphasize that first. [Then it entails] observation, and evaluation, and assessment, giving them some feedback so they can understand, and plotting a plan for improvement if we need it.

FIGURE 2
How Often Principals Engage in Effective Leadership Practices

1=Never, 2=Once, 3=Once or twice a week, 4=Daily

■ Program Principals
■ Comparison Principals

	Facilitate student learning***	Build a professional learning community***	Evaluate and provide feedback to teachers***	Guide curriculum development and instruction***	Use data to monitor school progress and develop solutions**	Work with teachers to change methods where students are not succeeding***	Foster professional development***
Program Principals	3.6	3.4	3.4	3.3	3.1	3.1	3.0
Comparison Principals	3.3	3.0	2.9	2.9	2.8	2.7	2.7

T-Tests of mean differences; ***p<.001, **p<.01, *p<.05

A Bank Street graduate, currently working as an elementary principal, sounded the same themes, attributing her focus on being a visible instructional presence in her school to her Bank Street training and noting, "The instructional leader has to be where the action is, and the action is in the classroom." She emphasized the importance of building relationships with teachers that are focused on instruction, such that they know that she is "not out to get teachers, but out to get them better."

Like this principal, graduates of exemplary programs were, on average, more likely to attribute their confidence and effectiveness to their preparation and more likely to report that they would select the same program if they had another opportunity to choose. The graduates were committed to the principalship. Most (60%) of the 2002-2004 graduates of exemplary programs were already principals by 2005, another 20% were assistant principals, and most of the remainder expected to take on such posts soon — a high proportion compared with many programs nationally. Most studies find that only about 20% to 30% of graduates of administrator preparation programs enter principalships within several years of graduating, and fewer than half enter any kind of administrative position. The program princi-

pals were also more likely than a national sample to say they planned to stay in the job, despite the fact that they tend to work in more challenging urban schools serving more low-income and minority students.

In-Service Professional Development

We found similar emphases in the work of principals who participated in the district in-service programs we studied in San Diego (closely linked to ELDA); New York Region #1 (partnered with Bank Street's Principal Institute); Jefferson County, Kentucky; and Hartford, Connecticut. On average, these principals reported engaging in practices associated with instructional leadership and organizational improvement at higher rates than principals in the national comparison group. They were also more likely to believe that being a change-agent was part of their role. As a principal in San Diego explained:

> I think it's really important to look at your data and see what's working and what isn't, to involve everybody in that process, [and]. . .to look at how you can build capacity. This goes back to the training that we received with the district — to look at your staff and identify their strengths and areas they need to work on. I think it's building a culture of learners and letting the staff know that you're a learner too, and that we're in this together as staff, parents, and students.

New principals in the exemplary programs reported more positive beliefs, and fewer negative ones, about the principalship than new principals in the comparison group. Both new and veteran principals in these districts, on average, reported working longer hours as well as holding a stronger commitment to remaining in the principalship.

3. PROGRAM SUCCESS IS INFLUENCED BY LEADERSHIP, PARTNERSHIPS, AND FINANCIAL SUPPORT

In addition to district supports for school improvement, the study pointed to three facilitating conditions that were present, to varying extents, in the exemplary programs: dedicated program champions and leaders; the political will and capacity to build university-district partnerships; and significant financial support.

Leadership

Each of the exemplary programs benefited from a core team of leaders who acted as tireless champions for the program. Program faculty consistently attributed the creation, survival, and success of their programs to leaders who had the vision, commitment, and capacity

"The instructional leader has to be where the action is, and the action is in the classroom."

— Bank Street graduate

Principal Learning in Action

*L*eslie Marks experienced the full continuum of pre- and in-service development opportunities in San Diego, entering the first cohort of the Educational Leadership Development Academy's (ELDA) "Aspiring Leaders" program in 2000, after more than ten years as an elementary bilingual teacher. After completing the ELDA program, Leslie assumed a position as vice principal at a low-performing elementary school while she participated in the first cohort of ELDA's Induction & Support program for early-career site leaders. In 2002, Leslie was assigned to Tompkins Elementary School, a low-income, predominantly "minority" school requiring a major turnaround, where we met her in 2005.

