

Justification Review of the Principals' Executive Program (PEP)

Justification Review

February 19, 2007

To justify continued State funding, PEP must demonstrate a measurable impact on conditions for teaching and learning in schools.

Executive Summary

Adequate evidence does not exist to document that the Principals' Executive Program (PEP), a "short-term, in-residence management training" program for North Carolina's public school leaders,¹ has a measurable impact on conditions for teaching and learning in schools and school districts. Given this lack of evidence, the General Assembly (GA) cannot justify expenditure of State funds on this program. PEP must produce evidence that it is having a measurable impact in order to continue receiving State funds. Alternatively, PEP could move to a receipt-supported model.

If PEP remains a State-funded entity, the GA should consider taking the following actions to refine the program: 1) revisiting and amending as needed the laws governing PEP to better ensure that they conform with the GA's current vision for the program, 2) formalizing admissions policies to ensure geographic diversity and that priority is given to high-need schools, and 3) establishing a formal mechanism through which the State Board of Education can influence PEP's priorities. Additionally, the GA should consider studying whether or not graduate school programs in North Carolina are adequately preparing the State's principals for their position.

Scope

This report reviews the justification for and performance of the Principals' Executive Program (PEP), a unit of the University of North Carolina's Center for School Leadership Development (CSLD). The review is one of six "justification reviews" of State government programs being published by the Fiscal Research Division during fiscal year 2006-07. The justification review program is a pilot effort designed to satisfy the zero base budgeting requirement set out in Sections 6.34(a-c) of Session Law 2005-276.

Specifically, this report addresses the following questions:

1. Is PEP fulfilling the letter and/or intent of its legislative mandate?
2. Is that mandate still justified, either in its original form or some modified form?
3. Does the program's curriculum follow identified best practices to address its mandate?
4. Is the program duplicative of other services provided by the public or private sectors?
5. Is the program effective?
6. Is the program efficient?
7. Are there any other obstacles that might limit the program's ability to accomplish its mission?

The report culminates by identifying policy options that the General Assembly should consider when determining whether to continue and/or modify the General Fund appropriation for this program in the future.

Background

Mission

The mission of the Principals' Executive Program (PEP) is to “strengthen and renew the knowledge, skills, and beliefs of public school leaders so that they might help improve the conditions for teaching and learning in schools and school districts.”² To achieve this mission, PEP provides a number of professional development opportunities for North Carolina’s nearly 5,000 principals and assistant principals, including intensive executive training programs—which constitute its core service—topical seminars, and a statewide leadership conference. In FY 2005-06, PEP served 1,125 school administrators, 270 of which participated in one of PEP’s core, residential programs.

Origin

The program began in 1984 after the General Assembly appropriated funds to establish a management training program for public school principals. C. D. Spangler, the State Board of Education Chairman at that time, had expressed concerns about school management and was interested in a program for principals similar to the training provided to other executives at Harvard University. In response, the University of North Carolina at Chapel Hill (UNC-CH) Chancellor Christopher Fordham organized an internal planning committee that issued a report proposing such a program. Based on the recommendations of that report, the General Assembly appropriated funding to establish a principals’ management program. The program was initially administered by the Institute of Government at UNC-CH. PEP remained under UNC-CH until 2000, when it was transferred to

the UNC Board of Governors per S.L. 2000-67 and became part of the UNC CSLD.

Core Service

PEP’s executive training programs provide “short-term, intense, in-residence management training,” as required by the original legislation (S.L. 1983-1034). These programs provide a formalized curriculum. Participants complete outside assignments, engage in small and large group discussions, take part in practical exercises, and reflect on what they have learned. The training is research-based and designed to be sequential so that program elements build upon each other. PEP also differentiates its offerings based on the grade span (elementary, middle, high school) and experience level (aspiring, new, and experienced) of school administrators. This approach is designed to be more relevant and applicable than generic, one-size-fits-all programs.

To encourage the exchange of new ideas and different perspectives, PEP programs bring together in Chapel Hill school administrators from disparate geographical areas of the State. Each program typically consists of multiple sessions, which last 2-3 days each. Sessions are scheduled several weeks apart so that school administrators will have opportunities to apply the strategies they have learned and report back about their experiences in subsequent sessions.

Resources

As Exhibit A demonstrates, PEP’s total annual spending has remained relatively constant at around \$2.5 million for the past four years, but its State appropriations have increased during this same time period. Annual increases were relatively modest until FY 2006-07, when the GA appropriated an additional \$250,000 in non-recurring funds to support a new initiative focused on improving the management and leadership skills of principals in high-need schools.