In the 3 years she had been principal, the school's state Academic Performance Index (API) had grown by more than 150 points, exceeding state and federal targets and far outstripping the performance of most schools serving similar students statewide. Equally important, the faculty had experienced major breakthroughs in practice and confidence, which were obvious in our observations.

On one of the days we followed her, Marks was visiting 15 classrooms during her regular walkthroughs. As she entered a bustling 5th grade classroom, small clusters of students were working together to craft an outline of their social studies chapter. Leslie quietly watched the teacher review how to identify and summarize the main points in their text, and then observed as the students began working together on their task. She approached a group of students who appeared to be puzzling over their task and engaged them in discussion about what they knew about the reading and how they were determining what to emphasize. Afterward, she talked about what she saw in this class and each of the others in light of her vision for the school:

> As a school, we've been looking at "how do we really know kids get it," and the only way that we really know is because they either talk about it or they write about it. If they're talking or they're writing, they're showing their understanding. And in the upper-grade classes we went to, there were three different ways that [teachers] were looking at getting kids to explain their thinking. So, I'm kind of 'heartwarmed' about that.

With each class she visited, Leslie collected notes on the strengths and areas of need she identified during her observations. As she reflected on her instructional observations, she began to think through the conversations she planned to have with specific teachers about what she had seen. She framed these planned conversations in terms of inquiry: asking teachers for assessments of what was effective for students' learning, their rationale for their strategies, and their views about how to improve. She also used her notes from these classroom visits to plan for grade-level and school-wide professional development focused on supporting student learning.

In the school survey, teachers affirmed their sense of Leslie's strong leadership. The vast majority agreed that the principal has communicated a vision of the school to all staff (94%) and is supportive and encouraging (85%). Staff report that Marks is "very effective" at encouraging professional collaboration (91%), works with staff to develop and attain curriculum standards (88%), encourages staff to use student evaluation results in planning curriculum and instruction (88%), and facilitates professional development for teachers (88%). Ninety-one percent say that she "stimulates me to think about what I am doing for my students," 85% feel that she is "aware of my unique needs and expertise," and 82% find her "a source of new ideas for my professional learning." In addition, 84% of teachers report that the school now pays more attention to the needs of low-performing students, which is the focus of much of this effort.

Leslie is credited with creating and sustaining a vision of learning that permeates the Tompkins community.

Teachers described her vision as focused on helping all students to meet standards and pushing and supporting all teachers to accomplish their goals for their students:

> I think that one out of Leslie's strengths is she has a really good vision and she sees the big picture. She spends her energy where it needs to be spent. She is going to coach or suggest or push the people who need that. She is going to see the people who are competent and ask them to help other people. She focuses her energy where it is needed. That is what helps the school run effectively.

Under Marks's leadership, teachers described a significant shift in school climate, borne out by improvements in the school's academic performance. In our survey, faculty noted that she has created more collaboration among staff in making curricular and instructional decisions (88%), and more efforts among teachers to share practices with each other (88%). Teachers credited Leslie's professional development work with improving their own practice. As one previously resistant staff member observed:

> In the last several years, we have had heavy staff development. I have been resistant to some of it, but I have watched and seen and tried it on anyway, and seeing things that work, I have given myself permission to look into it further. [In the past,] I used to say, "I'm not going to do that. It is not valuable." Now I'm seeing that it is valuable.

Marks described her preparation experience as a critical influence on her current leadership. She noted that she had already formed a lot of her instructional beliefs before beginning the ELDA program, but that [she] had not believed that being a principal could be a vehicle for achieving her vision until the district's reform initiatives began to reshape the job:

> [Before ELDA], I didn't think that the principalship was something that would give [my vision] an outlet, because the principals that I had known were not about instruction. . . . I was just being freed when I came into the internship and got into this other part of [a principal's] world [where] we would be . . . looking at instruction.

Despite the fact that she was part of ELDA's very first cohort, Leslie described her overall experience in the program as "super powerful." She pointed to the full-time internship as an influential component of the program, "because working side by side with someone for a year is incredible. I mean, all of those different situations that would come up . . . learning to be a problem-solver and thinking outside of the box. I would attribute so much of that to my mentor. . . . I still think of what she would say when I make the decisions."