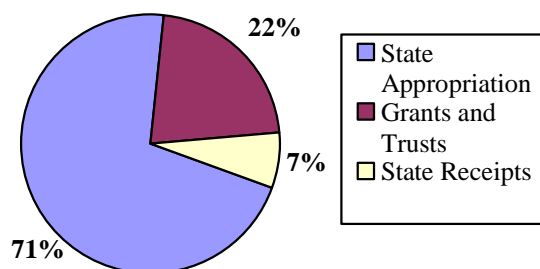
Exhibit A: PEP Expenditures and FTE by Source

| Fiscal Year | State Appropriation | | State Receipts | | Grants and Trusts | | Total | |
|------------------------------|---------------------|-------------|----------------|-----------|-------------------|-------------|-------|-------------|
| | FTE | Spending | FTE | Spending | FTE | Spending | FTE | Spending |
| FY 2003-04 (<i>Actual</i>) | 17.00 | \$1,345,587 | 3.38 | \$189,535 | 4.00 | \$964,380 | 24.38 | \$2,499,502 |
| FY 2004-05 (<i>Actual</i>) | 16.00 | \$1,386,999 | 3.38 | \$177,112 | 4.00 | \$886,391 | 23.38 | \$2,450,502 |
| FY 2005-06 (<i>Actual</i>) | 16.50 | \$1,492,099 | 3.00 | \$159,850 | 4.00 | \$1,135,123 | 23.50 | \$2,787,072 |
| FY 2006-07 (<i>Budget</i>) | 18.40 | \$1,734,217 | 2.25 | \$170,144 | 3.10 | \$552,323 | 23.75 | \$2,456,684 |

Source: UNC CSLD Services Office

In FY 2006-07, State appropriations constituted 71 percent of PEP's total budget (see Exhibit B). Receipt collections, which are generated by participant registration fees, support a small portion of PEP's operating budget and have declined slightly over this time period. PEP also supports some of its activities with other grant or institutional trust funds. This source of revenue has varied widely over the last few years and decreased significantly in FY 2006-07 due to expiring grants.

Exhibit B: PEP Expenditures by Fund Source: FY 2006-07



Source: UNC CSLD Services Office

The participant costs vary from program to program, and range from \$3,194 to \$5,522. The table below summarizes the average participant costs of PEP's core services.

Exhibit C: Participant Costs for PEP's Core Programs

| Program | Duration of Program | Cost per Participant |
|--|---------------------|----------------------|
| Leadership Program for New Principals (LPNP) | 10 days | \$4,347 |
| Leadership Program for Experienced Principals (LPXP) | 10 days | \$3,583 |
| Leadership Program for Aspiring Principals (LPAP) | 12 days | \$3,194 |
| Leadership Program for Future Superintendents (LPFS) | 24 days | \$5,522* |

Note: Participants pay a registration fee of \$500; **Source:** UNC CLSD Services Office

Findings

Finding # 1: PEP is meeting the intent of its legislative mandate, but is not complying with some of the specific requirements of the session laws.

Core Programs Meet Mandate

North Carolina Session Laws 1983-1034 and 1991-689 established PEP to provide a "short-term, intense, in-residence management training program" for principals and assistant principals. PEP fulfills this mandate through its core Leadership Programs for Aspiring Principals, New Principals, Experienced Principals, Future Superintendents, and Priority High Schools.³

Additional Programs Exceed Mandate

PEP has gone beyond its legislative mandate to provide additional services to principals and assistant principals by offering topical seminars, conferences, and education law publications. PEP has also exceeded its original mandate by extending its services to superintendents and by publishing a study of principal supply and demand.⁴

Representation by Congressional District Not Ensured

PEP has not followed the S.L. 1983-1034 directive to “serve an equal number of principals in each Congressional district each year.” However, PEP has an informal policy to seek geographic balance in each of its classes and to give priority to low performing schools. In FY 2005-06, only 5 Local Education Agencies (LEAs) were not served by a PEP program (Camden, Caswell, Clay, Hertford and Jones).⁵

The use of Congressional districts is outdated given that district maps have been revised twice since 1983. Current North Carolina Congressional districts are not as compact as in the 1980s with many counties represented by more than 1 district. Strict adherence to the legislative mandate could benefit urban counties such as Wake, Guilford and Mecklenburg that are in three districts, or Forsyth that is in two districts.