Leslie also credited her development as a school leader to specific coursework she undertook through ELDA, describing how the readings and discussions from courses were linked to one another and to the internship. She underscored, for example, how the school leadership and management course deepened her understanding of her role as a leader of adult learning:

> There are so many different ways to think about being a principal. . . . I would go back and reread people like Sergiovanni, who talked about ways to support the adults so that the adults could support the kids. I think that that became my philosophy.

Her philosophy and her preparation for this task were evident in the work Leslie did with teachers and students at Tompkins, illustrating vividly what instructional leadership looks like and how it can be developed.

to coordinate stakeholders, secure resources, and implement critical features well. Leadership was provided by people in a variety of roles: district superintendents, college deans, university and district program directors, and combinations of these. It is noteworthy that the districts in our sample had superintendents who defied the national trends and remained in their school systems for many years.

Partnerships

In each program, these leaders were instrumental in forging the inter-institutional partnerships that appeared to contribute profoundly to the programs' successes. San Diego Unified School District developed a strong partnership with the University of San Diego, which designed both a preparation program and induction support for new principals that were tailored to the district's needs and tied to the district's instructional reform and in-service program. Region 1 of the New York City Public Schools worked closely with Bank Street College to create a cohort-based program to prepare leaders for the unique needs of that district. The Jefferson County Public Schools worked with the University of Louisville to develop a credentialing program for aspiring principals that aligns closely with the district approach to teaching and learning and to its in-service development framework. The Hartford Public Schools collaborated with Central Connecticut State University to provide an on-site credentialing program. The University of Connecticut's UCAPP worked closely with districts, including Hartford, and the state principals' association to provide in-depth field experiences for its candidates. Delta State University developed its program in consultation with the regional superintendents' association and works closely with local superintendents to recruit students, place them in internships, and prepare them to work in Delta schools.

On average, graduates of exemplary programs were much more likely to receive financial support to attend their programs than comparison principals.

The programs we studied were distinguished by the willingness of central actors in both districts and universities to facilitate cross-sector collaborations. For example, districts provided subsidies for credits, streamlined hiring, and, in some cases, collaborated in the development of university curricula. Universities provided tuition waivers, mentors, and coaches for new principals and faculty for district-based professional development. As evidenced by these partnerships, collaborations among organizations help prepare principals for specific district and regional contexts and expand the resources available to programs for high-quality coursework and field placements. In addition, collaborations between universities and districts increase the likelihood that leaders continue to receive relevant and consistent support and professional development.

Financial Support

It is not surprising that financial support emerged as an important enabling condition of strong programs. On average, graduates of exemplary programs were much more likely to receive financial support

to attend their programs than comparison principals, although the amount of support varied widely across programs. Federal, state, and foundation grants, as well as district and university contributions, provided this support. Perhaps the most powerful effect of financing occurred through its impact on the design of internships and the ability of candidates in some programs to undertake full-time study. We found that financial assistance also allows programs to recruit more selectively — to target candidates from under-represented populations and to recruit strong teachers who might not otherwise be able to take time away from paid employment to participate in a preparation program.

4. FUNDING STRATEGIES INFLUENCE THE DESIGN AND EFFECTIVENESS OF PROGRAMS

To make informed strategic choices about program design, policymakers and program leaders must anticipate the resource requirements of different program options. Both financial and human resources — including the cost of reallocating staff time from other duties — must be taken into account in the program planning and funding strategy. The primary costs of the programs we studied include general administration and infrastructure, recruitment and selection, coursework, workshops, internships, mentoring, networking, and group meetings. Within these categories, personnel expenses were the largest (68 to 95% of total costs across the programs). Evaluations of the costs of various models, detailed in the complete report, must be considered in light of the benefits of specific program elements. In particular, we found that purposeful outreach and careful selection, as well as coherent coursework wrapped around intensive internships, were investments that had noticeable payoffs in candidate competence and success.

The way these costs are covered is important both for designing programs and for institutionalizing them. As we have noted, participants in these exemplary programs are less likely, in the aggregate, to bear all the costs of their training than are other principals nationally.