Core Programs Not Offered at Additional Sites Throughout State

PEP has made some attempts to comply with the S.L. 1991-689 mandate to “provide the program at additional sites throughout the state.” According to PEP staff, an attempt was made to take sections of semester-long courses to Wilmington, Boone, and Asheville, but some participants disliked the additional travel time required. There were also troubles with the technical and program support in the rented facilities.⁶ PEP has offered topical seminars in Wilmington and Asheville, and conducted a summer program in 2006 at Western Carolina University.

Finding # 2: Executive training for principals and assistant principals remains a needed service.

Principals Impact Student Achievement

Recent research on K-12 education finds that principals’ management practices have an effect, albeit an indirect one, on student achievement. A

national study by Leithwood and Riehl found that principals can 1) help set a vision for the future that can inspire others; 2) encourage cooperation among staff to work together toward common goals; and 3) help provide direction through their actions.⁷

The 2004 NC Teacher Working Conditions Survey confirmed the importance of effective school leadership.⁸ An evaluation of the survey results found that schools with the lowest teacher turnover rates reported that positive working conditions were in place, particularly in the areas of leadership and empowerment.⁹ The 2004 NC Teacher Working Conditions Survey also showed that schools where teachers agreed that critical working conditions were in place were more likely to receive a top designation on the state’s ABC student performance measure and make Adequate Yearly Progress as defined by the federal No Child Left Behind accountability program.

Demands on Principals are Increasing

A decade ago, the State Board of Education stated that principals and school administrators “must be prepared to motivate, inspire, lead and manage.”¹⁰ This need continues to exist. The role of the principal has also broadened such that in addition to being an administrator and manager, the principal is now also a school’s instructional leader. Today’s principal faces a complex array of issues such as:

- state and federal accountability standards,
- a more diverse student body,
- high teacher turnover and increasing difficulties in hiring,
- job performance based on the academic achievement of their students,
- unfunded mandates, and
- increased time commitments.¹¹

Principal Preparation Programs Are Outdated

Many school leaders believe that principal preparation programs have not kept pace with the rapidly changing demands of their profession. In a

2003 national survey of public school principals, only 4 percent responded that graduate school studies were the “most valuable” preparation for their position.¹² A review of course syllabi from selected school administrator preparation programs from across the nation concluded that “preparation has not kept pace with changes in the larger world of schooling, leaving graduates of principal preparation programs ill-equipped for the challenges and opportunities posed by an era of accountability.”¹³ Another study found that principals say their graduate programs are lacking in conflict resolution, cultural sensitivity, problem diagnosis and solving, organizational theory, and business and financial management.¹⁴ Comparable survey data specific to North Carolina principal preparation programs is not available.

Professional Development Is Needed

Even the best principal preparation program cannot fully prepare principals for the demands of school leadership. Professional development is needed by new principals to strengthen their skills once on the job and by experienced principals to keep those skills current. A Wallace Foundation report found that principals welcomed the opportunity to participate in developmental activities throughout their careers.¹⁵ Harvard Professor Richard Elmore agrees that “instructional improvement requires continuous learning” and that school leaders “must be able to model the learning they expect of others”.¹⁶ Research suggests that effective professional development needs to be on-going, embedded in practice, linked to school reform initiatives and problem-based.¹⁷

Elements of Leadership Can Be Taught

Recent research indicates that leadership can, in fact, be taught, but certain elements of leadership are more likely to be teachable than others. Research at Eastern Michigan University found that changing a person’s core personality or values can prove difficult, but specific behaviors and skills can be taught through leadership development efforts.¹⁸ A survey of leading management scholars confirms these findings.

Scholars participating in the survey agreed that explicit components of leadership, such as understanding the steps necessary to develop a strategy, are relatively easy to teach. On the other hand, tacit components of leadership, such as relationship building, might be conveyed through experiential teaching, but are ultimately more difficult to convey.¹⁹

PEP Services Are in Demand

PEP’s executive training programs are consistently fully enrolled. Indeed, demand often exceeds capacity. As of November 2006, PEP had waiting lists for the following programs:²⁰

Exhibit D: Waiting List for PEP Programs, November 2006

| Program | Est. 2006-07 Enrollment | Waiting List |
|---|-------------------------|--------------|
| Leadership Program for New Principals (LPNP) | 72 | 18 |
| Leadership Program for Experienced Principals (LPXP) | 65 | 15 |
| Leadership Program for Aspiring Principals (LPAP) | 75 | 30 |
| School Administrators as Instructional Leaders (SAIL) | 150 | 60 |
| Leadership Program for Future Superintendents (LPFS) | 22 | 7 |

Those on the waiting list are put at the top of the queue for the next course. The wait time varies from a year for an annual course like LPFS to a semester for the LPNP, LPXP, and LPAP courses that are offered every semester. The SAIL course is offered several times a year, thus school administrators on the waiting list can usually be accommodated in a timely manner.