Although some of the exemplary preparation programs are still largely supported by tuition payments, higher education institutions subsidize programs in a variety of ways: by providing faculty, staff, space, and materials, as well as tuition grants or donated time. In our sample, universities bore up to 18% of the costs of their preparation programs. Some universities discounted tuition for candidates from their district partners, and contributions of uncompensated staff time constituted a direct subsidy by dedicated individuals.

Other sources of funding for preparation and in-service programs include federal, state, or foundation grants; targeted district funds; and reallocations of existing district resources. Districts may, for example, redirect existing administrator meeting time to professional development, or they may reassign supervisory jobs to support training either by assigning interns to supervise summer school or appointing interns as assistant principals. At each level of the system, financing strategies reflect the priority placed on principal development and create incentives or disincentives for innovations in recruiting, training, and development.

State and federal funding play a pivotal role in supporting a few exemplary programs. A state's capacity to influence program design through financing policy was most vividly demonstrated in Mississippi. As part of its commitment to comprehensive reform, the State funds a sabbatical program to subsidize training for prospective principals. This policy sets the stage for a high-quality internship and enables DSU to recruit candidates with high potential. Federal funds provide additional subsidies: DSU received an award from the U.S. Department of Education's Fund for the Improvement of Post Secondary Education program while JCPS and Region 1 used Title II of the Elementary and Secondary Education Act funds to support their principal training initiatives.

Foundation funding has been critical for launching a number of these programs, creating both opportunities for program design and challenges when funding runs out. Such funding has, for example, allowed the creation of strong internships that have produced demonstrable benefits. When funds are no longer available for such internships, districts have developed ways to sustain them at various levels, often relying on stop-gap measures that are not quite as powerful as the original design. More stable, institutionalized sources of funding are clearly desirable.

5. STATE AND DISTRICT POLICIES INFLUENCE PROGRAM DESIGNS AND OUTCOMES

As the discussion above suggests, creating high-quality principal development models that survive over the long term will require more systematic policy supports. As we examined policy influences on the programs studied and the broader landscape of policy alternatives, we noted real differences in principals' reports of their learning opportunities, many of which were related to differences in state policies. The policy levers states use to support and sustain the recruitment and development of school leaders include:

- The use of standards, accreditation, and assessment to guide program change and stimulate participation in professional learning;

- The creation of strategies that support candidate recruitment and access to high-quality training; and

- The development of state and local infrastructures for ongoing professional learning.

Here we summarize how the more powerful levers operated across the eight states we studied, and how some of them appeared to affect the programs in our sample.

The Use of Standards to Drive Change

Virtually all the programs we studied identified the use of professional standards for licensing administrators as highly influential in improving their programs. At least 46 states, including seven of the eight states we studied, have adopted the ISLLC standards for principal preparation as part of their program approval process; the standards have also been incorporated into the accreditation process of the National Council for the Accreditation of Teacher Education (NCATE). Although widespread adoption of these standards has focused programs more explicitly on instructional leadership and school improvement, states vary in how they have used the standards.

Requiring national accreditation played a key role in states like Mississippi and New York, which closed down their administrator certification programs and required them to meet state and national standards in order to be re-opened or re-registered. This not only promoted new program emphases and greater coherence by focusing program officials on the standards as they revised their programs, it also had the effect of shutting down programs that did not meet these new standards. The high-quality programs at Delta State and Bank Street can be partly attributed to the use of standards in these states, which reinforced the changes they were already making.

Some states also use data from performance assessments of principals, which are based on the ISLLC standards, to review and accredit programs as well as to assess the readiness of individual school leaders. Connecticut's Administrator Test, for example, serves both purposes. This state-developed assessment uses performance tasks, including videotapes of teaching and samples of student work, to evaluate principals' abilities to evaluate teaching and guide teacher professional development, and to design school improvement processes based on research and knowledge of specific school contexts. It appears to be one of the drivers for Connecticut principals' high levels of preparedness and engagement in teacher evaluation, professional development, and school-wide problem-solving. It also influences practice at UCAPP and other preparation programs in the state. Because Connecticut requires 80% of a program's graduates to pass the test for the program to keep its accreditation, the assessment is a strong policy lever.