Finding # 3: PEP’s curriculum is aligned with national and State standards.

A review of PEP’s curriculum and observation of PEP sessions confirm that PEP’s curriculum is aligned with national and state standards for improving school leadership.

National Standards

PEP's curriculum is aligned with national standards. The Interstate School Leaders Licensure Consortium (ISLLC) Standards for School Leaders were adopted in 1996. The standards state that a school administrator is an educational leader who promotes the success of all students by:

1. Facilitating the development, articulation, implementation, and stewardship of a vision of learning that is shared and supported by the school community;
2. Advocating, nurturing, and sustaining a school culture and instructional program conducive to student learning and staff professional growth;
3. Ensuring management of the organization, operation and resources for a safe, efficient, and effective environment;
4. Collaborating with families and community members, responding to diverse community interests and needs, and mobilizing community resources;
5. Acting with integrity, with fairness, and in an ethical manner; and
6. Understanding, responding to, and influencing the larger political, social economic, legal, and cultural contexts.²¹

North Carolina Standards

PEP's curriculum is also aligned with state standards. The North Carolina School Executive Standards were developed as tools for principals and assistant principals to use to lead their schools. The seven standards in the North Carolina plan are borrowed from the Wallace Foundation study entitled *Making Sense of Leading Schools: A Study of the School Principals*.²² The standards focus on seven types of leadership: strategic, instructional, cultural, human resource, managerial, external development, and micropolitical. The NC Standards also present a set of competencies principals need to handle their jobs such as organizational ability, creative thinking, environmental awareness, time management, etc.²³

Finding #4: PEP does not duplicate services provided by any other program in North Carolina.

PEP's Training is Unique

Currently PEP is the sole provider of "short-term, in-residence management training" for public school administrators and does not duplicate services provided elsewhere by the private or public sectors. Several other entities—such as local education agencies, Regional Education Service Alliances, and professional associations—provide various forms of professional development for school administrators that vary in quality, coherence, and focus. However, no entity besides PEP provides a program that includes all of the following elements:

- A formalized, sequential, and differentiated curriculum focused on management;
- Multiple sessions that reinforce and support the application of key principles; and
- An in-residence format that brings together participants from across the state.

Could the Market Provide Executive Training?

Supported by State appropriations and grant funds, PEP charges participants only nominal fees for some programs and offers most at no cost to participants beyond travel expenses. It appears that this state subsidy has discouraged the development of a comparable principal executive training program in the private sector. High participant satisfaction and strong demand for PEP programs suggest that principal executive training – in some form – could survive in the absence of state funding. The State appropriates significant funding annually to LEAs that can be used for professional development. It is not clear, however, that a fee-based PEP or executive training offered by a private vendor would provide the same level of quality and access to services as PEP provides currently.



Finding #5: PEP lacks formalized performance measures that are required to determine effectiveness.

PEP Lacks Needs Assessment and Measurement of Outcomes

PEP does not have formal processes in place for:

- Assessment of participant knowledge or skill at “intake;”
- On-going or “exit” assessment of participant knowledge or skill; or
- Measurement of program outcomes, such as participant behavior change or impact on student performance.

PEP indicates that it is developing more formalized processes for measuring program outcomes, but it is not clear when these processes will be in place. Without the data that these formalized measures would produce, it is not possible to determine with any precision or reliability whether PEP has any measurable effect on conditions for teaching and learning in schools and school districts.

Participant Satisfaction is Measured

While PEP does not have any formalized measures of program outcomes, the program collects data on participant satisfaction through paper surveys filled out while participants are still in Chapel Hill, and through anonymous online surveys filled out by participants once they return to their schools. PEP staff members have used survey results to refine content, select presenters, and improve logistics. The feedback provided in recent surveys indicates that most program participants are pleased with the content and quality of PEP services. For example, 97 percent of the 32 participants in the recent “Survival School for New Principals” rated the material presented during the training as highly effective (22 percent) or excellent (75 percent).