State requirements for certification have also motivated on-going professional development. Many states, such as California, Delaware, and Kentucky, have adopted tiered credentialing systems that require additional training and support before new administrators can gain a professional credential. These systems stimulated the ELDA Tier 2 program in San Diego and induction supports for new principals in Jefferson County. Some states also require ongoing professional development credits for license renewal. State re-certification policies in Connecticut, Kentucky, Mississippi, and New York encourage veteran principals to participate in professional development that is funded by their districts and provided through university-district collaborations.

Supports for Candidate Recruitment and Development

As we have noted, Delta State's program was made possible by Mississippi School Administrator Sabbatical Program, which allows districts to target talented teachers for a full year of preparation, including a year-long internship. An even more ambitious model is North Carolina's Principal Fellows Program, which underwrites preparation in eight public universities and supports full-time internships with expert principals in participating school districts. In exchange for this support, participants sign on to a minimum of four years of service in the state's schools. From its founding in 1993 through 2006, this program supplied North Carolina with 800 highly trained principals. Half of all current candidates in master's degree programs for administration are North Carolina Principal Fellows.

At the local level, districts are increasingly developing policies to recruit prospective principals and provide strong internship placements. All four of the districts we studied had developed pathways into preparation for candidates they identified as worth recruiting into the principalship. These were supported by policies offsetting costs, ranging from tuition reimbursement or waivers to paid internships. Three of these districts — Jefferson County, NYC Region 1, and San Diego — had figured out how to fund some form of internship and first-year mentoring for some or all candidates. Reflecting an important change of policy, none of these districts were continuing to rely on self-selected applicants who came to them having completed training in which the district had no role. Instead, the districts had all become more purposeful in recruiting and selecting principal candidates and helping to shape their development, in collaboration with partner universities. Four of the states we studied provide financial support for principal internships or mentoring.

Development of State and Local Infrastructure

Most of the states we studied have created an infrastructure for ongoing principal professional development that focuses on the concrete skills of instructional leadership. Among the eight states we studied, six support at least one state leadership academy that helps organize, broker, and provide this professional development.

In Delaware, a state-funded Principal's Academy housed at the University of Delaware helps to implement the state's mentoring program, as well as offer other courses for school leaders. State-funded administrator academies ensure a stable source of highly rated learning opportunities for principals and other school leaders in North Carolina, Georgia, and Mississippi. The substantial continuing professional development that Delta State principals find helpful is offered primarily by the School Executive Management Institute (SEMI) in the State Department of Education. The Institute provides all in-service training to entry-level administrators in a two-year series of

At the local level, districts are increasingly developing policies to recruit prospective principals and provide strong internship placements. All four of the districts we studied had developed pathways into preparation for candidates they identified as worth recruiting into the principalship.

These broader elements of state and local policy help to organize leadership development around a conception of teaching, learning, and leading that is reinforced in a number of ways to become a central mission for schools, rather than an isolated activity on the margins.

sessions that convert the entry-level license to a career-level license. SEMI also offers the courses that allow career-level license holders to renew their license every 5 years. In Connecticut, an Urban Leadership Academy provides professional development for administrators in Bristol, East Hartford, and Hartford.

Finally, broader state policies establish contexts that can influence leadership development. For example, in San Diego, Hartford, and Region 1, leadership programs were part of comprehensive reforms to improve instruction. Although districts in San Diego and New York City drove reform with little direct state policy support, accountability systems in California and New York State had raised concerns about achievement and thus motivated these reform efforts. Similarly, some of Jefferson County's leadership initiatives were undertaken in connection with a larger reform project motivated by the Kentucky Education Reform Act (KERA).

Hartford's reform was influenced not only by state takeover of the district, but also by Connecticut's broader standards-based reform, which had incorporated principals into an ambitious overhaul of teaching beginning in 1986. In addition to focusing attention on student learning, the Education Enhancement Act raised salaries for teachers and principals while dramatically raising standards for teaching. Principals were trained to evaluate teachers through the state's beginning-teacher assessment system and later given re-certification credits for scoring teacher portfolios. The state thereby made teacher assessment a focus of administrator preparation and development, a move it later reinforced through the administrator assessments described earlier.

These broader elements of state and local policy help to organize leadership development around a conception of teaching, learning, and leading that is reinforced in a number of ways to become a central mission for schools, rather than an isolated activity on the margins.

Implications for Policy and Practice

The promising outcomes of these exemplary programs include the capacities they develop in individual principals as well as the ways in which they help reshape the principal workforce and the district culture of school leadership. The innovatively prepared principals not only feel better prepared and more committed to the principalship, they also spend more time on improving instruction and building collaboration with their teachers and their fellow principals. By recruiting a diverse group of dynamic teachers into leadership programs that are a direct pipeline into administrative positions, the programs address supply needs, increase the diversity of the leadership workforce, and deepen the instructional knowledge of that workforce.

Implications for Programs

Our findings hold several implications for program designers and leaders.

First, recruitment and selection are central to program design, not incidental activities. The knowledge and skills of those who enter a program determine to a great extent what kind of curriculum can be effective and what kind of leader will emerge. On the whole, our exemplary programs were more likely than others to recruit teachers with strong instructional backgrounds and demonstrated leadership ability, who, in the aggregate, better represent the populations of their communities (see Figure 3). Active recruitment of desired candidates coupled with program funding, particularly funding that pays candidates' salaries during their training, influences the candidate pool and, thus, the extent to which a program can be selective.

Second, professional standards provide an important tool for strengthening a program's focus on instructional leadership and school improvement. We found that the strength of program outcomes was associated with robust implementation of professional administrator standards through strong, tightly related coursework and clinical experiences. These outcomes were reinforced when new leaders experienced a continuum of support. Candidates who did not participate in strong internships that were closely coordinated with their coursework, or who did not receive continuing professional development once they were in the field, were less likely to report high levels of effective practices. Thus, principals' capacities were influenced by the joint capacity of their pre- and in-service programs to implement the standards in coherent and comprehensive learning experiences, both before and after they entered the field.

Third, durable partnerships between districts and universities, as well as state supports, facilitate consistent, coherent professional development. Together, our exemplary programs demonstrate the importance and possibilities of various forms of collaboration for transforming principal practice. Where links are weak and where professional development is not coordinated with preparation, the effects on leaders' attitudes and behavior — no matter how effective the program — are more likely to fade with time, particularly in challenging school contexts. Although district/university partnerships take effort, their benefits include expanded resources, a more embedded, hence powerful, intervention for developing practice, and reciprocal institutional improvement that produces better programs and stronger leaders.

Fourth, while specific program features can be important, most critical are how features are integrated and how the program reinforces a robust model of leadership. The fact that one celebrated feature may be present or absent in a program design appears to be less important than how well the features are implemented, how well they convey a consistent model of leadership, and whether the program provides critical learning opportunities for participants. Although some features, such as internships, have been shown by prior research and this study to produce powerful learning, that is the case only if they are implemented effectively and reinforced by other program elements. Similarly, courses, no matter how appropriate their topics, are more powerful if they are wrapped around clinical experiences that reinforce the principles under study and use field-based inquiries, action research, cases, and other tools to connect theory and practice.

By recruiting a diverse group of dynamic teachers into leadership programs that are a direct pipeline into administrative positions, the programs address supply needs, increase the diversity of the leadership workforce, and deepen the instructional knowledge of that workforce.

Fifth, effective programs require significant resources, especially human resources, to support learning embedded in practice. Costs and benefits differ considerably across programs, depending on design features; the number of participants; and the organization and intensity of coursework, internships, and mentoring. Program leaders should budget comprehensively, acknowledging all the resources required by a program. They should also budget strategically, investing in designs that are likely to produce a strong intervention. For example, our research suggests that approaches closely linking coursework and clinical work using problem-based learning methods gain greater traction for eventual practice than other approaches. So do approaches that amplify the effects of formal learning through such collective supports as cohorts and professional networks.