Finding #6: Although PEP has attempted to streamline its operations, available data is not sufficient to determine whether the program is operating efficiently.

Recent Actions Have Streamlined Operations

PEP has modified its business model from one in which full-time, permanent program staff conducted most of the training to one that relies more heavily on contract trainers. This new model allows PEP greater flexibility in responding to participant feedback regarding program content and effectiveness of PEP presenters. The contract model also allows PEP to reprogram funding previously expended on permanent staff to hire presenters with greater specialization and expertise in a given content area. To the extent that total expenditures for these contractors are less than the cost of maintaining the foregone permanent staff positions, the new business model could also facilitate expansion of program offerings.

Through a recent “rationalization” process undertaken in concert with the UNC President’s Advisory Committee on Efficiency and Effectiveness, PEP has decided to reduce and eliminate some program offerings in order to focus resources on core services. Beginning in FY 2007-08, PEP will no longer offer a statewide leadership conference or program in school law. Consequently, PEP staff attorney positions will be eliminated as of June 30, 2007. In previous years, PEP has reduced and/or eliminated services which seemed duplicative of services offered elsewhere, were not rated highly by participants, or were not economical. Funding formerly supporting these reduced or eliminated services was reprogrammed to expand and/or strengthen core services.

Lack of Benchmarks Prevents Meaningful Comparison

While PEP has made efforts to streamline its services, a lack of industry benchmarks for service costs makes it practically impossible to determine if PEP is operating efficiently. In FY 2005-06, costs per participant for PEP’s core services ranged from \$3,194 to \$5,522. While other intensive executive training programs for school administrators exist in various forms in other states, none are sufficiently similar in structure to PEP to facilitate meaningful cost comparison.

Finding #7: PEP's governance structure does not provide a formal mechanism through which the NC State Board of Education can influence PEP's priorities.

Per S.L. 2000-67, PEP has been governed since 2000 by the UNC Board of Governors as part of UNC's Center for School Leadership Development. The major advantages of PEP continuing as a University program reflect the reasons why it was originally administered by the Institute of Government at UNC-CH. The University offers:

- Experience in organizing and teaching extended management development programs to public officials,
- Ability to marshal other University resources, and
- A reputation for high standards.²⁴

The disadvantage of this governance structure is that the State Board of Education (SBE), the primary decision-making authority for public education in North Carolina, has no formal mechanism through which to influence PEP's priorities.

The SBE and the UNC Board of Governors are statutorily required by G.S. 116-11(12a) and G.S. 115C-12(26) to work together to ensure that "meaningful professional development" that is "aligned with State education goals and directed toward improving student academic achievement" is provided for professional public school employees. In practice, this collaboration depends primarily on informal relationships. While this informal system of collaboration appears to be working satisfactorily at this time, it is vulnerable long-term to failure as the personalities involved change. A stronger system would institutionalize a formal means by which the SBE could influence the priorities set for PEP.

Policy and Budget Options

Funding

The GA should consider making State funding for PEP contingent on the existence of evidence that the program is having a quantifiable positive impact on conditions for teaching and learning in schools. Absent this evidence, the GA cannot justify expenditure of State funds on this program. As a result, the GA should consider directing PEP to either produce, by the end of the current biennium, evidence of program impact, or demonstrate that the program could exist as a receipt-supported entity.

Admissions Policy

The GA should also consider directing PEP to formalize its admissions policy. While participation in the program should continue to be primarily voluntary, a first-come-first-served admissions process does not guarantee that services are provided equitably and to those that would most benefit. A formalized admissions policy should take into account geographic diversity to ensure that school administrators statewide are served. Priority should also be given to school administrators working in high-need schools so that State resources are targeted to those who most need support. If more school administrators seek admission than available slots, PEP should retain those names and offer priority admission to those on the waiting list for the next class. PEP should also use these waiting lists to assess demand and determine how best to allocate resources among the various executive training courses.

Governance

The GA should consider revisiting PEP's governance structure. To ensure that PEP's services remain aligned with State priorities, a formal mechanism is needed by which the SBE, the UNC Board of Governors, and other relevant stakeholders collaborate. The original planning committee report recommended having a board of advisors made up of both business and educational leaders to aid in PEP's development.²⁵ The GA should consider



establishing such an advisory group to provide input on PEP's priorities and feedback on its performance.