Programs also vary in financing strategy and funding sources. Covering costs from steady funding streams such as tuition, general operating budgets, and state programs may improve funding stability. That said, depending solely on institutional budgets for funding may not give a program sufficient attention or resources to meet its goals. Diversified funding solves some of these problems but creates its own constraints. On the one hand, partnerships and diversified funding may foster innovation and reduce a program's vulnerability to funding losses from any one source. On the other hand, grant funding, including foundation and categorical federal funding, creates its own challenges. Program leaders must be prepared to acquire replacement funds or to re-invent aspects of their programs when outside funds disappear. Strong partnerships become even more important in the face of financial pressures, allowing programs to capitalize on institutional opportunities — for example, assigning interns as assistant principals or summer school administrators — when circumstances shift.

Implications for policymakers

*T*he study points to two primary implications for policymakers.

First, the design, quality, and impact of principal preparation and development programs can be significantly shaped by purposeful state and district policies. The positive impact of a comprehensive and supportive state and district policy infrastructure is most dramatically illustrated by Mississippi. Following recommendations of a state Task Force on Administrator Preparation made more than a decade ago, the state set out to overhaul its entire system for recruiting, preparing, and developing school leaders. Reforms in Mississippi were wide-ranging and in some cases dramatic. These included redesigning programs to align with NCATE's ambitious accreditation standards and closing programs that did not meet the standards; upgrading administrator licensing requirements for pre-service, induction, and ongoing learning; coordinating all in-service professional development for school administrators through a state-level leadership institute; and creating an innovative year-long, fully funded sabbatical program to train teachers for the principalship in programs that offer a full-year internship.

Mississippi principals outranked their colleagues in our national and state samples of principals on almost every attitudinal and behavioral measure of leadership effectiveness. Driven by top-down as well bottom-up initiatives, Mississippi's policy infrastructure involved deep coordination and collaboration by districts and universities, and it required a sustained commitment of political will and financial resources. It employed all three of the major policy strategies we identified: 1) purposeful use of standards to leverage change, 2) support for the active recruitment and development of aspiring principals, and 3) development of a state infrastructure for on-going learning.

Second, state and district financing policies are critical. At the most fundamental level, what programs are able to accomplish, who they are able to recruit, and the choices that enter into program designs, depend profoundly on the sources, amounts, and stipulations of funding. If education policymakers at the state and district levels are committed to building leadership development into reform efforts, they must build in sufficient resources to support high-impact programs. Successful policies associated with raising standards are accompanied by resources that enable institutions to deliver programs to meet the new requirements. There is no getting around the fact that high-quality leadership preparation and development requires a comprehensive plan and significant financing commitment.

In particular, subsidies that allow candidates to engage in the critical hands-on work of a high-quality administrative internship seem central to the most powerful program designs. Funding for mentoring or networking for new principals also appears to enable new entrants to get stronger traction in implementing the more complex and sophisticated aspects of an instructional leadership agenda. A state's capacity to organize and offer high-quality, ongoing professional development, through an academy or institute that can serve a range of needs, appears to help sustain learning opportunities for leaders in districts large and small.

Conclusion

Although the challenges are substantial, the lessons of this research are hopeful. First, it is possible to create systematic learning opportunities for school leaders that help them develop the complex skills needed to lead and transform contemporary schools. Second, programs that succeed in developing such leaders have a number of elements in common, including the nature of their curricula, the teaching and learning strategies they employ, the ways they organize communities of practice, and the kinds of clinical experiences they construct. Third, our review of distinctive models operating in diverse contexts illustrates that there are numerous ways to build such programs and to develop the partnerships and funding supports that enable them to survive and succeed. Finally, state and local leaders have begun to develop policy strategies that hold promise for eventually making such programs commonplace rather than exceptional. The collaborative effort needed is made worthwhile by the importance of developing a generation of strong, skilled leaders who can create schools that provide expert teaching for all students in settings where they can succeed.
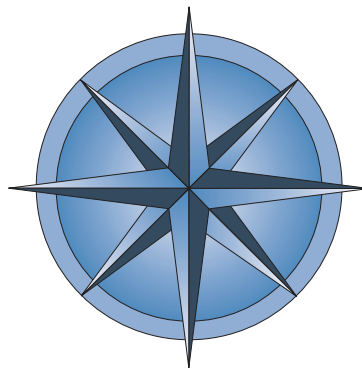
Authors