Technical Considerations

The GA should amend session law to address three technical violations of existing law. First, PEP is currently offering additional programs that exceed its original mandate. The GA should revisit this mandate to determine if expanding the scope of PEP's services is appropriate. Additionally, the GA should remove the directive to "serve an equal number of principals in each Congressional district each year." The existing language favors large school districts that span multiple Congressional districts. PEP's informal policy, which has not adhered literally to the legislative directive, but has addressed the law's intent, has successfully achieved geographically

diverse participation. Finally, the GA should remove the mandate to "provide the program at additional sites throughout the state." PEP's programs at alternate sites have suffered from technical troubles, and have proven unpopular with program participants.

Further study of MSA Programs

National studies indicate that principal preparation programs inadequately equip principals for their position, and have failed to keep pace with the new challenges and opportunities faced by today's principals. It is unclear, however, whether or not such findings apply specifically to principal preparation programs in North Carolina. The GA should consider studying whether or not graduate school programs in North Carolina are adequately preparing the State's principals for their position.

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¹ S.L. 1983-1034, Sec. 54.

² <http://www.ncpep.org/content.php/pepmission.htm> Adopted by the PEP Faculty and Staff on January 7, 2002.

³ www.ncpep.org and list of PEP services provided by Brad Sneed to the Fiscal Research Division (October 23, 2006).

⁴ PEP has been assigned this report that is required by S.L. 1993-199, Sec. 1(c) to be published annually by the UNC Board of Governors.

⁵ UNC Board of Governors, *Fifth Annual Report of the UNC Center for School Leadership Development on Professional Development*, presented to the UNC Board of Governors at October 2006 Board Meeting.

⁶ PEP email on November 28, 2006 from Debbie Goldbeck to Brad Sneed.

⁷ Leithwood, Kenneth A. and Carolyn Riehl. *What Do We Already Know About Successful School Leadership?* A special report prepared for the AERA Division A Task Force on Developing Research in Educational Leadership (March 2003).

⁸ Hirsch, Eric, Scott Emerick with Keri Church and Ed Fuller, *North Carolina Teacher Working Conditions Survey Interim Report*, a report submitted to Governor Mike Easley by the Center for Teaching Quality (October 18, 2006).

⁹ Ibid. More specifically, when asked which aspect of your work environment most affects your willingness to keep teaching at your school, 27% said school leadership. The top answer at 34%, collegial atmosphere, could be indirectly affected by school leadership. When asked which aspect of working conditions is most important to you in promoting student learning, 15% said school leadership. The top answers, time during the day (27%) and teacher empowerment (26%), are also directly affected by the principal.

¹⁰ NC Board of Education, *Plan to Examine and Upgrade Education Programs For Principals and School administrators in North Carolina*, a report submitted to the NC General Assembly (March 1, 1992).

¹¹ Best, Jane R., *Developing Leaders for Successful Schools*, National Conference of State Legislatures (June 2006), 2-4.

¹² Farkas, Steve, Jean Johnson, and Ann Duffett, *Rolling Up Their Sleeves: Superintendents and Principals Talk About What's Needed to Fix Public Schools*. Public Agenda (2003), 39-40. 52% said the most valuable preparation for the principal job came from the mentoring and guidance of people they worked with and 44% said their most valuable preparation came from previous on-the-job experiences. According to "Reality Check 2006; The Insiders: How Principals and Superintendents See Public Education Today" (Public Agenda, page 22), 66% of surveyed principals agreed that "typical leadership programs in graduate schools of education are out of touch with the realities of what it takes to run today's school district".

¹³ Hess, Frederick M. and Andrew Kelly, *Learning to Lead? What Gets Taught in Principal Preparation Programs*, American Enterprise Institute (2005).

¹⁴ Portin, Bradley, Paul Schneider, Michael DeArmond, and Lauren Gundlach, *Making Sense of Leading Schools: A Study of the School Principalship*, Center on Reinventing Public Education.

¹⁵ Ibid.

¹⁶ Elmore, Richard F., *Building a New Structure For School Leadership*, The Albert Shanker Institute (Winter 2000), 20-21.

¹⁷ Best, *Developing Leaders for Successful Schools*, 15.

¹⁸ Tubbs, Stewart L. and Eric Shulz. *Leadership Competencies: Can They Be Learned?* Eastern Michigan University.