Linda Darling-Hammond

Linda Darling-Hammond is the Charles E. Ducommun Professor of Education at Stanford University, where she co-directs the Stanford Educational Leadership Institute and the School Redesign Network. Darling-Hammond was the founding Executive Director of the National Commission for Teaching and America's Future, the blue-ribbon panel that authored the 1996 report *What Matters Most: Teaching for America's Future.* Her research, teaching, and policy work focus on issues of teaching quality, school reform, and educational equity. Among her publications is *Powerful Teacher Education: Lessons from Exemplary Programs* (Jossey-Bass: 2006), *Teaching as the Learning Profession* (Jossey-Bass, 1999) (co-edited with Gary Sykes), and *The Right to Learn* (Jossey-Bass, 1997).

Michelle LaPointe

Michelle LaPointe is currently a Senior Research Associate with the Northeast and Islands Regional Education Lab at the Education Development Center. Previously, she was Research Director of the Stanford School Leadership Study. Dr. LaPointe has spent a decade analyzing educational policies and evaluating programs to support youth. Before going to Stanford, she was an analyst at the U.S. Department of Education (ED), where she coordinated national evaluations of school choice initiatives, comprehensive school reform, and bilingual education. While at ED, she co-authored the *2004 Report to Congress* on the Implementation and Impact of the Comprehensive School Reform Program, and contributed to the 2001 Title I report *High Standards for All Students.*

Debra Meyerson

Debra Meyerson is associate professor at Stanford University's School of Education and (by courtesy) Graduate School of Business and co-director of Stanford's Center for Research in Philanthropy and Civil Society. Meyerson's research focuses on conditions and change strategies that foster constructive and equitable gender and race relations in organizations. She is author of *Tempered Radicals: How Everyday Leaders Inspire Change at Work* (Harvard Business School Press, 2001) and more than 60 articles in scholarly and mainstream publications.

Margaret Terry Orr

Terry Orr is on the faculty of the Bank Street College of Education where she directs the Future School Leaders Academy. For the past six years, Dr. Orr has co-chaired the national UCEA/TEA-SIG Taskforce on Evaluating Leadership Preparation Programs. She has authored several research papers and articles on effective leadership preparation and its evaluation, and is coauthoring a book on collaborative inquiry as principal professional development (Teachers College Press, forthcoming).

Stanford Educational Leadership Institute

The School Leadership Study is being conducted through the Stanford Educational Leadership Institute (SELI) — a joint partnership of the Stanford University Graduate School of Business and School of Education. SELI's mission is to improve student achievement by providing education leaders with the means to create effective change in their districts and schools, integrating cutting-edge knowledge from the education and business fields. Financial support for SELI is made possible by a grant from the Goldman Sachs Foundation. For more information, visit: http://seli.stanford.edu ot http://srnleads.org.

The Finance Project

The Finance Project is an independent nonprofit research, consulting, technical assistance, and training firm for public- and private-sector leaders nationwide. It specializes in helping leaders plan and implement financing and sustainability strategies for initiatives that benefit children, families, and communities. Through a broad array of tools, products, and services, The Finance Project helps leaders make smart investment decisions, develop sound financing strategies, and build solid partnerships. To learn more, visit http://www.financeproject.org.

The Wallace Foundation

The Wallace Foundation seeks to support and share effective ideas and practices that expand learning and enrichment opportunities for all people.
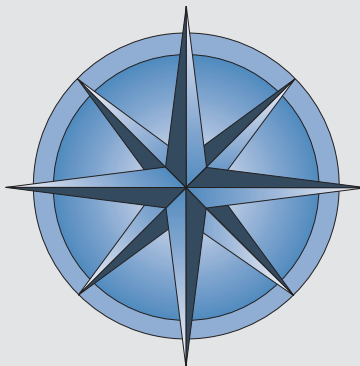Its three current objectives are:

> Strengthen education leadership to improve student achievement
> Enhance out-of-school learning opportunities
> Expand participation in arts and culture

For more information and research on these and other related topics, please visit The Wallace Foundation Knowledge Center at http://www.wallacefoundation.org.