¹⁹ Doh, Jonathan P. "Can Leadership Be Taught? Perspectives From Management Educators" *Academy of Management Learning and Education* (2003), Vol. 2, No. 1, 54-57.

²⁰ PEP emails from Brad Sneed to the Education Team of the Fiscal Research Division submitted on October 23, 2006 and November 30, 2006.

²¹ Interstate School Leaders Licensure Consortium (ISLLC), *Standards for School Leaders*, Council of Chief State School Officers (1996).

²² Hess, et. al., *Learning to Lead? What Gets Taught in Principal Preparation Programs*,

²³ North Carolina Standards for School Executives.

²⁴ Chancellor's Planning Committee for the Principals' Management Program, *Management Training for North Carolina's Public School Principals*, a report to the Chancellor of the University of North Carolina at Chapel Hill (March 1, 1984), 12.

²⁵ Ibid, page. 12.



Appendix A

Principals' Executive Program Response

The Fiscal Research Division solicited input from the Principals' Executive Program on a draft of this justification review. The following document is PEP's response. It has not been edited in any way by the Fiscal Research Division.

Response to the Fiscal Research Division's Justification Review of the Principals' Executive Program

Brad Sneed, Director of the Principals' Executive Program (PEP)

January 26, 2007

Clearly the focus of this report is identified in the opening sentence, which suggests that there is not adequate evidence that the professional development programs have a measurable impact on conditions for teaching and learning in schools and school districts. I strongly believe there is "adequate evidence" that PEP's professional development does have an impact on teaching and learning. However, I agree that PEP does not have adequate measurements that "directly" connect the professional development activities with teacher or student learning. In fact, I am not aware of any research that can directly connect leadership professional development with teacher or student learning. The most recognized research on the impact of leadership professional development is the Mid-continent Research on Education and Learning (McRel) called, *Balanced Leadership*. McRel is a federal laboratory that is based in Denver. Their work, *Balanced Leadership*, on the responsibilities and practices of principals is being used for the establishment of newly revised standards for school leaders. McRel's "Balanced Leadership" is based on 35 years of research that uses a meta-analysis model to illustrate the correlation between identified leadership practices and student learning. PEP has a formal agreement with McRel and we use this research in the development and deployment of our professional development. PEP also uses other data and best practices, including the data from the Governor's Teacher Working Conditions Survey.

Understanding that professional development needs to connect with student learning outcomes, PEP has developed a more extensive assessment process. PEP presently is using this model with its Leadership for Priority High Schools (LPHS). This program was designed for the 17 lowest-performing high schools. The assessment model provides for the collection of more relevant data. PEP will be using a variation of this model for all core programs for 2007-08. I have attached this assessment model. *[See note below.]*

I agree totally that PEP, Department of Public Instruction and the State Board of Education need to be working together in the alignment of leadership professional development. The report accurately identifies the present relationship and I agree it needs to be more "formalized". We have worked well on providing leadership training that aligns with State Board of Education's priorities, however, we need to make sure that this relationship continues to be one that stays current and reaches into the future. Even though there are meetings at various times, I recommend that PEP and the Department of Public Instruction meet at a minimum, biannually to identify areas of needs and the assessment of services. I would also recommend that PEP have representatives on the Principal and Superintendent Advisory Committees. These committees meet quarterly to discuss leadership issues with the DPI staff and SBE staff.

Another very important area identified in this report is the need to meet the challenges of "high need" schools. PEP has recruited "high need" school leadership for a variety of programs, but that is not always successful. I believe it is time to make attendance to PEP

mandatory for “high need school” leadership, especially those in low-performing status for 2 or more years. PEP and the Department of Public Instruction could customize a program especially for these school leaders.

As identified in this report, PEP has served the public school’s leadership for over 20 years. Programs continue to be challenging and pertinent for school leaders, as exemplified by the full status of all PEP programs. School leaders do not want to be away from school, especially with the high stakes accountability and the demands of school safety.....however, PEP continues to draw from every region of North Carolina and completely fills every professional development session. It is clear, as stated in this report, “PEP provides valuable services” and the demands of school leaders today need the most current professional development possible. The Principals’ Executive Program has been a major service to over 25,000 school leaders since 1984. Given the principal shortage that looms ahead, PEP will be even more valuable for new leaders, the retention of seasoned leaders and for our future leaders.

[Note: Due to space constraints, the assessment model that PEP attached to their response is not included in Appendix A. However, the document is available and can be obtained by contacting one of the Education Team analysts listed on page 9.]